Conservation of Habitats and Species of global significance in arid and semi-arid ecosystems in Balochistan

Mid-Term Project Evaluation 2008



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Society for Torghar Environment Protection Chagai Conservation Society Sustainable Use Specialist Group – Central Asia Forest & Wildlife Department, Government of Balochistan Government of Pakistan United Nations Development Programme Global Environment Facility

Acronyms and abbreviations

APR	Annual Performance Report
BRSP	Balochistan Rural Support Program
CCS	Chagai Conservation Society
CO	Community Organisation
DCC	District Conservation Committee
DoE	Department of Education
FWD	Forest and Wildlife Department
GEF	Global Environment Facility
GIS	Geographic Information System
GO	Government Organisation
GoB	Government of Balochistan
IC&D	Integrated Conservation and Development
IUCN	International Union for Conservation of Nature and Natural Resources
LF	Logical Framework
M&E	Monitoring & Evaluation
MoE	Ministry of Environment
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NCCW	National Council for Conservation of Wildlife
NGO	Non-Government Organisation
NPD	National Project Director
NWFP	North West Frontier Province
PDF	Project Development Facility
PIR	Project Implementation Report
PM	Project Manager
PMC	Project Management Committee
PSC	Project Steering Committee
RF	Results Framework
RUG	Resource User Group
SMART	Specific, Measurable, Achievable/ Appropriate, Realistic and Time-bound
STEP	Society for Torghar Environmental Protection
SUSG-CA	Sustainable Use Specialist Group – Central Asia
TPR	Tri-Partite Review
UNDP	United Nations Development Programme
UoB	University of Balochistan
VCC	Village Conservation Committee

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Evaluation Summary

- 1. The Conservation of Habitats and Species project aims to assist local communities to cease ecologically harmful practices, develop livelihoods and lifestyles that are ecologically sustainable, and practise natural resource conservation. The focus is on two districts of Balochistan, to stop hunting and over-collection of wildlife, overgrazing of native vegetation and collection of fuel wood from native trees; and to develop agricultural and pastoral practices and other income-generating activities that contribute to ecosystem conservation. A key aspect of the concept is to devise and demonstrate the viability of a biodiversity conservation program that relies on harvesting native wildlife species and other natural resources in ways that are ecologically sustainable and which generate income for both the conservation program and for local livelihoods and community development. The additional aim is for the pilot programs of integrated conservation and development to be owned and managed by the local community, with political and legal backing and technical assistance from District, Balochistan and federal government agencies.
- 2. This complex set of ideas was translated into a project design in the period 2002-2003, using the Project Development Facility of UNDP and the Global Environment Facility. Two field sites were selected for testing and demonstrating the project concepts, Torghar Hills in Qilla Saifullah District and an area of the Noshki District. Funding was negotiated for a 5-year Medium-sized Project, with grants from the GEF, UNDP, the Government of Balochistan and the local community organisation, the Society for Torghar Environmental Protection.
- 3. Project supervision and implementation arrangements were put in place and full project operations were started in the second half of 2005. In July 2008, a Mid-Term Evaluation mission was organised as a comprehensive independent review and assessment of project performance. The report of the MTE presents the findings of the mission, a set of recommendations for strengthening delivery and completion of second half of the project, and broader lessons for other comparable conservation and development initiatives.

MTE findings

- 4. The Conservation of Habitats and Species project (CHAS) is a well-conceived and timely initiative, highly relevant for Balochistan, Pakistan and neighbouring states with regions of similar dry-land ecosystems subject to unsustainable land use. The project is well-regarded and supported at national, provincial and local levels, and forms an important pilot initiative in co-management or community-based management of natural resources for the Balochistan Provincial Government and the two local Districts, as well as the national Ministry of Environment.
- 5. Arrangements made for project supervision and support include joint direction by the heads of the project's executing agency, the Sustainable Use Specialist Group of Central Asia (SUSG-CA), and the Balochistan Forest & Wildlife Department (FWD). Both are members of both a Quetta-based Project Management Committee and the nationally-based Project Steering Committee, with representatives of other government departments and UNDP Pakistan. The MTE considers that given its relatively-small size, there is a danger that the project is over-supervised, with too much emphasis on reporting and administration, and relatively little attention by committee members to facilitating the project's work and taking on tasks on behalf of the project. The MTE suggests that the PMC especially should focus not "inwards" on the project but "outwards" on developing the institutional arrangements and programs for natural resource management, conservation and rural development in Balochistan and Pakistan. It would be useful to strengthen the project's links with other current initiatives, as a mechanism for the main national, Provincial and international

agencies involved to develop stronger collaborative programming for conservation and sustainable development across Pakistan.

- 6. The MTE considers that the overall **project plan and design** could have been structured and written more helpfully, particularly for the implementing team of staff who were not involved at all in the formulation process. The evaluation notes a lack of coherence and precision in the Project Document, Brief and logical framework, and finds the main structure of five component Outcomes ill-defined and confusing, and the crucial middle-level Output objectives poorly-developed. Following the MTE, the project team should define objectives and targets more-specifically and precisely.
- 7. The planned **project duration** was from 2003 to 2007, but the first funds were not disbursed until the end of 2004 and operations started 2.5 years late in August 2005. After three years, to mid-2008, 60% of the total **budget** of \$1.192 million has been spent. The MTE recommends revising the forward work plan and budget for the project, to focus especially on the key Output targets, and to plan extending the project duration by two years, with the aim of securing sufficient time to bring about lasting institutional change. Additional funding may need to be secured, to take the project to the proposed new completion date of mid-2012.
- 8. The MTE finds that project execution has been organised efficiently and diligently. SUSG-CA has established pleasant and efficient office premises and facilities in Quetta to administer and support the range of project activities. A small team of project staff has been well-led and coordinated by a dedicated Manager working closely with the Chair of SUSG-CA, and has developed good quality facilities for transport, field bases and equipment, and operations in the two project areas. The MTE reviews the arrangements in place for project monitoring, information, reporting and evaluation, and notes that the reporting schedule is being adhered to, but that routine monitoring and information management should be strengthened. The M&E system is weakened by the poorly-developed project plan and performance indicators. For the second half of the project, pin-pointing the key Outputs to be achieved and preparing a SMART operational plan for each will also help to strengthen monitoring and evaluation.
- 9. Project achievements: in the three years from mid-2005 to mid-2008, the project team has conducted a series of substantial activities in the two project areas of Torghar and Noshki, the surrounding Districts and more widely in the Province and other parts of the country. The numerous activities form an impressive range of developments that are relevant or highly relevant to the project purpose. They appear to have been highly cost-effective, carried out efficiently and diligently, and achieving a good standard of execution. It is clear that the project Manager and team have done an excellent job in establishing, explaining and promoting the project concept and purpose among the diverse stakeholders, who include the local communities in the Qilla Saifullah and Noshki Districts, officials in local, Provincial and national government agencies, and a variety of NGO programs involved in conservation and rural development.
- 10. Notable achievements include establishment and strengthening of community organisations (CO) to be involved in the conservation and development programs; effective cessation of hunting and trapping of native wildlife in the two project areas (markhor, urial, leopard, game birds, snakes and lizards); continuation of trophy hunting management in Torghar and initial work on reptile harvesting in Noshki; pilot projects to improve livestock, fodder and wheat production, and develop native fruit tree orchards; construction of roads and water management infrastructure; a variety of training and study exercises for government officials, teachers and CO members; support for school students and nature clubs; development of a forest policy and revision of the Balochistan Forest Act.
- 11. The MTE considers that some project actions could have been more **effective** and achieved greater **impact** if there had been greater clarity and precision in the project plan. A general concern for the MTE is that the project has made only limited progress towards establishing

an overall system that will be sustainable and replicable without further outside assistance. A key outcome from the project is to establish the institutional and policy arrangements required for such a system, in order to deliver long term, community-based and collaborative natural resources management, biodiversity conservation plus sustainable livelihoods and development benefits for the local community. The main recommendation from the MTE is for the project to give higher priority to facilitating establishment of the institutional and policy framework, especially at District and Provincial levels. Elements of the system that are not yet securely in place include institutional arrangements for community-based and collaborative management of integrated conservation and development programs, within Conservancies; and sustainable financing mechanisms to support both the conservation and livelihood development programs.

Summary of MTE Recommendations

12. Throughout the evaluation report, where issues and opportunities for strengthening project performance are noted, recommendations are given for adjustments to be made to the relevant aspects of the project's management. The recommendations are drawn together and summarised in this section.

Recommendation [1]	Project planning and focus
Recommendation [2]	Project supervision
Recommendation [3]	Extension of project duration
Recommendation [4]	Budget revisions
Recommendation [5]	Environmental awareness, education, training
Recommendation [6]	A common strategy for a national system of Conservancies
Recommendation [7]	Conservancy Management Plans
Recommendation [8]	Community and government institutional development
Recommendation [9]	Strengthening of participatory processes
Recommendation [10]	Sustainable wildlife use integrated with rural development

Recommendation [1] Project planning and focus

SMART Outputs - planning, baseline, monitoring and information system

- 13. For the second half of the project, the strategy and operational plan should be more tightly focused than they were at the outset. Following the MTE, the project team should define objectives and targets more specifically and precisely. This will involve revising the logical framework and using it for the remainder of the project as the principal guide to project implementation, monitoring, information management, reporting and evaluation.
- 14. In several sections of the report, the MTE concludes that the five component Outcomes are imprecise and confusing, and the crucial middle-level Output objectives are poorly-developed. The MTE suggests <u>not</u> changing the main project Outcome structure, but does recommend defining more precisely and narrowly the scope of each of the five Outcomes (refer to relevant sections of the report, below). The main recommendation is to pin-point the key Outputs that need to be achieved under each Component, and prepare a straightforward operational plan for each, including a SMART¹ objective, target and indicator.
- 15. Clearer definition of the planned Output targets and indicators will also provide a more precise focus for baseline surveys and for monitoring, reporting and evaluation of project performance. A simple system for information management should be introduced across the project, consisting of routine recording of the basic data needed to monitor and report on progress towards each Output. The aim should be for the revised logical framework to be linked simply and directly to the Outputs budget, the monitoring and information system, quarterly and annual reporting, and periodic evaluations of progress.

Recommendation [2] Project supervision facilitating the project and developing the system

- 16. In a number of ways, the project is being expected to achieve too much, and in trying to meet these expectations it is being spread too thinly and its effectiveness reduced. The recommendation of the MTE is for the project management to focus more narrowly on achieving the key result that is required of the project; namely, to pilot and demonstrate an effective local system of community-based management of habitat conservation, sustainable wildlife use and livelihood development which is being termed a "Conservancy" in this and other current projects in Pakistan.
- 17. It is important to maximise the effectiveness of the project as a short, intensive mechanism for bringing about change. Managers and supervisors need to maintain the distinction between, on the one hand, the project, and on the other, the overall system that is needed to govern and support the new Conservancies, in Balochistan and Pakistan. The project's purpose is not to try to <u>be</u> the system, but to help government and local community organisations to build their capacities to form and strengthen the system.
- 18. The MTE recommends that the main stakeholder agencies on the PMC and PSC should themselves take on the task of proactively and systematically establishing and developing the broader system of governance and support for managing Conservancies in Balochistan and elsewhere in Pakistan. The federal Ministries, Provincial Departments and UNDP in particular should ensure that their projects and programs work closely and creatively together to help develop the required policy and regulatory framework, community institutions, financing mechanisms, government and aid agency programs and services.
- 19. One body only should be made responsible for direct supervision of the project. For a UNDP project, this committee is formally known as the Tri-Partite Review (TPR), and comprises

¹ The SMART acronym is a useful reminder that each objective plus its more precise target and indicator should be Specific, Measurable, Achievable/ Appropriate, Realistic and Time-bound.

senior representatives from the major stakeholders governing and financing the project, which in this case includes UNDP Pakistan, Government of Pakistan, Government of Balochistan, and the local NGO STEP, because of its significant financial contribution directly to the project. It is recommended that the TPR for the CHAS project should be formed by these four institutions, in effect replacing the current PSC with a smaller, more-streamlined body, and its members made aware of the TPR's specific role as the project supervisory committee, equivalent to a Board of Directors or Governors, formally approving the main decisions of project administration, budget, workplan and reports; and overseeing the project executing agency and project team.

20. Once the TPR is confirmed and operating, there is no need for other committees to also be involved in project supervision. Instead they should work with the project as constructive partners. The Project Management Committee merged with some current PSC members should be encouraged and enabled by the project to develop a more valuable, programmatic role, and perhaps renamed the "Conservancy Program Coordinating Group", and working with the several projects piloting Conservancies in Balochistan. Thus this group, the District Conservation Committees, Village Conservation Committees and Resource Use Groups should become the permanent institutions (COs and GOs) responsible for conservation and natural resource management programs at different geographic scales and political levels. The CHAS project's role is to facilitate the functioning of these committees and help them build their capacities so that they form an effective system for resource management and conservation.

Recommendation [3] Extension of project duration

- 21. In view of the delayed start and the length of time that will be required to achieve some of the planned results, the MTE recommends extending the project duration and completion date. Five years from the effective start date of August 2005 will be July 2010. This will not be sufficient for the project to bring about lasting institutional change, and it is recommended that a further two years should be added to the project timetable, for a new completion date of July 2012.
- 22. For this recommendation to be approved and implemented, the project management should revise the forward work plan and budget, based on the re-defined Outputs (recommendation [1]), and make provision for (a) the next 2 years (mid-2008 to mid-2010) to be concentrated on proving and demonstrating "the Conservancy model" of local community-based and collaborative management of integrated conservation and development; to be followed by (b) a two further years (mid-2010 to mid-2012) concentrated on "mainstreaming the Conservancy model" in the two pilot Districts and in Balochistan generally by working with relevant government agencies and NGOs. The latter phase will work mainly on institutional development, linking with other projects, strengthening the policy and regulatory framework and the capacities of agencies and stakeholders to organise and support a system of Conservancies.
- 23. The recommended revision of the outputs, work-plan and budget will confirm whether a "no-cost extension" is feasible, or whether additional funds will be required to extend the project timetable to mid-2012.

Recommendation [4] Budget revisions

24. As part of the revision of the overall project plan, with key Outputs determined for the remainder of the project (recommendation [1]) plus an extension period (recommendation [3]), it is recommended that an <u>Outputs budget</u> should be drawn up for the remainder of the project. The Outputs plan and budget should be used through the remainder of the project, with further revisions if necessary, to guide implementation and monitoring of expenditure and results. Output budget planning and expenditure recording in this way should also be done retrospectively for the \$472,000 that has been disbursed to date on

"Project management & operations", in order to provide management with an accurate record of expenditure against each of the planned Outputs or results achieved.

- 25. Noting that 80% of the current project funding is aimed towards conserving natural resources and wildlife, the MTE concludes that the CHAS project as a whole will be successful only if significant other funding is attracted into the proposed Conservancies, for the development of community welfare, livelihoods and government services (notably education, health and infrastructure). In this regard, the MTE considers that it may have been more appropriate for 100% of the funds from STEP to have been allocated to Component 5, rather than the current 55%. It is recommended that for the remainder of the project, a greater proportion of the energies of the project management and partner agencies should be devoted to attracting the essential development services into the project areas; in other words, using the project to promote and facilitate creation of integrated conservation and development programs in each Conservancy.
- 26. In drawing up the Outputs plan and budget, it is recommended that the project office, working with UNDP finance officers, should take the realistic step of creating a 6th Component against which to allocate a proportion of the budget as genuine "core costs", such as running the office, other facilities and human resources that contribute in general ways to activities across several or all of the substantive Components of the project. However this proportion should be kept low, at a maximum perhaps 15-20% of the total budget, as the real purpose of the project is not to run the project but to achieve the substantive results. For this reason also, it is especially important to properly plan and budget for each substantive Output.
- 27. A further reason for revising the remainder of the project budget is that the budget was planned originally more than 5 years ago, and no subsequent review or adjustment has been made. Besides the details of the planned activities, the underlying costs of the inputs have changed since the original budget was made. The MTE was advised of the project's difficulty in attracting and retaining good staff, in large part because the contracts and salaries offered are based on out-of-date scales. This difficulty needs to be rectified as part of the budget re-planning, during which the projected costs need to be re-calculated and the budget brought up-to-date. Once the Outputs, forward work plan, budget and staff grades have been revised, there may be a need for the project to organise additional human resources staff or consultants with specific skills and expertise.

Recommendation [5] Environmental awareness, education, training

- 28. Environmental awareness, education and training are the types of activities which the MTE recommends should be more tightly focused. The project should not be aiming to raise "environmental awareness" in any general sense; it does not have the time or resources to have an impact in this area. Instead the project team should plan a small number of awareness-raising/ education / training actions with precise objectives to contribute to the re-defined key Outputs (recommendation [1]).
- 29. The top priority for this project is to bring the model "Conservancies" into existence as collaborative conservation programs that are supported satisfactorily by both local community and government institutions. The priority targets for awareness raising and training are therefore for local leaders, household members, and government leaders and officials to have a good understanding of the <u>what</u>, <u>why</u> and <u>how</u> of having a Conservancy co-management, sustainable use, livelihoods, integrated conservation and development; their respective roles; and the costs and benefits to them. Impacts on these targets of understanding and attitude can be measured directly, using SMART indicators and polling.
- 30. It is plain that there is a major need to improve school facilities, teachers, the curriculum and learning resources in rural Balochistan, especially in remote areas like the Torghar Hills. However, as the CHAS project realises, it does not have sufficient resources to provide adequate schooling by itself for the project area communities. The strategy adopted by the

project is commended and the MTE suggests should be strengthened: to provide assistance to the local communities and Education Department to draw up a joint governmentcommunity strategy for the development of education programs in the project areas, and then assist them to progressively implement the strategy.

Recommendation [6] A common strategy for a national system of Conservancies

- 31. The current project has links to other conservation projects and organisations, to villageand District-level Conservation Committees, and to Provincial and Federal government departments concerned with natural resources management and conservation (MoE, FWD and NCCW). The project has also spent considerable effort but in a more *ad hoc* manner on encouraging GOs, NGOs and private businesses involved in rural development, livelihoods, credit, or community development to work in the proposed Torghar and Noshki Conservancies. The strong recommendation from the MTE is for all parties involved in natural resources management and conservation in Balochistan to resolve to work on a common strategy, adopting a common agenda, timetable, coordinating mechanism, terminology and resources such as a GIS/ database. The CHAS project and SUSG-CA should show the lead, and move beyond simple MoUs between projects and organisations towards a strong shared agenda for a unified national conservation system, centred, if that is agreed, on Conservancies.
- 32. The purpose of the proposed "networking" under CHAS project Component 1 is to build a strong alliance of projects, programs and organisations working on community-based and collaborative mechanisms for conserving Pakistan's biodiversity and natural resources. The MTE recommends more directed action by the project on this output, to help drive a coherent multi-agency effort dedicated to establishing a country-wide system of Conservancies, as the principal model for protected areas and biodiversity conservation in Pakistan. As recommended above [2], the current PMC-plus-PSC members should be reformed as the "Conservancy Program Coordinating Group" and should develop a more programmatic role for itself, across several current projects. At least four founding partners are immediately available to work in concert with the CHAS project and make solid contributions to such a common strategy: the Mountain Areas Conservancy Program; Pakistan Wetlands Program; Juniper Ecosystem Conservation Project; and Protected Areas Management Project.

Recommendation [7] Conservancy Management Plans

33. The MTE recommends that, in 4-6 months following the MTE, the CHAS project should work out and put into practice – with the local community groups and the VCCs, DCCs and FWD – a simpler, more straightforward mechanism for preparing Conservancy Management Plans; i.e. for deciding collectively on measures to be introduced for conservation, sustainable resource use and ecologically-sound community and economic development in the model Conservancies. At present there appears to be no guiding strategy or clear standard mechanism. The project is working with an array of disconnected plans *–land use plans, common property resource management plans, Conservancy management plans, habitat rehabilitation plans, species management, harvesting* and *recovery plans.* It is recommended that all planning should be developed clearly within a common overall umbrella framework. This should be a local community-based area plan for integrated conservation and development, which will become the Xxxx Conservancy Management Plan, ratified under appropriate legislation.

Recommendation [8] Community and government institutional development

34. The MTE recommends that the institutions that will manage the Conservancy system in Torghar and Noshki in the long term should be brought into effective operation before the end of the 5 year project period (mid-2010). This will require the project to focus on the formal setting up and capacity development of the following offices or management units:

- The Provincial and District government offices that will support the establishment and operation of Conservancies, as an important mechanism in Balochistan for integrating nature conservation with rural development.
- The "Conservancy management office" as the key local institution formally responsible for overseeing all aspects of a Conservancy's operations, administration and development.

To establish each of these institutions properly, a range of significant issues will need to be addressed systematically in the 12-18 months following the MTE: each office's/ management unit's legal status and powers; its formal links with representatives of local tribal groups; financing and revenue-raising; and inter-agency collaborative programs.

Recommendation [9] Strengthening of participatory processes in both project implementation and Conservancy governance

- 35. While recognising that the CHAS project is working with multiple stakeholders in a complex social situation, the MTE recommends that, as soon as practicable, fully participatory processes should be employed in all aspects of introducing and developing Conservancy management. Currently this is not the case in Torghar or Noshki, where decisions are made by select groups of individuals rather than the whole community. The process is not democratic and there is insufficient transparency. The challenge for the CHAS project is to ensure that there is genuine representation of all individuals' interests in the "community institutions" that are being set up to plan and govern the management of the communal Conservancy areas, which involves a wide range of decisions concerning natural resources, sustainable wildlife uses, community development projects, livelihoods and support for private enterprises.
- 36. The additional reason for ensuring full representation and community participation is that they provide many opportunities for building capacity, which currently are being lost. Learning by participating and doing is a powerful process that should be more open to all men and women, young and old in the two project areas. A fully participatory approach could be used to much greater effect in all areas of CHAS project activity, including research, awareness raising, education, business support, institutional development.

Recommendation [10] Sustainable wildlife use integrated with rural development

- 37. An underlying concern of the MTE is that despite its widespread promotion, there are still aspects of "the Torghar model" that need resolving. Because the project was given a significant head start by the previous 20 years of work of SUSG-CA and STEP with local hunters in Torghar, the MTE had expected that the essential features of the model would have been confirmed and put soundly in place in the first three years of project activity, i.e. by the time of the MTE. The project has made some progress, but not sufficient, towards the principal objective of developing trophy hunting as a community-based enterprise integrated with conservation and development in the Torghar Conservancy area. Understandably, less progress has been made in replicating the model, based on reptile capture or farming, in the second project area.
- 38. Based on these concerns, it is recommended that the project, in the two years following the MTE, should make a more focused and urgent effort to establish an effective <u>mechanism for</u> <u>livelihoods and community development linked to natural resource uses</u>, in the Torghar and Noshki Conservancies. This will mean addressing the following sets of resource-use and business development issues, which are central to the whole program:
 - The biological sustainability of harvesting local wildlife populations.
 - Legalisation of harvesting, processing and export of wildlife. Practicalities of harvesting, handling and processing techniques; marketing wildlife products.
 - Governance of all aspects of the mechanism; the representativeness, legal status and authority of and inter-relationships between the "community organisations" involved STEP, CCS, RUGs, VCCs, and Supreme Council.

- Clear, transparent "community ownership"; formalisation of procedures for revenueraising from trophy hunting/ wildlife harvesting, and for disbursement of benefits to "the local community"; questions of resource access rights and mechanisms for equitable benefit sharing.
- The Conservancy business model: economic viability of sustainable use businesses; the feasibility of balancing disbursements with revenue.
 - What are the potential sources of <u>revenue</u> (trophy hunting, government grants, CO enterprises, resource rentals)?
 - What are the revenue projections from each source (and their variability) for the next 10, 20, 30 years?
 - What are the planned <u>disbursements</u> of the projected revenues; what range of private and public purposes will be financed in and around the Conservancy area?
 - Will the revenue be used to provide income to individuals and households; on what distribution basis?
 - to develop and maintain community infrastructure (roads, water management, power generation, waste disposal)?
 - to pay for conservation and management measures (reforestation, survey and monitoring, etc.)?
 - to fund a micro-credit scheme for local enterprises?
 - to administer STEP and CCS and pay staff salaries?

1. Introduction

Project context

- 39. The project titled *Conservation of Habitats and Species of Global Significance in Arid and Semi-Arid Ecosystems in Balochistan* (CHAS) is concerned with introducing and testing a community-based approach to biodiversity conservation in the upland desert regions of Balochistan. It is one of a series of complementary GEF-supported biodiversity projects in Pakistan, which together have the potential to help government to reform and strengthen the ways in which nature conservation, natural resource management, resource-based livelihoods and rural development are organised and supported across the country.
- 40. Balochistan Province comprises the entire south-western half of Pakistan, over 40% of the country's total land area (350,000 km² out of 800,000 km²), bordered by Afghanistan to the north, Iran to the west, and the Arabian Sea and Indian Ocean to the south. The population of Balochistan is estimated at around 10 million people, with only 25% in urban areas, compared to Pakistan's total population of 180 million of which half are urban dwellers. Balochistan's main ethnic groups are the Baloch and Brohi in the Province's centre, west, east and south, the Pashtun and Hazaras who form the majority in the north, and sizeable minorities of Punjabis and Sindhis.
- 41. The climate of Balochistan is characterised by very hot summers and cold winters, with scanty and highly variable rainfall. In this climate, the use and conservation of both land and water are critical issues. 95% of Balochistan Province is classed as rangeland, with very little forest. Livestock grazing has been the dominant human activity for centuries, with large herds of goats and sheep maintained both by settled communities and by nomadic tribes who migrate seasonally through the region. Livestock-related issues of over-stocking, overgrazing of native vegetation, destruction of habitat and competition with wild goat and sheep species are among the main challenges facing the project. Agriculture is highly uncertain and only around 2% of Balochistan is cultivated. For centuries extensive use has been made of the karez, a system of water management that uses gently sloping tunnels and channels to distribute water from shallow upland aguifers, for domestic use and for irrigation. In the past two decades, coinciding with the availability of electricity to drive deep tube-wells, there has been a marked increase in ground-water irrigation to support production of a variety of deciduous fruits. Excessive extraction and wastage of water has resulted in the ground water-table falling at 1-3 metres per year, and has increased surface salinity of soils and exacerbated desertification processes. The highly unsustainable rate of water extraction from the aquifer has also destroyed the karez system as the ground water table has fallen.
- 42. The mountainous desert ecosystems of Balochistan contain many species and habitats that are of global significance, but which tend to be under-valued. Conservation efforts in the Province have been limited and generally not effective, the government has limited reach and little capacity or resources to undertake conservation activities, and the region has had little attention from conservation NGOs. As a result critical habitats continue to be degraded and many species of global importance have either become extinct or are critically endangered. Widespread problems causing environmental degradation and loss of biodiversity include overgrazing, cutting of fuel wood, indiscriminate hunting of large animals, and trade in a diverse range of wild species.
- 43. In one of the CHAS project's field sites, the Torghar area of the Toba Kakar Range in northeastern Balochistan, the current project was preceded by 15 years of efforts to save populations of the Straight-horned Suleiman Markhor and the Afghan Urial. This work has been driven by local leaders and the formation of two local organisations, the Sustainable Use Specialist Group for Central Asia (SUSG-CA), an offshoot of the SUSG forum within the International Union for Conservation of Nature (IUCN), and the Society for Torghar

Environmental Protection (STEP). Their efforts have been largely successful, through cessation of local hunting and involvement of local hunters as game-guards and guides in the business of trophy hunting; charging outside hunters hefty sums for the privilege of killing strictly-limited numbers of adult male specimens of the two species. The Torghar area now supports the largest population of Straight-horned Markhor (2005 count of 2,540 individuals) and one of the largest populations of Afghan Urial in the world (2005 count of 3,100), compared to 1994 counts of 700 and 1200 respectively.

44. The current project was developed against this background, with the idea of consolidating and building upon on the notable achievements by SUSG-CA, STEP and the local people of Torghar, and extending the dual approach of community participation and sustainable use of wildlife to other pilot areas, which would then serve as demonstrations and encourage similar conservation efforts more widely in Balochistan and Pakistan. The project was designed in the period 2000 to 2002 by SUSG-CA supported by the United Nations Development Programme (UNDP) using the Project Development Facility of the Global Environment Facility (GEF). The PDF proposal included planning for conservation of four distinct habitats: Chagai Desert in north-western Balochistan – habitat of endemic reptiles; Phab Range, Khuzdar – habitat of the Balochistan Black Bear; Toba Kakar Range – habitat of Straight-horned Markhor and Afghan Urial; and the arid sub-tropical thorn ecosystem in southern Balochistan - habitat of various ungulates and cat species. During project formulation the decision was made to work in just two areas: Torghar in the Toba Kakar Range and the Chagai Desert region (Noshki District, 140 kilometres west of the provincial capital Quetta). Attachment I to this report is a map of Balochistan showing the two project areas. The project was approved in early 2004 as a Medium-sized GEF project of 5 years duration, with significant co-funding from STEP itself, UNDP and the Government of Balochistan. UNDP was designated GEF Implementing Agency, the Balochistan Department of Forests and Wildlife as Executing Agency, and SUSG-CA as the project implementing agency. Implementation started in August 2005.

Mid-Term Project Evaluation

- 45. This is the report of the Mid-Term Evaluation of the Conservation of Habitats and Species... Project, based on a field mission by two consultants in June 2008. The report reviews and evaluates the project <u>concept and design</u>; the arrangements made for project <u>management, administration and financing</u>; and <u>progress and achievements</u> over the first three years of project implementation. The report makes <u>recommendations</u> for strengthening the remaining period of project implementation and draws a number of preliminary <u>lessons</u> to guide future conservation efforts.
- 46. The Terms of Reference for the MTE form **Attachment II** to the report. The mid-term project evaluation is a UNDP requirement for all GEF full-size and medium-size projects and is intended to provide an independent and objective assessment of the project and its implementation: to identify potential project design and implementation problems; assess progress towards the achievement of planned objectives, including the generation of global environmental benefits; identify and document lessons learned (including lessons that might improve design and implementations regarding specific actions that might be taken to improve project implementation and the sustainability of impacts, including recommendations about replication and exit strategies.
- 47. The MTE is also expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from regular project monitoring. The mid-term evaluation thus provides an opportunity to assess early signs of ultimate project success or failure and prompt necessary adjustments in project design and management. UNDP also views the mid term evaluation as an important opportunity to provide donors, government and project partners with an independent assessment of the status, relevance and performance of the project with reference to the Project.

- 48. For the CHAS project, the Mid-Term Evaluation involved review and assessment of project design documents and progress reports, administration arrangements, budget financing and expenditure, and activities on the ground. The evaluation team visited the project office in Quetta and one of the two project field sites, in the Torghar area of Qilla Saifullah District, as well as government and UNDP offices in Islamabad. The second project field site, in Noshki District, was not visited by the consultants because of security concerns. Instead, a group of project staff and local stakeholders from Noshki traveled to Quetta and met with the mission there. The overall itinerary achieved and organisations and individuals consulted by the mission are detailed in **Attachments III** and **IV** respectively.
- 49. The evaluation mission was short but provided good opportunities for intensive consultations and observation of field results. At the outset of the mission, the consultants were briefed in Islamabad by UNDP Pakistan, and met in Quetta with the organisation implementing the project, the Sustainable Use Specialist Group for Central Asia, SUSG-CA, and with members of the Project Management Committee. For the major part of the mission, the consultants were accompanied by the senior program officer from the UNDP Pakistan Environment & Energy Unit and by the Project Manager. This provided the mission with valuable opportunities for both consultation and providing feedback on the evaluation. Following the field visit, a presentation was made in Islamabad to members of the Project Steering Committee, to report on the evaluation mission and findings, and outline the draft recommendations from the MTE for the project.

2. Project Concept and Design

Project Concept

- 50. The concept behind the project "Conservation of Habitats and Species of Global Significance in Arid and Semi Arid Ecosystems in Balochistan" is to test and demonstrate a novel approach to conserve the biodiversity of the arid regions of Balochistan, by enabling local people to participate fully with government support in a local conservation initiative; and to gain some direct benefits from exploiting local wildlife populations within ecologically-sustainable limits. The two pilot areas, Noshki² and Torghar, were chosen in part because they are representative of the arid ecosystems of the Sistan Desert and the semi-arid mountain ecosystems of the Hindukush Range, which are shared by Pakistan, Iran and Afghanistan and have similar ecological conditions as other neighboring Central Asian countries. The project is seen as an opportunity to extend the concept of community-based conservation in comparable arid regions and "as an entry point for regional cooperation in the West and Central Asian states in managing shared ecosystems and wildlife resources, and in addressing similar concerns for the conservation of biodiversity." (Project document p.2).
- 51. The MTE considers that both principal aspects of the project concept are of continued high relevance in Balochistan, Pakistan and globally: over the past two decades many countries have espoused community-based, participatory and collaborative approaches to nature conservation but comparatively few have managed to "mainstream", "institutionalize" or establish "an enabling environment" for such approaches. A key task for the project is to facilitate the local governance and management system that will extend and replicate the concept. Fewer countries have satisfactorily blended "sustainable use" into their nature conservation strategies. Faced with escalating threats to biodiversity, the tendency has been towards simpler, short-term protectionism, and much less attention has been given to regulating levels and types of resource use to ensure long-term ecological sustainability. Protected area systems which are promoted and supported generously by international agencies are often still pre-occupied with protection and attempting to displace or fence-out the many threats to biodiversity from human activities. The project provides an important opportunity to make sustainable use the cornerstone of an effective long-term conservation initiative.
- 52. Pakistan is typical of many countries in pursuing separate, parallel approaches for protection and development of natural resources, and having limited success to date in integrating the two. Nature conservation is treated as somehow separate from rural development, forestry, fisheries, agricultural development or livestock management, with separate institutions, programs and regulatory mechanisms.
- 53. The concept of developing successful pilots of community-based and collaborative management of conservation and sustainable use of wildlife resources is of added significance in the case of Balochistan's mountainous desert ecosystems, where the natural environment is harsh, biological diversity is especially high, natural productivity is low, and many local species populations are vulnerable or threatened by human activities. Additional challenges for the project include the complex history of land tenure and access to grazing land and water among competing tribes and nomads; the partial open access regime over resources; the limited reach of government services into the tribal areas; and the low capacity of local and provincial governments in land and wildlife management and conservation.

² Noshki is the selected project area within Chagai District.

Project Design

- 54. The design of the project centres on establishing local conservation areas, referred to as Conservancies³, in which natural resources land, vegetation, water, wildlife will be protected and exploited in ways that are ecologically-sustainable and economically-productive, through a program of collaborative management. The main structure of the project comprises five components, three of which are concerned with establishment and development of the proposed Torghar and Noshki Conservancies:
 - Component 3 "Strengthening capacity of local communities, local NGOs, and government institutions for conservation and sustainable use of biodiversity."
 - Component 4 "Management of conservancies strengthened and management regimes established for conservation and sustainable use of biodiversity."
 - Component 5 "Diversification and improvement of local livelihoods through better agro-pastoral practices and sustainable resource use alternatives."
- 55. Two other components are concerned more generally with supporting, promoting and facilitating the development of the proposed Conservancies or community-based conservation model:

Component 1	"Awareness raising of stakeholders about environmental, economic and
Component 2	"Developing an enabling environment for community based conservation management."

- 56. The MTE considers that it would have helped implementation if the project design had been tighter, with clearer specification of the scope and shape of each project component and how activities should be selectively focused. The project is a five-year Medium-sized GEF project with a total budget of just \$1.2 million and, as noted above, a variety of issues to address. There is a need to limit the level of ambition of the project and the expectations of stakeholders and focus efficiently on priority tasks, but this is not readily apparent from the project document or plan. The impression gained during the MTE is that the project may be over-ambitious, trying to do too much and runs the risk of spreading its efforts too thinly to achieve useful impact in key areas.
- 57. The MTE's general concern about the project design is that it is not sufficiently clear or precise to guide implementation or monitoring. The UNDP Project Document/ GEF Project Brief is lengthy over 90 pages and over 30,000 words and in many parts contains more prescriptive detail than is necessary. On the other hand, the essential logical framework does not provide an adequately clear summary guide for those organising to implement the project. It is generally preferable for the project design to have a clearer strategic framework and less prescription at activity, sub-activity and input level.
- 58. The Project Document/ Brief includes both a Results Framework (RF, pages 5-6) and a Logical Framework (LF, Annex 5). While this seems to have been common practice for UNDP-GEF projects designed in this period, the MTE considers it to be confusing and unhelpful to the project management team. A Logical Framework <u>is</u> a Results Framework, but with additional elements. In this project document, the two framework plans present similar material but use different terminology and are not readily linked. For a project of this size and complexity, the key planning elements are the planned Outputs, but this term is not used in the LF. In the RF on the other hand, and in the Incremental Costs Matrix (ProDoc section 7.1), the term "Outputs" is used inappropriately to describe the major higher level

³ The MTE refers to the two "project areas" or "pilot areas" rather than using the term Conservancies, in order to emphasise the point that to date there has been only limited progress made towards formal designation under the law of a Conservancy and suitable management arrangements.

objectives, which should be labelled "Component Outcomes" as they are in the LF. It would be preferable for a complete project logical framework to have been prepared, drawing together and specifying clearly (a) the upward <u>hierarchy of objectives</u> or "results", i.e. the mid-level Outputs, major Component Outcomes, overall Project "Development" Objective, and broad Goal; and (b) the <u>operational plan</u> at each level – objective, target, indicator, means-of-verification, and risks or assumptions. If a separate "Results Framework" is also considered necessary, it should be a simple sub-set of data drawn directly from the logical framework.

- 59. Many of the log frame objectives and indicator statements are insufficiently SMART to serve as the key summary plan for the manager to implement the project; for each of reference, a copy of the logical framework is in **Attachment VI** to this report:
 - It would be helpful if the overall Project Objective was more strategically focused: instead of the imprecise aim "to promote conservation and sustainable use of globally significant habitats and species in the Torghar and Chagai Conservancies", the objective of this project should be an effective collaborative conservation management system in Baluchistan, with the Indicator being community and local government institutional arrangements in place for the two pilot Conservancies.
 - The Components are open-ended and to some extent ambiguous and overlapping. In particular, there has been a tendency to mix activities between the various Components, in planning, implementation and reporting, so that it is not clear what exactly each Component is for, and it is necessary to look across and between the five Components.
 - For example, Component 1 Awareness raising includes an Output to trial and • demonstrate an alternative to open grazing on rangelands. It is included here presumably because the project seeks to "raise awareness" about the alternative practice among local grazers. However, it would be best implemented as part of Components 4 and 5, concerned with managing natural resources and improving the sustainability of resource uses, and of resource based livelihoods. Similarly, Component 2 is described as developing the "enabling environment", but besides work on policy and legislation, the progress reports for this component refer to undertaking community development works, the rationale being that the project has persuaded other agencies to contribute funding to the "Torghar program" for community development works. There is also considerable overlap between Components 2, 3 and 4, with all including aspects of capacity development. These and other difficulties are caused by the project having been sub-divided rather awkwardly between the five Components, which really need to be re-integrated and managed together to achieve effective implementation.
- 60. The lesson to be learned is that implementation and monitoring of the project have been hindered by not having a complete, carefully thought-through and precise logical framework that is readily understood, owned and used by the project team. The MTE recommendation [1] **Project planning and focus** is that the strategy and operational plan for the second half of the project should be pinned down more tightly than they were at the outset. The MTE provides a good opportunity for such adaptive management of the project. More specific and precise objectives and targets should be defined, and a clear implementation strategy should be formed by the project management team, for each Output as well as the Component Outcomes. In 2007 the project manager and senior staff took part in an adaptive management workshop for UNDP-GEF conservation projects in Pakistan, and identified shortcomings with the logical framework. Following the MTE, the project team should address these shortcomings by pin-pointing the key Outputs that need to be achieved under each Component in the second half of the project, and preparing a straightforward operational plan for each, including a SMART objective, target and indicator for each Output.

3. Project Management, Administration and Implementation

Project formulation; pre-Project Torghar Conservation Program

- 61. As noted above, the current project stems from the ground-breaking efforts of local leaders to protect the Straight-horned Markhor and Afghan Urial in the Torghar Hills, by the strategy of introducing strictly controlled trophy hunting and using the proceeds to employ local hunters as game-guards and fund some community welfare and development activities. The Sustainable Use Specialist Group Central Asia formed a base for the leaders of the initiative in Quetta to guide the program, and established the Society for Torghar Environment Protection (STEP) in 1994 as its local vehicle to manage the Torghar program of trophy hunting, employment of game guards and distribution of welfare. SUSG-CA called on the Fish & Wildlife Service of the United States to conduct periodic surveys of the markhor and urial populations and the state of the Torghar Hills rangelands. Besides the proceeds from trophy hunting, STEP has received small financial grants from the UNDP-GEF Small Grants Program, WWF-Pakistan, Safari Club International and the Houbara Foundation International.
- 62. UNDP Pakistan used the GEF Project Development Facility to support design studies organised by SUSG-CA in 2002 and 2003, and formulate the current project, which was eventually approved in 2004 as the project titled "Conservation of Habitats and Species of Global Significance in Arid and Semi Arid Ecosystems in Balochistan" a 5 year Medium-sized GEF Project with UNDP as the GEF Implementing Agency, the Forest & Wildlife Department of the Government of Balochistan as Executing Agency and SUSG-CA as the project implementing agency.

Project implementation

- 63. A project office and management team was established at the SUSG-CA base in Quetta, and procured vehicles and field equipment to operate in the two project areas. Full project operations started in August 2005 and thus by the time of the Mid-term Evaluation had been running for just under three years.
- 64. The small team responsible for implementation of the project comprises the Project Manager, 5 technical staff (2 Conservation officers, 2 Community activists, and 1 M&E officer), 2 office staff and 6 support staff. Working as part of this team are 30 community-based Wildlife watchers, 20 in Torghar employed alongside the STEP game-guards, and 10 in Noshki, employed by the Noshki community-based body equivalent to STEP, the Chagai Conservation Society (CCS).
- 65. From working with the project team prior to and during the evaluation mission and observing them in action with STEP and CCS staff and in the Torghar community, the MTE concludes that the project has a skilled, dedicated project team and manager who have established good office and field facilities for project operations.
- 66. Given the outstanding tasks to be organised in the remaining project period, and the MTE recommendation [1] Project planning and focus to pin-point more clearly and precisely the key Outputs that need to be achieved, there may be justification for additional human resources staff or consultants with specific skills and expertise to be organised by the project. This question should be considered as part of the project and budget re-planning immediately after the MTE, and action taken accordingly. Recommendation [4] Budget revisions refers.

Project supervision arrangements

- 67. The project team works under the joint direction of the Chair of SUSG-CA and the National Project Director, Secretary of the Balochistan Forest & Wildlife Department (FWD), both of whom are members of both a Quetta-based Project Management Committee (PMC) and the nationally-based Project Steering Committee (PSC). The MTE considers that, given the project's relatively-small size, there is a danger of it being over-governed and –administered and having to spend too much of its effort in reporting and responding to the several layers of committees that have been established under and around the project, including:
 - Government of Pakistan GEF Program Committee
 - Project Steering Committee/ (Tri-Partite Review)
 - SUSG-CA Board/ Committee
 - Project Management Committee
 - District Conservation Committees (2)
 - STEP and CCS Management Boards/ Committees (2)
 - Village Conservation Committees
 - Resource User Groups.
- 68. To avoid this danger, recommendation [2] **Project supervision** is that a clear distinction should be maintained between, on the one hand, the management of the project, and on the other, the development and support of an overall system and programs for natural resource management, conservation and rural development in Balochistan and Pakistan. It is important to maximise the effectiveness of the project as a short, intensive mechanism for bringing about change to the long-term system. The project has distinct relationships with the different committees and it is recommended these should be clarified and re-inforced.
- 69. One body only should be made responsible for direct supervision of the project. For a UNDP project, this committee is formally known as the Tri-Partite Review (TPR), and comprises senior representatives from the major stakeholders governing and financing the project, which in this case includes UNDP Pakistan, Government of Pakistan, Government of Balochistan, and the local NGO STEP, because of its significant financial contribution directly to the project. It is apparent that the Project Steering Committee serves this supervisory function, although the Project document/ Brief is confused in this regard, stating in section 10.2 that the PSC is responsible for project guidance, monitoring progress and performance, and in section 10.3 that the implementing agency SUSG-CA is accountable to the PSC; but in section 10.5 that the PMC is responsible for project supervision and monitoring implementation and impacts. It is recommended that the PSC should be streamlined to form the TPR as the sole supervisory committee for the CHAS project, with its membership limited to form a compact decision-making body, equivalent to an Board of Directors or Governors, and its members' made aware of this specific function.
- 70. The other committees have a different, non-supervisory role in relation to the project. They should not be considered "project committees" but as permanent institutions supporting development and maintenance of conservation and natural resource management programs in the area. These committees operate at different geographic scales and political levels, ranging from the national GEF Program Committee⁴ and Provincial/ regional PMC, to District Conservation Committees, Village Conservation Committees and Resource Use Groups. The project's role is to facilitate the functioning of these committees, not to run them or to be run by them. One important objective of the project (Component 2/ 3) is as a short-term effort to strengthen these committees' functions to form an effective system for resource management and conservation. The project's purpose is to bring about changes to strengthen the system, not to try to <u>be</u> the system.

⁴ The MTE understands that this committee is in the process of being formed, under the auspices of the Federal Ministry of Environment.

71. In this case, some of the committees - the Project Management Committee and the Committees governing SUSG-CA, STEP and CCS – are potential sources of confusion and inefficiency because they have been given overlapping roles. These groups, with the DCCs and VCCs, should form the institutional framework with which the CHAS project interacts. They are distinct from the TPR, and should not be involved directly in supervising the project, nor being directed by the project. It is particularly important for the SUSG-CA, STEP and CCS to be strengthened during the course of the project, so that they will be able to function as the long-term institutions driving the conservation and development agenda in their respective areas. The Project Management Committee should not spend time on the project's administration or supervision, but should be used by the project as an important forum and mechanism for reaching out to engage other agencies and programs in the broader initiative to strengthen biodiversity conservation, natural resource management and sustainable development. The PMC provides the project with a direct channel for engaging and drawing-in the Department of Education for example, and thus can be used to promote and facilitate increased DoE activities in locally-based environmental education and in enhancing school resources in rural areas such as those where the project is undertaking its pilot activities. It is recommended [2] that the PMC members should be encouraged and enabled by the project to develop their outreach and programmatic role in this way, and a name change to "Conservancy Program Coordinating Group" should be considered to re-focus the members onto this different role,

Project duration and extension

- 72. The project was designed as a 5 year initiative to run from 2003 to 2007. It had a long gestation period, extending from initial conception in 1998 to formulation in 2002 and 2003. The Project Document was approved in January 2004 and a first disbursement of funds made from UNDP Pakistan to the implementing NGO, SUSG-CA, in November 2004. Delays occurred in confirming the MoU and the cost sharing mechanism between UNDP, Government of Balochistan and SUSG-CA/ STEP; and in the appointment of a National Project Director by the Government of Balochistan and recruitment of project staff. The only project activity in 2004 was a socio-economic study conducted by an international consultant, which provided baseline data on the project area. The Project Manager joined in August 2005 and project operations were able to start.
- 73. In view of the delayed start and the length of time that will be required to achieve some of the planned results, recommendation **[3]** is to extend the project completion date. Five years from August 2005 shifts the completion date to mid-2010. This will not be sufficient for the project to bring about lasting institutional change, and it is recommended that a further two years should be added to the project timetable, for a new completion date of mid-2012. For this recommendation to be approved and implemented, the project management should revise the forward work plan and budget (recommendation **[1]**) so as to make provision for (a) the next 2 years (mid-2008 to mid-2010) to be concentrated on proving and demonstrating "the Conservancy model" of local community-based and collaborative management of integrated conservation and development; to be followed by (b) two further years (mid-2010 to mid-2012) concentrated on "mainstreaming the Conservancy model" in the two pilot Districts and generally in Balochistan. The latter phase will work mainly on institutional development, strengthening the policy and regulatory framework and the capacities of agencies and stakeholders to organise and support a system of Conservancies.
- 74. One of the consequences of the long design phase, delayed start-up and implementation is to reduce the relevance of the project and inhibit linkages between the project and broader programs being pursued by the government and/ or UNDP or other donor agencies. Programs that were active during the CHAS project's formulation had been completed or had progressed onto other aspects by the time the project was underway. For example, a number of conservation projects in Pakistan are concerned with similar issues of land tenure, community engagement, capacity of local government services, resource-based

livelihoods and connections with rural development. During design, the projects were seen as complementary to one another, but in practice it has proved difficult to synchronize agendas and gain any synergy between them.

Project finances and budgeting

75. The total 5 year project budget is \$1.192 million cash contributions from four sources, allocated to the five major Components, as summarised in **table 1**. Notable features of the budget include the healthy proportion of co-financing, 36%, alongside the 64% of GEF funds; and the significant contribution of \$215,000 cash, 18% of the total budget, from the local NGO, STEP. This is an indication of the strong desire of the local community to ensure that its partnership with the Provincial government, UNDP Pakistan and the GEF is successful in securing a future for the community in the Torghar Hills.

Table 1. Project budget					
Project Component	Budget ('cash' only)			
	Totals	GEF	UNDP	GoB	STEP
1. "Awareness-raising"	122,000	70,000	15,000	0	37,000
2. "Enabling environment"	123,000	85,000	18,000	10,000	10,000
3. "Strengthening capacity"	244,000	199,000	25,000	15,000	5,000
4. "Management of Conservancies"	403,000	298,000	25,000	35,000	45,000
5. "Livelihoods"	250,000	65,000	17,000	50,000	118,000
Monitoring & evaluation	50,000	50,000			
Totals US\$	1,192,000	767,000	100,000	110,000	215,000

- 76. The MTE considers that the method of budget administration that has been adopted by all the financial partners is commendable as good practice (Lesson xxx refers): UNDP Pakistan has argued successfully for all cash budget contributions to pass through a single dedicated project account, so that the funds from all sources are treated as equal. This greatly facilitates efficient budget planning, monitoring and reporting, and straightforward procedures for disbursement of funds to the project office for all project Components.
- 77. The budget is allocated to the five major project Components as indicated in table 1 and illustrated in chart 1 below, with 20-30% made available for each of Components 3, 4 and 5, and 10% available for each of Components 1 and 2. A concern to the MTE is that the project plan and budget are skewed markedly towards activities related to biodiversity conservation and protected area management, under Components 1, 2, 3 and 4, which are allocated 75% of funding. In contrast the activities supporting livelihoods and community development are allocated only 21% of the total budget, whereas in practice they will require higher levels of cash investment if they are to succeed. It is noticeable that only the local NGO has been prepared to allocate its funds in a balanced way between conservation (45%) and development (55%). The MTE considers that the project's efforts to enable the local communities to live in the project areas in a sustainable manner, alongside healthy wildlife populations, are more likely to succeed if sufficient funds are made available for both sides of the equation. While this project is designed with a primary objective to strengthen wildlife protection, it will be successful only if it manages to attract significant other funding into the project areas for the development of community welfare, livelihoods and government services (notably education, health and infrastructure). The MTE considers that it may have been more appropriate to have allocated to Component 5 100% of the funds from STEP, rather than the current 55%, and 70% of UNDP funds rather than the current 17%. It is recommended [4] that for the remainder of the project, a greater proportion of the energies of the project management and partner agencies should be devoted to attracting the essential development services into the project areas; in other words, using the project to create an integrated conservation and development program.



78. <u>Project expenditure</u> is summarised in **table 2** below, with data drawn from financial reports provided by the project office and UNDP country office. This indicates that 58% of the overall budget has been spent to date, in the three years from mid-2005 to mid-2008, suggesting that expenditure is on track, directly proportional to the timetable of project activities.

Project Component	Budget	Expenditure (2005-2008)	Balance	% Spent
1. "Awareness-raising"	122,000	24,832	97,168	20
2. "Enabling environment"	123,000	20,258	102,742	16
3. "Strengthening capacity"	244,000	44,919	199,081	18
4. "Management of Conservancies"	403,000	92,275	310,725	23
5. "Livelihoods"	250,000	37,755	212,245	15
Project management & operations (including M&E)	50,000	471,725	- 421,725	943
Totals US\$	1,192,000	691,764	500,236	58

Table 2. Summary of Project Expenditure, 2005-2008

79. It is noticeable that the project is using a simple inputs budget and expenditure tracking system, and is not being managed with reference to an <u>outputs</u> budget. The finance officers in the project office and UNDP have found it easier to record most expenditure as simply Project management and operations, disregarding the fact that there is no such component of the budget. As illustrated in **chart 2**, this has resulted in the bulk of all expenditure (68% to date) being recorded against "Project management & operations", which does not exist as a separate budget component or output. This is a typical problem with projects managed using an inputs budget. The lesson is that the project cannot be managed properly without preparing an outputs budget plan and monitoring expenditure against that plan: in this case, the project manager (and supervisors) knew the funds that had been made available for each Component 0utcome, for example \$122,000 over 5 years for Awareness raising activities (Component 1), but do not know how much has been spent each year on this Component; the financial records state that less than \$25,000 has been spent after 3 years, but in reality most of the expenditure incurred on awareness-raising activities has been recorded as part of general "Project management & operations".



Chart 2. Disbursement of Funds by Component, 2005 to 2008

- 80. The problem relates to the point made in the section above on Project Design, about the project logical framework plan being incomplete: the LF does not specify clearly the planned Outputs (with an operational Target and Indicator for each) under each Outcome. The details of the plan, including Outputs and Output budgets, are available in the text of Project Document, but have not been pulled together into the logical framework, to serve as the principal summary plan to guide implementation, monitoring, reporting and evaluation throughout the life of the project. Recommendation **[4] Budget revisions** includes drawing up an Outputs budget, as part of the revision of the overall project plan, timetable and budget for the remainder of the project plus an extension period. The Outputs plan and budget should be used to guide implementation and monitor achievement of results as well as expenditure. It is recommended that output budget planning and expenditure recording in this way should also be done retrospectively for the \$472,000 that has been disbursed to date on "Project management & operations". Otherwise, there will be no accurate record of expenditure against each of the planned Outputs or results achieved.
- 81. It is recommended under [4] **Budget revisions** that project management with UNDP finance officers should take the realistic step of formally creating a sixth project component against which to allocate a proportion of the budget as genuine "core costs", such as running the office, other facilities and human resources that contribute in general ways to activities across several or all of the substantive Components of the project. However, this proportion should be kept low, at perhaps 15-20% maximum, as the real purpose of the project is not to run the project but to achieve the substantive results. It is more important to properly plan and budget for each substantive Output.
- 82. A further reason for revising the remainder of the project budget is that the budget was planned originally more than 5 years ago, and no subsequent review or adjustment has been made. Besides the details of the planned activities, the underlying costs of the inputs have changed since the original budget was made. The MTE was advised of the project's difficulty in attracting and retaining good staff, in large part because the contracts and salaries offered are based on out-of-date scales. This difficulty needs to be rectified as part of the budget re-planning, during which the projected costs of budget items need to be recalculated and brought up-to-date.

4. Implementation Progress and Achievements

83. In the three years of full operation, the project manager and staff have successfully organised and implemented a substantial number of activities. **Table 3** is a summary of the project activities reported under each Component for the three years to date. This list is based on the project office's activity report but has been reorganised by the MTE in order to compile a more logical picture of the project's actions: activities have been moved between Components, and a separate note is made of "core" Project Management activities*.

Table 3: Record of Activities*, 2005 to 2008

Project management

- Project office, staff and facilities established; 2 field offices/ camps constructed at Torghar.
- Committees notified and operationalized (PSC, PMC, DCC).
- Two community activists inducted and equipped; 30 community wildlife watchers appointed (10 in Noshki, 20 in Torghar); 9 students from UoB & SBKWU provided internship opportunities.

Component 1. Awareness-raising

- Awareness raised through media (Project documentaries, environmental interviews, project talks on local TV & radio, articles & features in magazines, workshop with journalists); celebrated various Environment Days; staff talks given on the project and conservation.
- Linkages developed with Education Sector and developmental organizations; 8 teachers trained in Environmental Education; 2 students participated in 6th National Conservation Meeting; students' exposure tours and study camps; Nature clubs (4) established and supported in girls and boys schools in both Conservancies; 223 plants were provided to Noshki Nature clubs.
- Two exposure visits for local govt./ FWD officials, community members to NWFP, Sindh, Balochistan.
- Promotional material prepared and disseminated (stickers, calendars, greeting cards); case study of Torghar finalized; fact sheets prepared (3 flora, 5 fauna)
- Office used as local resource centre; books, relevant research publications and literatures procured.
- Participation in international conferences.

Component 2. Enabling environment

- Partnerships established with BRSP, Wetlands project, ACTED, GoB, STEP.
- Forest Act and Forest Policy revised, submitted for approval; provincial, national consultations.
- Land use plans developed for each Conservancy; Common Property Resource Management Plans drafted for Torghar; Noshki in progress.

Component 3. Capacity development for conservation/ Conservancy management

- Capacity needs assessments carried out for 15 community organizations; 9 committees strengthened at Torghar; 6 community organizations established in Noshki.
- Chagai Conservation Society (CCS) strengthened.
- Training planned and implemented for FWD, District Government, local NGOs and community members; 132 trained.

Component 4. Biodiversity and natural resources management

- Socio-ecological baseline studies; vegetation baseline assessment in both conservancies; range management survey and ungulates survey in Torghar; reptile & small mammal survey; ethno-botanical study; anthropogenic studies.
- Surveillance of reptile collecting and other hotspots; reptile trappers apprehended and prosecuted.
- Reptile breeding centre established at Noshki Conservancy and vendors for Reptile sustainable trade formally contacted; feasibility study of breeding farm for Chinkara and Goittred Gazelle in Noshki.
- Plant nursery established at Torghar. 160kg native plant seeds broadcast in Torghar; 15kg in Noshki.

Component 5. Livelihoods and community development

- Training for community members (agriculture, livestock, watershed management, wildlife surveillance); 2 students sponsored for M.Sc and B.Sc Forestry; 3 students trained in dispensing, 2 in livestock; vocational trainings; training of agriculture and veterinary extension officers.
- Demonstration plots for improved varieties of wheat (1000kg seed provided in Torghar); native fruit saplings provided to Torghar farmers (2800 almond, 600 apricot, 500 pistachio, 500 olives). Lamb fattening demos in Torghar and Noshki. 45,000 livestock vaccinated and dewormed (both areas).
- 140,000 rupees disbursed as loans.
- Dialogue with AHAN regarding marketing of local resource products
- Establishment initiated of wireless communication system in Torghar.
- Investment funds mobilized for community development projects (75.5 million rupees); 2.5 million indirect investment in Qilla Saifullah; 0.5 million in Noshki.
- Development works funded in Torghar : 48km roads constructed, 5km repaired; 59 springs, 18 wells, 2 *karez*, 2 dams, 5 water points rehabilitated; 3 dams, 3 storage ponds, 765 check dams and 212,000cuft earthworks (*latbandi*) constructed; 1 pump, 4593ft PVC water pipe installed; 10 hides.
- Development works funded in Noshki: 200ft water channel (with Chagai Water Mngt. Project), 4,593ft flood protection bund constructed, 2 *nawar* (earth reservoirs) excavated; 3,200ft road fill.
- Assistance with flood damage assessment and relief (Noshki District).
- 84. It is difficult to evaluate the progress made by the project, in the absence of a complete logical framework plan and particularly of clear precise Output Objectives and Indicators or Targets. As noted above, project management and evaluation are hampered also by the inconsistent grouping of activities into Components. The Project document/ Brief does include a lengthy series of 26 Outcome Indicators (1.1 to 5.7), which the MTE considers are more useful as Output objective statements. Table 4 lists the 26 Indicators/ Outputs with an assessment by the MTE of the project's achievement for each. The assessment notes 6 Outputs where there has definitely been progress (✓); 12 Outputs where it is not clear whether progress has been satisfactory or effective (?); and 8 Outputs where progress to date seems to have been unsatisfactory (x). The 6 Outputs where there has been progress are all open-ended and imprecise rather than SMART objective or indicator statements.

Assessment by MTE	Outcomes / Indicators or Outputs		
	Component 1: Awareness raising of stakeholders		
\checkmark	1.1 Popular scientific knowledge and awareness materials.		
✓	1.2 Awareness raising campaigns.		
x	 1.3 Land-use demonstration undertaken in Chagai conservancy, results disseminated/replicated. 		
	Component 2: Developing an enabling environment		
?	2.1 Submission of proposal for revision of protected areas law to Council of Ministers to enable community based management.		
x	2.2 Wildlife sanctuary codes exist for both conservancies.		
x	2.3 Secure land tenure and access rights are available to local communities		
	Component 3: Strengthening capacity of local communities, local NGOs, and		
/	3.1. Regional stakeholder consultations and outreach for conservancies		
•	3.2 Local NGOs trained to support community organizations		
v	3.2 Local NGOS trained to support community organizations.		
X	3.3 Management unit established in responsible Govt. department/ ministries		
\checkmark	3.4 Trained and equipped ranger staff operating in the conservancies.		
?	3.5 Functional provincial, district and community conservancy committees.		
?	3.6 Ranger stations and substations established and equipped.		

Table 4: Project Outcome Indicators treated as Output of	bjectives	
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x	3.7 Permanently manned protection posts at main conservancy entry points.
x	3.8 Monthly joint reporting on conservation conditions and trends instituted.
	Component 4: conservation and sustainable use of biodiversity
?	4.1 Network of local community monitors (watch & ward committees)
?	4.2 Formal conservation and monitoring agreements with local communities
?	4.3 Community incentive and reward system for monitoring and detecting wildlife and forest crime in the conservancies.
?	4.4 Draft management plans completed and operationalised
1	4.5 Biodiversity assessments undertaken periodically show increase in number of species and improved condition of habitats
	Component 5: improvement of local livelihoods
x	5.1 Code of practice for conservation and land management promulgated
?	5.2 Practice of alternative and conservation compatible livelihoods
?	5.3 COs, RUGs able to establish small enterprises for sustainable resource use
?	5.4 Assessment of financing options.
x	5.5 Initial capital raised for financial mechanism.
?	5.6 Financial and performance agreement negotiated and signed with concerned players.
?	5.7 Micro-credit schemes active.

85. Based on the record of activities undertaken (**table 3**) and the assessment of progress against Outcome Indicators/ Output objectives (**table 4**), the MTE draws the following conclusions and recommendations for each Outcome.

Component Outcome 1. "Awareness-raising..."

- 86. The project has (i) produced and distributed good quality printed material relevant to biological diversity, environmental impact of human actions, and nature conservation. It has also (ii) helped four local schools to set-up and run Nature Clubs and allowed the project office to be used as a learning resource centre; (iii) provided training and learning opportunities for a number of local school teachers and students, and (iv) organised exposure tours for local officials and community members.
- 87. The common difficulty with awareness-raising as a project activity is that the end-point is not specified. It is not clear when the "awareness" of target audiences has been "raised" sufficiently. The MTE makes the following recommendations **[5]** on this aspect of the project:
 - The project should not aim to raise "environmental awareness" of target audiences in any general sense; it does not have the time or resources to have an impact in this area. The project team should define the priority Outputs to be achieved in the remainder of the project, and plan a small number of awareness-raising/ information/ education actions with precise objectives to contribute to these Outputs.
 - The top priority for this project is to bring the model "Conservancies" into existence as collaborative conservation programs that are supported satisfactorily by both local community and government institutions. Under Outcome 1 therefore, the project should first help local leaders and households to develop a good understanding of the what, why and how of having a Conservancy, and of the costs and benefits to them. This might best be achieved <u>not</u> by awareness-raising, informing or educating, but by enabling all local leaders and households to participate fully in planning, establishing and co-managing a Conservancy – and learn from the experience. Second, the project should promote and explain clearly the what, why and how of having a Conservancy (co-management, sustainable use, integrated conservation and development) to government leaders and officials.

Again this might be best done as a participatory capacity development exercise, and therefore links to Outcome 3.

• Even though there is a major need to improve school facilities, teachers, the curriculum, learning resources, etc., especially in remote rural areas like the Torghar Hills, the project management accepts that it is not realistic for the project itself to try to provide adequate schooling for the project area communities. The MTE considers that project should further strengthen its strategic approach, by providing more assistance to the local communities and the Education Department to first draw up a comprehensive plan for the development of education programs in the project areas, and then to start to progressively implement the plan.

Component Outcome 2. "Developing an enabling environment..."

- 88. Outcome 2's stated aim is "to remove unfound(ed) doubts about the (local, tribal) communities and create a favorable environment through appropriate changes in policies and regulations so that communities are empowered for conservation and sustainable use." (Project document page 26). The MTE considers this to be the least precise component of the CHAS project. Two LF Activities are concerned with "networking and sharing of experiences" about community-based conservation, and "reforming policies and regulations for community empowerment and sustainable resource use." Three Outcome Indicators are listed (refer to **table 4** above): revision of protected areas law; wildlife sanctuary codes; secure land tenure and access rights for local communities.
- 89. The project has established links with other projects and agencies with similar interests, and more significantly has assisted the FWD to draft a short Policy document on the management of the Province's forests, wildlife, rangelands and watersheds, and to completely revise the Balochistan Forest Act. In addition, the project has developed broad "land use plans" covering each project area, and has worked with local community groups to prepare Common Property Resource Management Plans.
- 90. The MTE concludes that activities under this Component have been *ad hoc* rather than systematically thought through, and would benefit from being more clearly and precisely focused. The key Output or result sought by the project is reform of public policies and regulations, so that they favour and support the overall objective of community-based and collaborative approaches to nature conservation and sustainable uses of natural resources, concepts that are summed up neatly in the term "Conservancy". At the start of the project, the Conservancies did not exist formally/ in law; there were no Provincial or District government policies or regulations providing for local community recognition or empowerment, security of land tenure, priority access rights to resources, or community-based conservation. It was illegal to harvest wildlife (apart from the designated species in the official trophy hunting program). Additional challenges facing the project were the lack of community cohesion among the local tribes; the seasonal impact of nomadic people and their livestock; the limited capacities of government offices to organise programs or services in the tribal areas.
- 91. Because of these complexities, it is recommended [1] **Project planning and focus** that the project needs to devise a clear strategy for achieving the planned objectives, especially for defining and testing the most appropriate and effective mechanisms for communal, participatory or democratic decision-making. Specifically, what processes will be followed for planning and management of conservation and sustainable resource use (over forest, rangeland, watersheds, wildlife, and agricultural land)?
- 92. The purpose of the proposed "networking" under project Component 2 is to build a strong alliance of projects, programs and organisations working on community-based and collaborative mechanisms for conserving Pakistan's biodiversity and natural resources. The MTE recommends **[6] A common strategy** more directed action by the project in this area,

to formally establish and then contribute to delivering a coherent multi-agency program dedicated to establishing a country-wide system of Conservancies as the principal model for protected areas and biodiversity conservation in Pakistan. At least four founding partners are immediately available to work in concert with the Habitats and Species Conservation project and make solid contributions to such a common strategy: the national Mountain Areas Conservancy Program; the national Wetlands Program; the Juniper Ecosystem Conservation Project; the Protected Areas Management Project.

- 93. An important lesson for each of these projects and for forming an effective Conservancy program is that it is essential to integrate conservation and development initiatives. The current project has links to other conservation projects and organisations, to village- and District-level conservation committees, and to Provincial and Federal government departments concerned with natural resources management and conservation (MoE, NCCW, DFW). The project has also spent considerable effort but in a more *ad hoc* manner on encouraging GOs, NGOs and private businesses involved in rural development, livelihoods, credit, or community development to work in the Conservancies/ project areas. A useful indicator of the project making progress towards better integration of development and conservation would be for development agencies to be pro-active members of the PMC (and to re-focus the PMC as the "Conservancy Program Coordinating Group" recommendation [**2**]).
- 94. Whether it is developed under Components 2, 3, 4 or 5, it is crucial for the project to work out with the local community groups and the VCCs, DCCs and FWD the key mechanism to be used to plan and decide on measures for conservation, sustainable resource use and ecologically-sound community and economic development in the local project areas/ Conservancies. At present, the project is working on *land use plans, common property resource management plans, Conservancy management plans, habitat rehabilitation plans, species management, harvesting* and *recovery plans**. The Forest Act and Policy call for a *"protected area system"* for the Province and propose *management plans* for all protected areas. The MTE notes that it will be important in order to use the scarce resources efficiently and effectively for the range of government departments, NGOs and community organisations to resolve to work on a common agenda and timetable for nature conservation (land use, forest, water, wildlife) in Balochistan, and to use the same terms and shared resources such as a GIS/ database.
- 95. MTE recommendation [7] Conservancy management plans is for all of the above range of plans*, if they are required, to be developed within the overall framework provided by a local community-based IC&D plan, and not as separate disconnected plans. If the concept of the Conservancy is going to be developed and confirmed as the principal model for a conservation and "protected areas" system in Balochistan, the overall umbrella framework plan should be called the Conservancy Management Plan.
- 96. It is also recommended **[8] Institutional development** that all parties involved in natural resources management and conservation in Balochistan should agree to use similar participatory processes that will enable local communities and their partners to prepare integrated conservation and development (IC&D) plans for their local areas.

Component Outcome 3. "Strengthening capacity..."

97. Under this component, the project has been active in devising and delivering a variety of training exercises for the main agencies with which it works in the Conservancy areas – DFW, DCCs, local NGOs, the Torghar and Noshki VCCs, and the two main organisations leading the local Conservancy operations, the Society for Torghar Environmental Protection and the Chagai Conservation Society. While the number and apparent quality of these exercises are commendable, the MTE considers that this work should become more focused and directed. As with awareness-raising, networking and policy writing, the effectiveness of

capacity building can only be evaluated by assessing whether the desired end is being reached. In this project, Components 4 and 5 are focused on the end results – biodiversity conservation and livelihoods development – while Components 1, 2 and 3 are concerned with <u>means</u> rather than <u>ends</u>.

98. MTE recommendation [8] Institutional development is that over the next two years the project should bring into effective operation the institutions that will manage the Conservancy system in Torghar and Noshki in the long term. By the end of the 5-year project period (mid-2010), the following offices or management units should have been formally set up and their capacities built: (a) the Provincial and District government offices that will support the establishment and operation of Conservancies as the principal mechanism for conservation integrated with rural development in Balochistan; (b) the "Conservancy management authority" as the key local institution formally responsible for overseeing all aspects of each Conservancy area's operations, administration and development, recognising that this is some form of collaborative institutions properly, a range of issues will need to be addressed with the help of the CHAS project: legal status and powers, formal links with representatives of local tribal groups, financing and revenue-raising, inter-agency collaboration, and so on.

Component Outcome 4. "Strengthening of Conservancies..."

- 99. As with the other components of this project, it is not clear from the project plan or the Outcome statement what objective or focus is intended for this Component. The Outcome Indicators refer to developing capacity community monitors, agreements and incentives to detect illegal activities which should be under Outcome 3. They also mention management plans, which are covered under Outcome 2, plus biodiversity surveys. The proposed Activities include a different mixed bag, including assessment, surveillance, planning, zoning, policy development and regulations, as well as habitat restoration.
- 100. Over the past three years the project has organised a variety of biodiversity surveys and studies in the Torghar and Noshki areas, focused on strengthening the scientific basis for the main sustainable use initiatives trophy hunting of markhor and urial in Torghar; reptile ranching and/ or harvesting in Noshki; medicinal plant harvesting; and habitat protection and restoration through improved livestock management. Other significant results under this component have included surveillance patrols by local community rangers/ game guards, contributing to the continued cessation of local hunting in the Torghar area, and the apprehension and prosecution of illegal reptile trappers working in Chagai/ Noshki. The project reports also that it has established a breeding facility for reptiles in Noshki and has also completed feasibility studies for breeding Chinkara and Goittred Gazelle.
- 101. Despite the confused plan, the project has made good progress by focusing appropriately on the substantive aspects of biodiversity conservation and sustainable use. The main recommendation [1] **Project planning and focus** is to strengthen the Component by focusing on a clear set of Outputs. Under Component 5 the Outputs required are for the natural resources management in the two proposed Conservancies, covering protection, rehabilitation, recovery and monitoring of land, water, vegetation, forest and wildlife. The MTE concludes also that there remains a risk that the project will not get far enough in the time available, to establish, test and prove the feasibility and suitability of <u>sustainable</u> wildlife use initiatives in the two project areas.
- 102. These concerns are raised below under Component 5.

Component Outcome 5. "Improvement of rural livelihoods..."

- 103. Outcome 5 specifies the second set of substantive objectives for the project, concerned with livelihoods, but also with the broader aspects of community/ economic/ rural development in the proposed Conservancy areas. Again the project plan and logical framework do not provide a useful guide to implementation, as they refer to a mixed set of Indicators that overlap with other Components (**Table 4** refers). These include a code of practice and a financing mechanism for conservation and land management, more relevant to Outcome 2 and/or 3. Some of the Outcome 5 Indicators are valid, including increased alternative livelihoods and sustainable resource use enterprises, backed up with active micro-credit schemes. The Activities specified under Outcome 5 in the project plan are similarly concerned with supporting the development of sustainable resource-based livelihoods trophy hunting, reptile harvesting and medicinal plants but also include actions to improve the natural vegetation and habitats by addressing livestock overgrazing and poor land use practices, similar to Outcome 4. The MTE concludes that Component Outcomes 4 and 5 would both benefit by being planned and implemented together in an integrated manner.
- 104. Under Outcome 5, the project reports achievement of a substantial range of tangible results of three main types in the two project areas (**Table 3** refers):
 - "Capital works" or infrastructure developments, mostly for water management and roads.
 - Agriculture and pastoral development "projects" native fruit tree nursery and planting; growing improved wheat varieties; fodder cultivation and lamb fattening; livestock husbandry.
 - A revolving loan scheme for small business start-up.

The project organised a range of training activities for community members and for government officers engaged in the above development activities. The project also reports becoming involved opportunistically in damage assessment and relief activities in Noshki District following serious flooding events in 2007.

- 105. The MTE mission had the opportunity to observe the results of the project's efforts on the ground in the Torghar area, and was impressed particularly with both the quantity and quality of the groundwork constructions for water management in the landscape and for domestic and agricultural use. The strategy adopted by the project to achieve these results was also commendable and provides two lessons in good practice: first, the project had used some of its own funds and had leveraged substantial additional District development funds into the area. Second, the funds had been used to sub-contract local community members to undertake the construction works, with supervision and quality assurance by the project, delivered largely in the form of on-the-job training. Thus, besides the renovation and development of a water management system, there were additional benefits in the form of local employment, income generation and skills acquisition; increased cost-effectiveness; and enhanced local ownership and pride in the development works.
- 106. Evaluation of the project's achievements in this area is difficult because of the lack of SMART objectives, targets or indicators in the project document/ brief and logical framework. The MTE notes the commendable range of activities and results that has been achieved, but considers that the lack of clear and precise objectives may have led to the project doing too much itself, in rather an *ad hoc* or piecemeal manner, and to have not focused on developing the system that will sustain future initiatives. For example, the project has supported a considerable amount of construction work for water management and for a plant nursery, which has provided fruit tree saplings to plant in orchards. However, there is no system established for sustaining these efforts, making it doubtful whether such development works are replicable or affordable in other proposed Conservancy areas without another aid project; and whether the Torghar community will be inclined or able to maintain and extend the development works once the current project has ended.

107. The general concern of the MTE is that despite its widespread promotion, there are still aspects of "the Torghar model" that need resolving. The project does not appear to have made much progress towards the principal objective of developing of trophy hunting as a "community-based enterprise integrated with conservation and development" in the Torghar Conservancy area. Understandably, less progress has been made in replicating the model, based on reptile capture or farming, in the second project area. Clearly, the project was given a significant head start in these tasks by the previous work of SUSG-CA and STEP with local hunters in Torghar, but the MTE noted a number of issues that it had expected would have been addressed during the past three years of project activity.

Based on these concerns, recommendation [10] Sustainable wildlife use integrated with rural development is for the project, in the two years following the MTE, to make a more focused and urgent effort to establish an effective livelihoods and community development mechanism, linked to natural resource uses, in the Torghar and Noshki Conservancies. This will mean resolving the following sets of resource-use and business development issues, which are central to the whole program:

- The biological sustainability of harvesting local wildlife populations.
- Practicalities of harvesting, handling and processing techniques; marketing wildlife and wildlife products.
- Legalisation of harvesting, processing and export of wildlife.
- Governance of all aspects of the mechanism; the representativeness, legal status and authority of and inter-relationships between the "community organisations" involved STEP, CCS, Resource User Groups, Village Conservation Committees, and the Supreme Council.
- Clear, transparent "community ownership"; formalisation of procedures for revenueraising from trophy hunting/ wildlife harvesting, and for disbursement of benefits to "the local community"; questions of resource access rights and mechanisms for equitable benefit sharing.
- The Conservancy business model; the economic viability of sustainable use businesses; the feasibility of balancing disbursements with revenue:
 - What are the potential sources of <u>revenue</u> (trophy hunting, government grants, CO enterprises, resource rentals?) and what are the revenue projections from each source (and their variability) for the next 10, 20, 30 years?
 - What are the planned <u>disbursements</u> of the projected revenues? What range of private and public purposes may be financed in and around the Conservancy area? Will the revenue be used for each or all of the following:
 - to provide <u>income</u> to individuals and households; how would this be distributed, equitably?
 - to develop and maintain community <u>infrastructure</u> (roads, water management, power generation, waste disposal)?
 - to pay for <u>conservation</u> and management measures (reforestation, survey and monitoring, etc.);
 - to fund a micro-credit scheme for local enterprises;
 - to administer <u>STEP</u> and pay staff salaries?
- 108. The challenge for the project is to find and demonstrate the practical answers to each of these questions, by showing successful model programs in practice in one or both of the two pilot Conservancy areas. More focus and urgency in this key area are likely to mean that the project does not try to do a number of other activities. It also means that all of the actions it does undertake need to be designed and done deliberately to support and reinforce the main thrust of the project.

5. Project Monitoring and Evaluation

- 109. Section 11 and Annex 10 of the Project Document/ Brief describe the planned arrangements for project monitoring and evaluation. These are based on the prepared project plan with performance indicators, and reporting against that plan in accordance with UNDP, GEF and government requirements. Under these arrangements, the project management is required to submit a quarterly Progress Report to the government and UNDP, and to compile an annual Project Implementation Review for UNDP and the GEF, and an Annual Project Report to the Tri-Partite Review body. Section 11 states also that the project implementing agency, SUSG-CA, is required to report to the Project Management Committee and Project Steering Committee, at project inception and 6-monthly intervals. Two independent evaluations are also scheduled, the current MTE and the other at the close of the project.
- 110. The MTE observes that the reporting schedule is being adhered to, while noting under the section on Project Management, Administration and Implementation Arrangements that project supervisory arrangements have been made unnecessarily complicated. There is also a basic weakness in M&E caused by the poorly developed plan and performance indicators. As the project plan (and log frame) do not have clear and precise (SMART) objectives, indicators and targets for the Outcomes, and even less so for the operationally more-useful Outputs, the monitoring reports record activities but do not enable project managers, supervisors or evaluators to evaluate progress towards planned objectives.
- 111. The project plan (Annex 10) specified compilation of performance indicators and preparation of a baseline situation report for each proposed Conservancy as tasks to be completed within the first 3 months and 6 months respectively of the project start. These tasks appear to have not been completed. One apparent reason is, again, that the project plan is not clear and precise, and this had led the project management to attempt to compile a comprehensive baseline across too broad a range of factors social, economic, environmental, biological, institutional.
- 112. MTE recommendation [1] **Project planning and focus** is that the project team should pinpoint the key Outputs that need to be achieved under each Component in the second half of the project, and should prepare a straightforward operational plan, including a SMART objective, target and indicator, for each Output. These planned Output targets and indicators would then provide the project manager with a more straightforward and precise focus for the baseline and for monitoring, reporting and evaluation of project performance.
- 113. It is recommended (also under [1]) that a simple system of information management should be introduced across the project, consisting of routine recording of the basic data needed to monitor progress towards each Output. The data recording should be a simple part of the working routine of each project staff member, using a standard structure provided by the logical framework to prepare detailed activity plans, trip reports and activity reports. Each quarter, the information system would provide a succinct note of progress towards each Output. These would be compiled straightforwardly into quarterly and annual progress reports, in the required formats (APR, PIR), which would be linked directly back to the project's logical framework plan.

6. Lessons

114. Through the MTE, instances were noted of good and poor practices that had especially helped or hindered the project towards achieving its objectives. These instances are drawn together here as lessons for future comparable efforts.

ADAPTIVE MANAGEMENT, PROJECT DESIGN, INCEPTION AND MTE

- 115. The Conservation of Habitats and Species project provides a lesson for the project formulation process: project implementation and monitoring are likely to be assisted by having a complete, carefully thought-through and precise logical framework that is readily understood, owned and used by the project team.
- 116. It is also important for project managers and supervisors to be able to "adapt" the project progressively to changing circumstances and to developments brought about by the project itself. In the case of the CHAS project, the formulation process took place several years before operations began, and it was important for aspects of the design such as costs and salary scales to be adjusted at intervals during the project's life. The project management team should have the opportunity to revise the main elements of the project plan, at inception and again during the project's life. For this purpose, a cross-project learning exercise was organised in 2007 for the management staff of this and two other UNDP-GEF biodiversity projects working in Balochistan.
- 117. There has been little or no adaptive management of the CHAS project prior to the MTE. Several of the issues raised in the evaluation stem from the project design, which is summarised in a poorly-developed and structured logical framework. The project manager should have been given greater encouragement and assistance to take ownership of the project design and to keep the logical framework and the ancillary work plan, budget, and the monitoring and reporting schedule under review and subject to periodic revision. Given that there had been no proper inception phase, and no earlier adjustments made to the project design, execution arrangements or budget, it would have been valuable also for the MTE, as an opportunity for adaptive management, to have been done earlier (in year 2) rather than later (after 3 years) in the project's 5-year life.

THE PROJECT AS A MECHANISM FOR SUSTAINED CHANGE

- 118. Even though it is only a medium-sized project implemented by a non-government organisation, the CHAS project has an ambitious objective to influence government legislation, policy, programs and services so that they support and contribute over the long-term to the goal of community-based, collaborative management of local area conservation initiatives. One lesson from the project's achievements in this area to date is that government agencies and officials need to give greater recognition to the project as a mechanism for bringing about change, and to realise that they are themselves among the principal targets for change. In order for the objective to be realised, government agencies must work pro-actively with the project to reform themselves, so that they become effective parts of the "enabling environment" for biodiversity conservation.
- 119. There is little indication of this thinking in the relationship between the CHAS project and the government officials involved. A common attitude among government officials is that they are supervising the administration of a project, and that the project is primarily a short-term boost to a government agency's capacity to carry out its work. Many projects are valued principally as sources of supplementary revenue. It is not easy to move beyond this attitude and recognise that in fact the project's purpose is to assist the agency to develop its capacity to work differently. The government agencies themselves have to accept the

need for reforms, to plan and revise policy and practices, and to develop their capacities. They need to develop a partnership relationship with the project, so that they can call on the project to assist them – through training, facilitation or technical advice – in these reform and capacity development tasks.

PROJECTS AS PARTS OF PROGRAMS

- 120. The Conservation of Habitats and Species project is one of several being implemented more-or-less concurrently in Pakistan, with comparable objectives. The lesson is that in such situations there are significant advantages in linking individual projects to form a broader program. Several projects can be implemented together within a common program framework to achieve greater combined impact. It is important for agencies to plan joint strategies and programs and to slot in the individual project as creatively as possible.
- 121. One of the consequences of a long project design phase and delayed start-up is to inhibit the building of linkages between projects and the broader programs being pursued by the government and donor agencies. Programs that were active during the project's formulation may have been completed or have progressed onto other aspects by the time the project is underway. During design, projects are seen as complementary to one another, but in practice it proves difficult to synchronize agendas and gain any synergy between them.
- 122. The project manager and the government officials involved (the latter as both project supervisors and program managers) need to maintain the distinction between the project and the broader program. Whereas the project's purpose is to bring about changes to strengthen the system, not to try to <u>be</u> the system, the main stakeholder agencies involved with the CHAS project through the PSC, PMC and other committees should themselves take on the task of pro-actively and systematically establishing and developing the broader system that is envisaged. In this case there is a need to develop the system to govern and support the creation and management of Conservancies, incorporating natural resource management, conservation and rural development, in Balochistan and Pakistan. The national Ministries, Provincial Departments and UNDP in particular should ensure that their projects and programs work closely and creatively together to develop the required policy and regulatory framework, community institutions, financing mechanisms, government and aid agency programs and services.

FINANCIAL MANAGEMENT PRACTICES

- 123. MANAGING CO-FINANCING: The method of budget administration that has been adopted by all the CHAS project financial partners is commendable as good practice: UNDP Pakistan has argued successfully for all cash budget contributions to pass through a single dedicated project account, so that the funds from all sources are treated as equal. This greatly facilitates efficient budget planning, monitoring and reporting, as well as straightforward procedures for disbursement of funds to the project office for all project Components.
- 124. The strategy adopted by the project to support a series of groundwork constructions for water management in the Torghar area provides a further lesson in good practice: the project used some of its own funds and "leveraged" substantial additional District development funds into the area. The funds were used to sub-contract local community members to undertake the construction works, with supervision and quality assurance by the project, delivered largely in the form of on-the-job training. Thus, besides the renovation and development of a water management system, there were additional benefits in the form of local employment, income generation and skills acquisition, and of local ownership and pride in the development works.
- 125. OUTPUT VERSUS INPUT BUDGETING: The CHAS project illustrates the lesson that a project cannot be managed properly using only an inputs budget; it is important to develop also an

outputs budget plan and to manage and monitor expenditure against that plan. In this case, the project manager (and supervisors) knew the funds that had been made available for each Component Outcome, for example \$122,000 over 5 years for Awareness raising activities (Component 1), but did not know how much had been spent each year on this Component; the financial records state that less than \$25,000 has been spent after 3 years, but in reality most of the expenditure incurred on awareness-raising activities has been recorded as part of general "Project management & operations".

Conservation of Habitats and Species of Global Significance in Arid and Semi Arid Ecosystems in Balochistan

Mid-Term Evaluation Report

Attachments

- I Map of Balochistan Province showing location of the Project Areas
- II Terms of Reference for Evaluation Mission
- III MTE Itinerary Achieved
- IV Organizations and individuals consulted by the MTE mission
- V **GEF Tracking Tool** Biodiversity Focal Area Strategic Priority One
- VI Project Logical Framework (Project Document/ Brief 2003)

ATTACHMENTI

Map of Balochistan Province showing location of the Project Areas in Noshki (Chagai District) and Torghar (Qilla Saifullah District) with inset map of Pakistan



Terms of Reference for Evaluation Mission

CONSERVATION OF HABITAT AND SPECIES OF GLOBAL SIGNIFICANCE IN ARID AND SEMI ARID ECOSYSTEMS IN BALOCHISTAN

1.0 BACKGROUND

1.1 Country Programme Action Plan

In Country Programme Action Plan (CPAP), UNDP amongst other foci also targeted support for the management of the environment and natural resources. UNDP tackles environment at two levels, one at the local level and second to respond to the global environmental challenges. UNDP-Pakistan's environment programme supports upstream policy advice at the federal and provincial levels and also keeping in view the devolved nature of development issues, on-ground activities are carried out through local institutions and communities. The "Conservation of Habitat and Species of Global Significance in Arid and Semi Arid Areas of Balochistan" funded by the Global Environment Facility (GEF), UNDP, Government of Balochistan and Society for Torghar Environment Protection (STEP), is operational since 2005, for which an in-depth evaluation is to be undertaken.

1.2 Global Environment Facility (GEF)

GEF is a mechanism for international cooperation for the purpose of providing new, and additional grant and concessional funding to meet the incremental costs of measures to achieve agreed global environmental benefits. GEF operational programmes must fit within the focal areas of: biological diversity, climate change, international waters and ozone layer depletion.

In carrying out its mission, the GEF adheres to key operational principles based on the four conventions (the Convention on Biological Diversity, Framework Convention on Climate Change, Convention on Desertification, Stockholm Convention on Persistent Organic Pollutants (POPs), the GEF Instrument, and Council decisions. It also establishes operational guidance for international waters and ozone activities, the second being consistent with the Montreal Protocol on substances that deplete the Ozone Layer, and its amendments.

The UNDP GEF Programme in Pakistan is mainstreamed with UNDP's Country Propgramme Action Plan (2004-10). The main UNDP GEF Programme in Pakistan was introduced in the early 90's by way of workshops and seminars outlining the GEF funding mechanism and identifying focal areas. In early 1995, field implementation of the first GEF project in Pakistan began in the area of biodiversity conservation with the initiation of the rural community-based biodiversity conservation project in the northern mountainous areas. The fuel efficiency project in the focal area of climate change was the second to role off. GEF project development activities in Pakistan have gathered considerable momentum since it's launching., with a current portfolio of \$ 25.0 million and a pipeline of \$ 40.00 million.

1.3 Introduction to Monitoring and Evaluation Policy in UNDP/GEF

The mid-term project evaluation is a UNDP requirement for all GEF full size and medium size projects and is intended to provide an objective and independent assessment of project implementation and impact, including lessons learned to guide future conservation efforts.

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives: i) to monitor and evaluate results and impacts; ii) to provide a basis for decision making on necessary amendments and improvements; iii) to promote accountability for resource use; and iv) to document, provide feedback on, and disseminate lessons learned. The mid-term evaluation is intended to identify potential project design and implementation problems, assess progress towards the achievement of planned objectives and outputs, including the generation of global environmental benefits, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP projects including GEF co-financed projects), and to make recommendations regarding specific actions that might be taken to improve project implementation and the sustainability of impacts, including recommendations about replication and exit strategies. The MTE is also expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from regular project monitoring. The mid-term evaluation thus provides a valuable opportunity to assess early signs of ultimate project success or failure and prompt necessary adjustments in project design and management. UNDP also views the mid term evaluation as an important opportunity to provide donors, government and project partners with an independent assessment of the status, relevance and performance of the project with reference to the Project.

1.4 Project Context & Background: PAK/03/G35 – Conservation of Habitat and Species of Global Significance in Arid and Semi Arid

Balochistan Province has an arid climate, but contains many species and habitats of global significance. Conservation efforts have been limited and not very effective in much of the area, the notable exception being private community initiatives such as in *Torghar*, and a few other areas protected with community support. The government has limited reach in the frontier areas of the province, and little capacity or resources to undertake conservation activities. As a result critical habitats continue to be degraded and many species of global importance have either become extinct or are critically endangered. Although conservation of arid ecosystems is essential to maintain an ecological balance and conserve biodiversity, these are generally considered 'waste' lands due to their limited productive potential. Therefore the region has received very little attention of the government as well as non governmental organizations for conservation. Overgrazing, cutting of scanty vegetation by outsiders for sale or for fuel (*Noshki/Chagai* Conservancy only), indiscriminate hunting and trade in wild species are common practices and have caused large-scale environmental degradation and loss of biodiversity.

The PDF-A proposal included planning for conservation of the four habitats and ecosystems: 1. Chagai Desert – habitat of endemic reptiles; 2. Phab Range, Khuzdar- habitat of Balochistan Bear; 3. Toba Kakar Range- habitat for Straight-horned Markhor and Afghan Urial; and 4. Arid sub-tropical thorn ecosystem in southern Balochistan-habitat of various ungulates and cat species. Based on the review of secondary information and consultations with the stakeholders during the inception workshop for the PDF A, two sites were prioritized for inclusion in this Medium Size Project (MSP). These are: Chagai Desert- hereinafter referred to as **Naushki-Chagai Conservancy** and Toba Kakar Range – hereinafter referred to as **Torghar Conservancy**.

The Project is premised on the rationale that community based resource management is the most effective way to conserve threatened and endemic habitats and species in Torghar and Chaghai conservancies rather than keeping communities out. The project proposes test a model of collaborative management by making the local residents the guardians of the wildlife resources and actively promoting their sustainable use. The project will explore ways to strengthen the local community management through the creation of an enabling environment and policy framework, as well as training, awareness raising, empowerment and organization of communities, NGOs and local authorities.

Though the project was signed in January 2004, the actual operations started in August 2005 after the induction of Project Staff. Reporting year was mainly focused on fulfilling the administrative procedures i.e. establishing the project and field offices, induction of staff, identification of hotspots, community organization, and strengthening and institutionalization of the local institutions (Project Steering Committee, Project Management Committee. District Conservation Committees, Community Organizations, Procurement committees, procurement of necessary equipment etc). As project has started addressing the technical aspects, it is hoped that next reporting period will be more outcome oriented than the current one.

The **Development Objective** of this project is the conservation of critically endangered habitats and species of global significance in selected arid and semi-arid ecosystems of Balochistan.

The **Project Objective** is to promote conservation and sustainable use of globally significant habitats and species in the Torghar and Chagai Conservancies.

The Project has five planned outcomes:

- 1. Awareness of stakeholders about environmental, economic and social benefits of conservation enhanced.
- 2. An enabling environment created for community based conservation and sustainable use of biodiversity through learning and development, and promoting policy changes.
- 3. Capacity of communities, local NGOs, and government institutions strengthened for conservation and sustainable use of the biodiversity.
- 4. Conservancies strengthened and management regimes established for conservation and sustainable use of biodiversity.
- 5. The livelihoods of local people improved and pressure on habitats reduced through better agropastoral practices and development of sustainable resource use alternatives.

Other GEF projects relevant to this one include the following. A GEF Small Grants Project is under implementation for conservation of Black Bear in Phab Range. The sub-tropical thorn ecosystem in southern Balochistan is covered under the World Bank/GEF project "Protected Area Management Project". Furthermore, the four sites were spread out geographically and would have resulted in operational difficulties. In view of the above and keeping in view the global biodiversity significance, the

Chagai and Torghar Conservancies were unanimously selected by all the stakeholders for inclusion in the MSP.

2.0 PURPOSE

The purpose of undertaking an in-depth independent evaluation of the Project is to provide all stakeholders with impartially derived first hand information on the status of the Project and it's effectiveness towards achieving the objectives as listed in the Project Document. The findings of the Mission will be useful for understanding the management and technical issues of the Project and the progress achieved to date. Furthermore, all stakeholders will help in re-orientation and re-prioritizing of project activities as needed, and facilitate in addressing specific issues by the project management. The Project Steering Committee (PSC) in its meeting held on _ was apprised about the proposed Mid-term Evaluation.

Given the above background, the evaluation mission through consultation with all key stakeholders¹ will undertake the following:

Critically examine the project objectives and arrangements for its execution and implementation:

- i. assess and report an account of the progress achieved to date towards the production of project outputs, emergent achievements of the project's stated objectives and it's contribution for achieving the corporate objective of UNDP;
- ii. identify and analyze major technical, management and operational issues and impediments encountered in project implementation, if any;
- iii. assess the monitoring and evaluation system in place;
- iv. formulate a set of specific recommendations for actions necessary to ensure resolution of the issues and impediments identified so that the project has a greater prospect of achieving its objectives (these actions should however remain within the framework of GEF guidelines); and
- v. Present the recommendations to the Project Steering Committee to be convened as a concluding event for the mission.

3.0 SCOPE OF WORK

3.1 Methodology

The evaluation will be based on an analysis of various documents and consultations with key stakeholders. The key documents to be reviewed are: Country Cooperation Framework (CCF), Proposed Country Programme Outline (2004-08), GEF operational strategy, project document, Memorandum(s) of Understanding, Project Cooperation Agreement, notes to files, UNDP guidelines for monitoring and evaluation, studies conducted for the Project, progress reports related to the project, Annual Work Pan 2008, budget and financial reports and agreements for sub-contract(s). The mission will also undertake field visits (if the security situation permits) to the two conservancies and interview key beneficiaries, representing the Valley Conservation Committees and District Conservation Committees and government officials of line departments.

3.2 Tasks to be Performed

Having reviewed all the key documents and holding consultations with key personnel, the mission will critically assess the following:

A) Project concept and design

- 1. Assess whether the objectives and outputs of the project were stated explicitly, precisely and in terms that are observable and verifiable.
- 2. Consider whether the objectives are achievable, and whether the relationship between the objectives, outputs, activities, and inputs is clear, logical and commensurate, given the time and resources available.
- 3. Re-examine the project's relevance, i.e. are the project's outcomes consistent with the GEF Biodiversity Focal Area Strategy and country priorities?
- 4. Assess ownership of the project at the national and local levels

B) Implementation

5. Assess the efficiency of project management, its organizational setup, rules and procedures for its functioning, decision-making process, compliance with the decisions adopted for implementation,

including financial management and the delivery of inputs in terms of quality, quantity and timeliness.

- 6. Identify, analyze and record major factors that have facilitated or impeded the progress in achieving the intended outputs and their outcomes (planned and unplanned).
- 7. Assess whether the project would be able to achieve its objectives with the current implementation strategy, management arrangements and pace of work.
- 8. Analyze the level of stakeholder involvement and if appropriate suggest ways and means to effectively involve all the stakeholders, including women, in the implementation of the project.
- 9. Analyze the effectiveness of monitoring and evaluation and the application of adaptive management principles (including effective use of logframe, indicators, UNDP risk management system, the annual Project Implementation Reviews, and other monitoring tools and mechanisms as appropriate)
- 10. Analyze the adequacy of financial planning by the project including the timely delivery and use of cofinancing and recommend how this could be improved if needed.
- 11. Examine the cost-effectiveness of the project
- C) Progress towards achievement of results
- 12. Record progress of the project and the production of outputs against established schedules, indicators and expenditures incurred. Specifically, review the achievements of the project in terms of its contribution towards the UNDP and GEF's corporate goal of environmental sustainability, viz., development and promotion of sound environmental practices; policy level interventions; implementation of innovative financing mechanisms and economic instruments that contribute to environmental protection and education & awareness.
- 13. Assess contribution of the project in capacity building of local institutions in line with the Project Document.
- 14. Determine the anticipated outcome of project contribution at the community level and in the context of national efforts for biodiversity conservation and promoting community based management approach.
- 15. Assess the potential of the project to replicate its approach². Replication can have two aspects, replication proper (lessons and experiences are replicated in different geographic areas) or scaling up (lessons and experiences are replicated within the same geographic area but funded by other sources).
- 16. Consider preliminary indications of the degree to which the project's results are likely to be sustainable³ beyond the project's life time, and provide recommendations for strengthening sustainability.

D) Lessons

- 17. Record the significant lessons that can be drawn from the experience of the project and its results, in particular, anything that worked well and that can be potentially applied to other projects.
 E) Recommendations
- 18. Based on the above findings, formulate a set of specific recommendations for any re-orientation of the project, identify the necessary actions required to be undertaken, who should undertake those and what the deadline should be, in order to remove or minimize the problems identified relating to the implementation of the project. Present these recommendations to the Project Steering Committee for consideration.

4.0 EXPECTED OUTPUTS FROM THE EVALUATION

The main products expected from the evaluation are:

- 1. presentation(s) to key stakeholders;
- 2. an interim draft report;
- 3. a final comprehensive mid-term evaluation report including completed Tracking Tools for GEF Strategic Objectives 1

1. At least one, and possibly two, verbal presentations will be made to all major stakeholders on conduct of the MTE and its preliminary findings. Attendance at the presentations will include representatives of local communities, government, project team, the PSC members, relevant NGOs, other local and national stakeholders as well as representatives from UNDP.

² **Replication approach**, in the context of GEF projects, is defined as lessons and experiences coming out of the project that are replicated or scaled up in the design and implementation of other projects. Examples of replication approaches can include: knowledge transfer; expansion of demonstration projects; capacity building and training of individuals, and institutions to expand the project's achievements in the country or other regions; use of project-trained individuals, institutions or companies to replicate the project's outcomes in other regions.

³ Sustainability measures the extent to which benefits continue, within or outside the project domain, from a particular project or program after GEF assistance/external assistance has come to an end.

2. Reporting: The main final output of the evaluation will be an independent and comprehensive Mid-Term Evaluation report with annexes as needed. However, the main report should not exceed 50 pages. The minimum requirements for the content of the final MTE report are given below:

Executive Summary

- Brief description of project
- Context and purpose of the evaluation
- Main conclusions, recommendations and lessons learned
- Introduction
 - Purpose of 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 seek to address
 - Immediate and development objectives of the project
 - Planned outputs and sub-outputs
 - Main stakeholders
 - Results expected
- Findings and Conclusions
 - Project formulation
 - Implementation approach
 - Country ownership/Driveness
 - Stakeholder participation
 - Replication approach
 - Cost-effectiveness
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector
 - Indicators
 - Management arrangements
 - Implementation
 - Financial planning
 - Monitoring and evaluation
 - Execution and implementation modalities
 - Management by UNDP country office
 - Coordination and operational issues
 - Results
 - Attainment of planned objectives & outcomes
 - Sustainability of impacts (including policy impact and evidence of mainstreaming wetlands conservation approaches into sustainable development strategies and programmes)
 - Contribution to national capacity development

Recommendations

- Corrective actions for the design, implementation, monitoring and evaluation of the project
- Actions to follow up or reinforce initial benefits from the project
- Proposals for future directions underlining main objectives

Lessons learned

- Best and worst practices in addressing issues relating to relevance, performance and success Annexes

TOR

- Itinerary
- List of persons interviewed
- Summary of field visits
- List of documents reviewed
- Questionnaires used and summary of results
- Tracking Tools for SO1 & SO2
- Co-financing and Leveraged Resources (see Table 1 attached)

The basis i.e. evidence for the evaluators main conclusions must be clear and the methodology clearly documented. Recommendations will be based on clearly substantiated findings and stated in operational terms. They will address all issues identified by the evaluation Mission including changes in modalities, processes and ways of working and, in particular the purposes or the evaluation, i.e.:

the future work plan;

Conservation of Habitats and Species Project

- the need and potential for expanding project activities and a set of criteria for selecting the areas for future expansion; and
- additional support to the project, if any.

A comprehensive mission report including assessment of project concept and design, progress achieved to-date vs. planned targets (identification of causes of slow progress, if any, and suggestion of remedial measures), lessons learned, recommendations for its smooth execution/implementation in future.. It needs to be ensured that the principle of stakeholders participation in the evaluation is maintained at all times, while ensuring gender-sensitivity.

5.0 THE MISSION

The mission will comprise of 2 members, one international consultant and one national consultant. The Mission leader will be a development practitioner, having extensive experience in project formulation, execution and evaluation. The work experience of the team members in developing countries, especially in the South-Asian region, will be an added qualification.

6. METHODOLOGY, TIMETABLE & ITINERARY

The evaluation methodology will be determined by the evaluation team, guided by the requirements of GEF and UNDP as articulated in various guidelines, policies and manuals on the conduct of evaluations for GEF projects as well as key project documents such as the approved GEF project brief, the final UNDP project document, the inception workshop report, the project logframe and annual budgets and workplans, the annual Project Implementation Review, Project Steering Committee and TPR minutes as available, earlier PDF-A reports, and other technical reports and documents as relevant. A list of key documents is given in Annex 1. These will be shared with the evaluators by UNDP Pakistan. The evaluation methodology should be clearly documented in the final evaluation report including comprehensive details of the following: Documents reviewed; Interviews conducted; Consultations held with all key stakeholders; Project sites visited; Techniques and approaches used for data gathering, verification and analysis. The mission will assemble in UNDP, Islamabad office where it will be briefed about the tasks to be performed. The duration of the mission is 18 - working days. Draft itinerary of the mission is attached.

7.0 LEGAL CONTEXT

The mission will maintain close liaison with the UNDP Country Director, the concerned agencies of the Government, any members of the project team, as well as field staff and communities. Although the Mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of UNDP, Government of Pakistan or Global Environment Facility.

8.0 DOCUMENTS TO BE CONSULTED

UNDP Country Programme Action Plan UN Development Assistance Framework Common Country Assessment Country Programme Outline (2004-08) Project Document including GEF approved Project Brief Annual Progress Reports **Project Implementation Review Reports** Tracking Tool completed retroactively in 2006 **Budget & Expenditure Reports** Annual Work Plan for 2008 Quarterly Progress Reports for 2008 Project Agreements and MoU(s) Technical Reports GEF M&E Policy 2006 **GEF Policy for Terminal Evaluations** UNDP Evaluation Office Guidelines on Use and Conduct of Evaluations.

MTE Itinerary Achieved

Date	Location	Itinerary
26 June 2008	Islamabad	 Briefing of evaluation team, UNDP Pakistan
27 June 2008	travel to Quetta	 Briefing of evaluation team
28 June 2008	SUSG-CA and project offices Quetta	 Presentations and discussions with the Project manager, SUSG-CA Chair and project team Meeting with National Project Director/ Secretary, Balochistan Forest & Wildlife Department and CCF
		 Presentations and discussions with representatives from the Noshki project area Meeting with PMC members
29 June 2008	travel to Torghar Hills	 Meeting with community members at Khosaire Dam project site Visit to Tanish no wallow project site works
		 Visit to Tallishpa valley, project site works Meeting with Tanishpa community members
30 June 2008	travel to Muslimbagh	 Meeting with Principal and staff of Girls High School and members of school Nature Club
	travel to Quetta	
1 July	travel to Islamabad	 Meeting with SUSG-CA, NPD, NPM
2 July	Islamabad	MTE presentation to Project Steering Committee
3 July		

ATTACHMENT IV

Organizations and individuals consulted by the MTE mission

Organization	Namo	Position
Project team	Sardar Nasoor Taroon	Chair-SUSC-CAsia
and SUSC CA	Mr. Tabir Pachood	National Project Manager
	Mr. Daind Khan	Director Finance & Administration
	Mr. Attaullah Dandrani	Conservation Officer
	Mr. Attaulari Pariorani	
	Ms. Manlaqa Qamar	Assistant Finance & Administation
	Mr. Intesnam-ul-Haq	
	Mr. Yahya Musakhel	Conservation Officer, Torghar
Ministry of Environment	Mr. Ishtiak Ahmad Khan	Additional Secretary
	Mr. Shahzad Jehangir	Acting Inspector-General Forests
	Mr. Naeem Ashraf Raja	Assistant Inspector-General Forests
Balochistan Forest and	Dr. Saleem Shirani	Secretary, FWD and National Project Director
Wildlife Department	Mr. Manzoor Ahmad	Chief Conservator of Forests
	Dr. Muhammad Saleem	PSC Member
Society for Torghar	Sardar Sikandar Khan Jogezai	
Environmental Protection	Nawabzada Aurangzeb Jogezai	Chairman, PMC Member
Balochistan Rural Support	Mr. Nadir Gul	CEO, PMC Member
Program	Mr. Saleem Baig	
	Dr. Azam Kakar	PMC Member
Government of Balochistan	Ms. Raheela Durrani	Minister, PMC Member
	Syed Nadeem Shah	Hon. Consul-General of Japan, PMC Member
IUCN	Syed Ghulam Muhammad	PMC Member
Noshki project area	Mr. Sher Muhammad Badini	President, Noshki Conservancy
representatives	Mr. Karim Dad	Member
	Mr. Mir Alam	Member
	Mr. Mohammad Akbar	Member
	Mr. Wali Mohammad	Chairman
	Mr. Masud Ahmad	Member
	Mr. Jawad Ahmad	Member
	Mr. Muhammad Asif	Member
	Mr. Sahibzada Daud Shah	Member CCS
	Mr. Ahmad Jan Mengal	Vice President, CCS
	Mr. Basheer Ahmad badini	President CCS
	Mr. Takaza Shah Mohammad	Field Watcher SUSG Zangi Nawar
	Mr. Abdul Samad	Field Watcher, SUSG
Tanishna community	Malik Abdul Wabid	Elder of Committee
representatives	Mr. Khushal Khan	Senior Wildlife Watcher
representatives	Mr. Abdul Bazzak	Serior Wildlife Watcher
	Mr. Abdul Gbaffar	
	Mr. Bari Dad	
	Mr. Mohammad Avub	
	Mr. Mohammad Esa	
	Mr. Essa Khan	
	Mr. Abdul Haleem	
	Mr. Abdul Pauf	
	Mr. Ameer Mohammad	
LINDP Pakistan	Mr. Ameer Monahimad Mr. Mikiko Tanaka	Deputy Country Director
	Mr. Abdul Opdir Pofia	Soniar E&E Brogramma Officar
	Mr. Rabia Khattak	M&E Officer
	Ms. Navooda Nazir	Environment & Energy Unit
	Mr. Sharzad Ali Khan	M&F
MTE Mission	Mr. Peter Hunnam	Environment & development consultant
	Mr. I meed Khalid	Conservator Wildlife NCCW/ MoE

GEF Tracking Tool

Biodiversity Focal Area Strategic Priority One: Catalyzing Sustainability of Protected Areas

Section One: Project General Information

<u>1. Project name</u>: Conservation of Habitats and Species of Global Significance in Arid and Semi Arid Ecosystems in Balochistan

2. Country (ies): Pakistan

✓ National Project

3. Name of reviewers completing tracking tool and completion dates:

	Name	Title	Agency
Project Mid-term Evaluation	Peter Hunnam	consultant	-

4. Funding information

GEF support:	US\$ 767,000
Co-Financing:	US\$ 425,000
Total Funding:	US\$ 1,192,000

<u>5. Project duration</u>: Planned 5 years

6. a. GEF Agency: ✓ UNDP

<u>6. b. Lead Project Executing Agency (ies)</u>: Forest and Wildlife Department, Government of Balochistan, Sustainable Use Specialist Group for Central Asia(SUSG-CA)

7. GEF Operational Program:

✓ drylands (OP 1)

8. Project Summary (one paragraph):

The concept is to devise and demonstrate in pilot areas the viability of a biodiversity conservation program that relies on harvesting native wildlife species and other natural resources in ways that are ecologically sustainable, to generate income for both the conservation program and for local livelihoods and community development. The additional aim is for the pilot programs of integrated conservation and development to be owned and managed by the local community, with political and legal backing and technical assistance from District, Balochistan and national government agencies.

9. Project Development Objective:

Conservation of critically endangered habitats and species of global significance in selected arid and semi-arid ecosystems of Balochistan.

10. Project Purpose/ Immediate Objective:

Promote conservation and sustainable use of globally significant habitats and species in the Torghar and Chagai Conservancies.

<u>11. Expected Outcomes:</u>

Component 1	"Awareness raising of stakeholders about environmental, economic and social benefits of conservation."
Component 2	"Developing an enabling environment for community based conservation management."
Component 3	"Strengthening capacity of local communities, local NGOs, and government institutions for conservation and sustainable use of biodiversity."
Component 4	"Management of conservancies strengthened and management regimes established for conservation and sustainable use of biodiversity."
Component 5	"Diversification and improvement of local livelihoods through better agro-pastoral practices and sustainable resource use alternatives."

12. Types of Protected Area Activities Supported:

- Enabling Environment (please check each activity below)
 Policy, legislation, regulation
- ✓ Capacity building

Component 3 (Capacity building...) budget: US\$244,000 (GEF portion:US\$199,000) Capacity building activities are targeting government officers and local community organisation members.

- Education and awareness raising
- ✓ Institutional arrangements
- ✓ Finance and incentives
- Replication and scaling up
- Management practices related to status of biodiversity

12. b. Is carbon sequestration an objective of the project

✓ Yes - indirectly

The estimated amount of carbon sequestered is: not estimated.

13. Project Replication Strategy

13a. Does the project specify budget, activities, and outputs for implementing the replication strategy? x No

13b.

Replication Quantification Measure	Replication	Achievement at Mid-	Achievement at
	Target foreseen	term Evaluation of	Final Evaluation of
	at project start	Project	Project
Not applicable			

14. Scope and Scale of Project:

14.a. The project is working in:

- ✓ multiple protected areas
- ✓ national protected area system
- 14.b. The level of the intervention is:
- ✓ national
- ✓ sub national

14. c. Please complete the table below.

Targets and Timeframe Project Coverage	Foreseen at project start	Achievement at MTE	Achievement at FEV
proposed Torghar Conservancy		1.8 million ha in	
		current target area	
proposed Noshki Conservancy		target area not yet	
		defined	

14. d. Please complete the table below for the protected areas that are the target of the GEF intervention. Use NA for not applicable. Examples are provided below.

Name of PA	new PA?	Area (ha)	Global designation	Local designation	IUCN Category for each Protected Area ⁴					
					I		Ξ	IV	v	VI
 Torghar 	no	1,800,000	none	no formal	na	na	na	✓	✓	✓
Conservancy				designation						
Chagai	no	not yet	none	no formal	na	na	na	✓	~	✓
Conservancy		defined		designation						

⁴

I. Strict Nature Reserve/Wilderness Area: managed mainly for science or wilderness protection

II. National Park: managed mainly for ecosystem protection and recreation

III. Natural Monument: managed mainly for conservation of specific natural features

IV. Habitat/Species Management Area: managed mainly for conservation through management intervention

V. Protected Landscape/Seascape: managed mainly for landscape/seascape protection and recreation

VI. Managed Resource Protected Area: managed mainly for the sustainable use of natural ecosystems

Section Two: World Bank/WWF Site-Level Management Effectiveness Tracking Tool for Protected Areas

Name of protec	ted area	Torghar Conservancy				
Location of pro	tected area	northern Toba Kakar Range, Qilla Saifulla	h District, Balochistan Province, Pakistan.			
Date of establis	hment	Agreed:	Gazetted			
		informal 'agreement' since 1984	not			
Ownership deta	ails (i e	Tribal lands divided between sub-tribes of Jalalzais (a tribe of Pushtoons) -				
owner, tenure r	ights etc)	Khudzais, Mirozais, Shabozais, Shahizais, Hakimzais and Mehmanzais				
,	J	Lands used also by nomads for livestock	grazing and temporary dwelling			
		no formal management or authority;				
Management A	uthority	local NGO manages current program: So	ociety for Torghar Environmental			
		Protection (STEP)/ Sustainable Use Spec	cialist Group for Central Asia (SUSG-CA)			
Size of protecte	d area (ha)	1,800,000 ha	· -			
Number of staff	f	Permanent professional: not known	Temporary			
		Field staff				
Budget		SUSG-CA and STEP budget – not known				
Designations		Conservation Project budget – 05\$1,19	2,000 (5 years)			
Designations	s none					
Reasons for des						
Brief details of V	World Bank	na				
Brief details of \	WWF funded					
project or proje						
		WWF Pakistan Pak Rs. 200,00	0 - no details			
		Houbara Foundation US\$ 10,000 - no details				
Brief details of a	all rolovant	GEF Small Grant US\$ 50,000 - no details				
projects in PA	anneievanit	The project "Concernation of Habitate and Species," is being implemented				
projects		from 2005-2010 in two areas - Torghar, Oilla Saifullah District, and Noshki				
		District. It is funded by GEF, UNDP, STEP, CCS (local NGOs) and Government of				
		Balochistan (GOB) with total budget of US\$1.192 million.				
List the two pri	mary protected	d area objectives				
Objective 1	Devise, test a	Ind demonstrate collaborative managem	ent mechanisms			
Objective 2	Effective inte	gration of biodiversity conservation, sust	tainable wildlife use, and livelihoods			
List the top two	most importa	int threats to the PA (and indicate reason	s why these were chosen)			
_	Habitat degra	adation from livestock grazing and fielwo	ood collection, by local tribespeople and			
Threat 1	nomads					
Threat 2	Threat 2 Over-hunting of wildlife populations					
List top two crit	ical managem	ent activities				
Activity 1	Establish Tro development	phy hunting as community-based enterp t	rise linked to conservation and			
Activity 2	Establish con	nmunity planning and management mec	hanisms			

Reporting Progress at Protected Area Sites: Data Sheet

Date assessment carried out: June 2008

Name of assessor: Peter Hunnam, MTE consultant

Issue	Criteria	Score	Comments	Next steps	
1. Legal status	The protected area is not gazetted		The project's aims include to assist the	Develop formal regime for	
Does the	The government has agreed that the protected area should be gazetted but the process has not yet begun	1~	develop suitable legislation to support	management, based on appropriate	
protected area have legal status?	The protected area is in the process of being gazetted but the process is still incomplete		initiatives. To date the project has helped GoB to	legislation and management planning framework.	
	The protected area has been legally gazetted (or in the case of private reserves is owned by a trust or similar)		develop new forest policy and revise the Balochistan Forest Act.		
2. Protected area regulations	There are no mechanisms for controlling inappropriate land use and activities in the protected area		The local tribal leaders and the NGO, STEP, have introduced controls over hunting and grazing. These are informal but are being complied with. They are being incorporated into	Completion of development and introduction of management plans.	
Are inappropriate land uses and	Mechanisms for controlling inappropriate land use and activities in the protected area exist but there are major problems in implementing them effectively			hunting and grazing. These are informal but are being complied with. They are being incorporated into	
activities (e.g. poaching) controlled?	Mechanisms for controlling inappropriate land use and activities in the protected area exist but there are some problems in effectively implementing them	rolling inappropriate land use and 2√ management plans developed by cted area exist but there are some ly implementing them			
	Mechanisms for controlling inappropriate land use and activities in the protected area exist and are being effectively implemented				
3. Law enforcement	The staff have no effective capacity/resources to enforce protected area legislation and regulations		There is no formal regulation or enforcement.Completion of development implementation of manage plans.Seek ratification of model si management plans under a	Completion of development and implementation of management	
Can staff enforce	There are major deficiencies in staff capacity/resources to enforce protected area legislation and regulations (e.g. lack of skills, no patrol budget)	1√		plans. Seek ratification of model site management plans under appropriate	
rules well enough?	The staff have acceptable capacity/resources to enforce protected area legislation and regulations but some deficiencies remain			legislation.	
	The staff have excellent capacity/resources to enforce protected area legislation and regulations				
4. Protected area No firm objectiv	No firm objectives have been agreed for the protected area		A critical part of the project's work is to	Complete establishment of decision-	
objectives	The protected area has agreed objectives, but is not managed according to these objectives		support community decision-making processes and agreement of	making and planning mechanism. Negotiate and define objectives and	
Have objectives been agreed?	The protected area has agreed objectives, but these are only partially implemented	2√	objectives and local policy and	procedures.	

lssue	Criteria	Score	Comments	Next steps
	The protected area has agreed objectives and is managed to meet these objectives		procedures.	
5. Protected area design	Inadequacies in design mean achieving the protected areas major management objectives of the protected area is impossible The boundaries and activity "zoning" within the area are not yet firm or fixed and are aspects of the management	The boundaries and activity "zoning" within the area are not yet firm or fixed; and are aspects of the management	Completion of development and introduction of management plans.	
Does the protected area	Inadequacies in design mean that achievement of major objectives are constrained to some extent		still to be determined.	
need enlarging, corridors etc to	Design is not significantly constraining achievement of major objectives, but could be improved	2√		
meet its objectives?	Reserve design features are particularly aiding achievement of major objectives of the protected area			
6. Protected area boundary demarcation	The boundary of the protected area is not known by the management authority or local residents/neighbouring land users	0√	Shared access to common lands has to be negotiated between sub-tribes.	Resource access rights of nomads need to be determined
Is the boundary known and	The boundary of the protected area is known by theboundaryn andresidents/neighbouring land users			
demarcated?	The boundary of the protected area is known by both the management authority and local residents but is not appropriately demarcated			
	The boundary of the protected area is known by the management authority and local residents and is appropriately demarcated			
7. Management	There is no management plan for the protected area		See 2, 3, 4, 5 above	Development and implementation of
plan	A management plan is being prepared or has been prepared but is not being implemented	1√		management plan.
Is there a management plan and is it being	An approved management plan exists but it is only being partially implemented because of funding constraints or other problems			
implemented?	An approved management plan exists and is being implemented			
Additional points	The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1√		

lssue	Criteria	Score	Comments	Next steps
	There is an established schedule and process for periodic review and updating of the management plan			
	The results of monitoring, research and evaluation are routinely incorporated into planning	+11	-	
8. Regular work	No regular work plan exists		The SUSG-CA/ UNDP-GEF project	
plan	A regular work plan exists but activities are not monitored against the plan's targets		provides a solid work-planning, budgeting and monitoring framework	
Is there an annual work plan?	A regular work plan exists and actions are monitored against the plan's targets, but many activities are not completed			
Planning/Outputs	A regular work plan exists, actions are monitored against the plan's targets and most or all prescribed activities are completed	3√		
9. Resource inventory	There is little or no information available on the critical habitats, species and cultural values of the protected area		There is sufficient information available to guide planning and management.	The project needs to strengthen its routine monitoring, recording and
Do you have enough	Information on the critical habitats, species and cultural values of the protected area is not sufficient to support planning and decision making		The tendency to seek comprehensive scientific information before deciding or acting needs to be avoided.	information management.
information to manage the area?	Information on the critical habitats, species and cultural values of the protected area is sufficient for key areas of planning/decision making but the necessary survey work is not being maintained			
	Information concerning on the critical habitats, species and cultural values of the protected area is sufficient to support planning and decision making and is being maintained	3√		
10. Research	There is no survey or research work taking place in the protected area		There is a program of assessment and surveys producing information for	see 9. above
Is there a	There is some ad hoc survey and research work		management.	
programme of management-	There is considerable survey and research work but it is not directed towards the needs of protected area management	2√		

Issue	Criteria	Score	Comments	Next steps	
orientated survey and research work?	There is a comprehensive, integrated programme of survey and research work, which is relevant to management needs				
11. Resource management	Requirements for active management of critical ecosystems, species and cultural values have not been assessed		Considerable work has been done in the past few years, but more needs to be done.	Systematically prepare plans for conservation and rehabilitation/ recovery of each critical habitat,	
Is the protected area adequately managed (e.g. for	Requirements for active management of critical ecosystems, species and cultural values are known but are not being addressed	1√		species and site. Progressively implement plans as part of overall Conservancy Management	
fire, invasive species, poaching)?	Requirements for active management of critical ecosystems, species and cultural values are only being partially addressed			Plan.	
	Requirements for active management of critical ecosystems, species and cultural values are being substantially or fully addressed				
12. Staff numbers	There are no staff		The SUSG-CA/ STEP mechanism was	Using the gameguards and project	
Are there enough	Staff numbers are inadequate for critical management activities		based on using trophy hunting income to employ game guards.	staff as a starting point, "staffing" needs require planning and	
people employed to manage the	Staff numbers are below optimum level for critical management activities			within the context of the Conservancy	
protected area?	Staff numbers are adequate for the management needs of the site	3√		Management Flan.	
13. Personnel management	Problems with personnel management constrain the achievement of major management objectives		The suitability of the staff employed by SUSG-CA/ STEP need to be reviewed	"Staffing" needs require planning and organising, including financing,	
Are the staff	Problems with personnel management partially constrain the achievement of major management objectives	1√	within the overall Management Plan.	within the context of the Conservancy Management Plan.	
managed well enough?	ell Personnel management is adequate to the achievement of major management objectives but could be improved				
	Personnel management is excellent and aids the achievement major management objectives				
14. Staff training	Staff are untrained		see 13. above	see 13. above	

lssue	Criteria	Score	Comments	Next steps
Is there enough training for staff?	Staff training and skills are low relative to the needs of the protected area			
	Staff training and skills are adequate, but could be further improved to fully achieve the objectives of management	2√		
Inputs/Process	Staff training and skills are in tune with the management needs of the protected area, and with anticipated future needs			
15. Current budget	There is no budget for the protected area		The long-term business and financing	Refer to MTE Report (Hunnam &
Is the current budget sufficient?	The available budget is inadequate for basic management needs and presents a serious constraint to the capacity to manage		plan for the proposed Conservancy needs to be reviewed and developed. Refer to MTE Report.	Khalid 2008).
	The available budget is acceptable, but could be further improved to fully achieve effective management	2√		
	The available budget is sufficient and meets the full management needs of the protected area			
16. Security of budget	There is no secure budget for the protected area and management is wholly reliant on outside or year by year funding		The long-term business and financing plan for the proposed Conservancy needs to be reviewed and developed.	
Is the budget secure?	There is very little secure budget and the protected area could not function adequately without outside funding		Refer to MTE Report.	
	There is a reasonably secure core budget for the protected area but many innovations and initiatives are reliant on outside funding	2√		
	There is a secure budget for the protected area and its management needs on a multi-year cycle			
17. Management of budget	Budget management is poor and significantly undermines effectiveness		The long-term business and financing plan for the proposed Conservancy	
	Budget management is poor and constrains effectiveness		needs to be reviewed and developed.	
Is the budget	Budget management is adequate but could be improved	$ved \qquad 2\checkmark$		
managed to meet critical management needs?	Budget management is excellent and aids effectiveness			
18. Equipment	There is little or no equipment and facilities		The long-term management	

Issue	Criteria	Score	Comments	Next steps
ls equipment adequately maintained?	There is some equipment and facilities but these are wholly inadequate		operations need to be planned and requirements for facilities and equipment defined.	
	There is equipment and facilities, but still some major gaps that constrain management	2√		
	There is adequate equipment and facilities			
19. Maintenance of equipment	There is little or no maintenance of equipment and facilities		The long-term management operations need to be planned and	
ls equipment	There is some ad hoc maintenance of equipment and facilities	1√	requirements for facilities and equipment defined.	
adequately maintained?	There is maintenance of equipment and facilities, but there are some important gaps in maintenance			
	Equipment and facilities are well maintained			
20. Education and	There is no education and awareness programme		Refer to MTE Report	Refer to MTE Report
awareness programme Is there a planned education programme?	There is a limited and ad hoc education and awareness programme, but no overall planning for this	1√		
	There is a planned education and awareness programme but there are still serious gaps			
	There is a planned and effective education and awareness programme fully linked to the objectives and needs of the protected area			
21. State and commercial neighbours Is there co- operation with adjacent land users?	There is no contact between managers and neighbouring official or corporate land users		Neighbouring lands are also tribal areas.	A key aspect of the project work is to demonstrate effective conservation management mechanisms to neighbouring tribes and encourage wide engagement in the program.
	There is limited contact between managers and neighbouring official or corporate land users	1√		
	There is regular contact between managers and neighbouring official or corporate land users, but only limited co-operation			
	There is regular contact between managers and neighbouring official or corporate land users, and substantial co-operation on management			
22. Indigenous people	Indigenous and traditional peoples have no input into decisions relating to the management of the protected area		The Conservancy is intended to be a "community-centred" regime. However, there are outstanding	

Issue	Criteria	Score	Comments	Next steps
Do indigenous and traditional peoples resident or regularly using the PA have input to management decisions? Process	Indigenous and traditional peoples have some input into discussions relating to management but no direct involvement in the resulting decisions		questions of participation, representation and equity to be addressed.	
	Indigenous and traditional peoples directly contribute to some decisions relating to management	2√	Besides inter-clan conflicts, there are significant numbers of nomadic tribes using the area.	
	Indigenous and traditional peoples directly participate in making decisions relating to management			
23. Local communities	Local communities have no input into decisions relating to the management of the protected area		The Conservancy is intended to be a "community-centred" regime. However, there are outstanding questions of participation, representation and equity to be addressed. Besides inter-clan conflicts, there are significant numbers of nomadic tribes using the area.	
Do local communities resident or near the protected area have input to management decisions?	Local communities have some input into discussions relating to management but no direct involvement in the resulting decisions			
	Local communities directly contribute to some decisions relating to management	2√		
	Local communities directly participate in making decisions relating to management			
Additional points Additional points	There is open communication and trust between local stakeholders and protected area managers	+1√	There is good engagement of local leaders in the project-supported	
	Programmes to enhance local community welfare, while conserving protected area resources, are being implemented		initiative. The "development" programs are not adequate and not adequately integrated with conservation work.	
24. Visitor facilities	There are no visitor facilities and services		The main outsiders using the area are trophy hunters, who are adequately catered for. If security improves, there is potential for other tourists.	A plan should be prepared on
Are visitor facilities (for tourists, pilgrims etc) good enough?	Visitor facilities and services are inappropriate for current levels of visitation or are under construction			potential for tourism and a strategy for development and management – in terms of facilities, income and impacts
	Visitor facilities and services are adequate for current levels of visitation but could be improved	2√		
	Visitor facilities and services are excellent for current levels of visitation			
25. Commercial tourism	There is little or no contact between managers and tourism operators using the protected area	0√	see 24. above	see 24. above

lssue	Criteria	Score	Comments	Next steps
Do commercial tour operators	There is contact between managers and tourism operators but this is largely confined to administrative or regulatory matters			
contribute to protected area management?	There is limited co-operation between managers and tourism operators to enhance visitor experiences and maintain protected area values			
	There is excellent co-operation between managers and tourism operators to enhance visitor experiences, protect values and resolve conflicts	3√		
26. Fees If fees (tourism,	Although fees are theoretically applied, they are not collected		There is significant income to the local community – via STEP – from trophy	see MTE Report
fines) are applied, do they help protected area management?	The fee is collected, but it goes straight to central government and is not returned to the protected area or its environs		hunting. A sound business plan needs to be developed – see MTE Report	
	The fee is collected, but is disbursed to the local authority rather than the protected area			
Outputs	There is a fee for visiting the protected area that helps to support this and/or other protected areas	3√		
27. Condition assessment	Important biodiversity, ecological and cultural values are being severely degraded		Cessation of hunting of markhor and urial has been maintained and local	
Is the protected	Some biodiversity, ecological and cultural values are being severely degraded	1√	populations appear to be increasing strongly.	
area being managed consistent to its objectives?	Some biodiversity, ecological and cultural values are being partially degraded but the most important values have not been significantly impacted		There is still significant degradation of native vegetation and habitats due to over-stocking, over-grazing and fuelwood removal.	
	Biodiversity, ecological and cultural values are predominantly intact			
Additional points Outputs	There are active programmes for restoration of degraded areas within the protected area and/or the protected area buffer zone	+1√	Some actions; more needs to be done, more systematically.	
28. Access assessment	Protection systems (patrols, permits etc) are ineffective in controlling access or use of the reserve in accordance with designated objectives		Access and use controls are relatively informal and dynamic.	Resource access rules will be defined as part of the Management Planning process.

lssue	Criteria	Score	Comments	Next steps
Are the available management	Protection systems are only partially effective in controlling access or use of the reserve in accordance with designated objectives	1√		
mechanisms working to control access or use?	Protection systems are moderately effective in controlling access or use of the reserve in accordance with designated objectives			
	Protection systems are largely or wholly effective in controlling access or use of the reserve in accordance with designated objectives			
29. Economic benefit assessment	The existence of the protected area has reduced the options for economic development of the local communities		There is significant income to the local community – via STEP – from trophy hunting, and there are other resource	
Is the protected area providing economic benefits to local	The existence of the protected area has neither damaged nor benefited the local economy		uses supporting livelihoods. A sound business and financial plan needs to be developed – see MTE Report	
	There is some flow of economic benefits to local communities from the existence of the protected area but this is of minor significance to the regional economy	2√		
communities?	There is a significant or major flow of economic benefits to local communities from activities in and around the protected area (e.g. employment of locals, locally operated commercial tours etc)			
30. Monitoring and evaluation	There is no monitoring and evaluation in the protected area		The poorly-developed project plan hinders systematic M&E	
	There is some ad hoc monitoring and evaluation, but no overall strategy and/or no regular collection of results			
	There is an agreed and implemented monitoring and evaluation system but results are not systematically used for management	2√		
	A good monitoring and evaluation system exists, is well implemented and used in adaptive management			
TOTAL SCORE		57		

ATTACHMENT VI

Project Logical Framework (Project Document/ Brief 2003)

Objectives	Objectively Verifiable Indicators	Means of Verification	Risks & Assumptions
Development Objective: Conservation of critically endangered habitats and species of global significance in selected arid and semi-arid ecosystems of Balochistan	Threats to populations of rare and endangered fauna and flora of the conservancies are reduced. Population levels of endangered species show an increase at the end of the project	Biological assessments Species surveys conducted at start and end of project. Post-project evaluation	The national and provincial political climate for conservation remains stable The GoP continues a high level of commitment to biodiversity conservation
Project Objective: The conservation and sustainable use of globally significant habitats and species in the Torghar and Chagai Conservancies.	The two conservancies continue to support a significant element of Pakistan's terrestrial biodiversity endowment and sustainably manage the resources. Lessons from management experience of the sanctuaries applied where appropriate to other protected areas in Pakistan and other countries as found relevant.	Project monitoring Annual census records Annual monitoring records	Baseline data for indicator and rare/threatened species is attainable Local communities have sufficient incentive to engage in management and sustainable use activities Impact of resource extraction and development in the region remains controllable Exogenous and endogenous population growth in the region remains manageable The government adheres to its commitments to make appropriate policy changes to promote conservation and sustainable use of resources.
Component 1 : Awareness raising of stakeholders about environmental, economic and social benefits of conservation.	Popular scientific knowledge and awareness materials prepared and distributed. Awareness raising campaigns. Land-use demonstration undertaken in Chagai conservancy, results disseminated/replicated.	Extent of areas under improved land-use management	Local media operators will support broadcasting and publications related to the sanctuaries. Local communities have established communication channels by which to disseminate information regarding conservation and management objectives
Component 2: Developing an enabling environment for community based conservation management.	Submission of proposal for revision of protected areas law to Council of Ministers to enable community based management Wildlife sanctuary codes exist for both conservancies. Secure land tenure and access rights are available to local communities	Copy of proposal Copy of code, technical reports Copy of tenure and access rights.	Government at national and provincial level is supportive of legal provision to enable community co-management. Communities have established judicial and/or punishment/reward systems
Component 3: Strengthening capacity of local communities, local NGOs, and government institutions for conservation and sustainable use of biodiversity	Regional stakeholder consultations and outreach for the conservancies completed Local NGOs trained to support community organizations Management unit within the responsible	Consultation reports available. Site visits, technical financial reports. Training certificates, equipment inventories, staff TORs Committee guidelines, minutes of	Village and commune leaders are effectively communicating conservation and management principles and arrangements to their respective communities

	Govt departments/ministries staffed and operational Trained and equipped ranger staff in place and operating in the conservancies Functioning provincial, district and community level committees for conservancy management Ranger stations and substations established and equipped. Permanently manned protection posts established at the main entry points into the conservancies. Monthly joint reporting on conservation conditions and trends instituted	meetings and records of decisions Technical and financial reports (payroll accounts) Site visits, technical reports Site visits, technical reports	Local NGOs are able to effectively support community groups Government field-level officers are willing to collaborate and exchange data
Component 4: Management of conservancies strengthened and management regimes established for conservation and sustainable use of biodiversity	Network of local community monitors (watch & ward committees) established and operational Formal agreements with local communities on wildlife monitoring and conservation established Community incentive and reward system for monitoring and detecting wildlife and forest crime in the conservancies. Draft management plans completed and operationalised Biodiversity assessments undertaken periodically show increase in number of species and improved condition of habitats	Assessment reports available. Copies of agreements Technical reports Results of biodiversity assessments and monitoring Draft management plan available Results of biodiversity assessment, no. of species, technical reports on condition of habitats.	Multi-stakeholder willingness to collaborate in planning and management Technical assistance available to ensure high quality planning inputs Technical assistance available to establish site specifications and infrastructure quality Government supports the legal provision, and financial/technical resources for long- term support of conservancies.
Component 5: Diversification and improvement of local livelihoods through better agro-pastoral practices and sustainable resource use alternatives	Code for conservation and good practice for land management with local communities in the conservancy areas is published and promulgated Practice of alternative and conservation compatible livelihoods COs and RUGs able to establish small enterprises for sustainable resource use Assessment of financing options. Initial capital raised for financial mechanism. Financial and performance agreement negotiated and signed with concerned players Micro-credit schemes active	Copy of code, technical reports Assessment report available. Assessment report, data on sales of medicinal plants, snake venom, etc. Bank statement. Agreement available. Micro-grants awarded	Technical assistance available to perform required analyses, structure design and pre-operations planning Alternative livelihood options identified are marketable and bring sufficient revenues to local communities. Financing mechanisms such as trust fund and micro-credit schemes are easy to establish and necessary support is available from other experienced NGOs and development programmes.

Proposed Project Components and Activities:

Component 1: Awareness raising of the stakeholders on the environmental, economic, and social benefits of conservation

Activity 1.1. Preparation of popular scientific knowledge and awareness materials.

1.1.1. Plans for educational and interpretation materials developed

1.1.2. Educational tools and information boards established in community centers, and at strategic visitor points

1.1.3. Environmental education tools such as posters and mini projects developed for local primary and secondary schools, for members of the community in general and for other stakeholders.

Activity 1.2. Awareness raising campaigns.

1.2.1. Training of community based outreach volunteers and provision of tools.

1.2.2. Public Awareness and Participation Action Plan developed and implemented in the project area.

1.2.3. Community outreach - ensuring education and community liaison officers visit local families and schools in the project area on a regular basis.

1.2.4. Ensure participation from the grassroots level by regularly holding meetings with local people/families in the project area.

Activity 1.3. Sustainable land use demonstration in Chagai Conservancy.

1.3.1. Develop consensus-based grazing/land use plans for the limited-use zones and border areas, including (if appropriate) protection of remnant vegetation areas and incentives for biodiversity management.

1.3.2. Management agreements reached with local agriculturists/herders over access to limited-use zones in the conservancies.

1.3.3. Implement grazing management arrangements and undertake pasture restoration in critical areas.

1.3.4. Demonstrations will be conducted on 1-3 selected sites in the conservancy to show that such a land use would be not only environment friendly but economically more productive. Results will be disseminated to increase buy-in of communities, and replicated in other sites for wider audience and acceptance through the project period

Component 2: Creating an enabling environment for community based management through learning and development and promoting policy change.

Activity 2.1 Networking and sharing of experiences, and advocacy support for community empowerment.

2.1.1. Undertake an assessment of community based management experiences elsewhere in Pakistan and legal framework.

2.1.2. Undertake a site visit to the MACP project in order to discuss their experience in community based conservation

2.1.3. Support the establishment of community councils using successful models developed elsewhere in Pakistan/other similar places. This will include ensuring meetings are transparent and open to local observers.

2.1.4. Regular quarterly meetings of community councils FWD staff and other stakeholders.

2.1.5. Create linkages with community councils for two conservancies.

2.1.6. Link to other similar communities in similar situations and provide support to increase number of community councils operating in such a set-up.

2.1.7. Support at the local/state level for networking and information exchange between and within local governments.

Activity 2.2: Facilitate review and reforms in polices and regulations for community empowerment:

2.2.1. Undertake a comprehensive review of the existing policies and regulations dealing with community empowerment.

2.2.2. Necessary/felt needs for changes in existing policies and regulations discussed in transparent council meetings with involvement of all stakeholders.

2.2.3. Appropriate changes are made in the policies and regulations to effectively empower the communities.

Component 3: Strengthening Capacity of communities, NGOs, and government institutions to support conservation and sustainable use of biodiversity

Activity 3.1. Establishment of CO's and RUGs for Conservation and sustainable use

3.1.1 Raise awareness of the tribal leaders for the need to conserve biodiversity (coordinate with Activity 1.2), and promote dialogue and discussion among them.

3.1.2. Support the establishment of Conservation Organizations (COs) at tribe and sub-tribe levels.

3.1.3 Organize resource user groups (RUGs) build their capacity and support them to act collectively for a common interest

Activity 3.2 Strengthening Capacity of Local NGOs for Conservation and Sustainable use.

3.1.1. Undertake a comprehensive training needs analysis of local NGOs.

3.1.2. Provide technical advice to NGOs on biodiversity/community considerations/participations in ecosystem management.

3.1.3. Train local NGO experts in rudiments of biodiversity conservation and community stewardship techniques.

Activity 3.3 Capacity building of local government and FWD in participatory approaches for biodiversity conservation.

3.2.1. Comprehensive training needs analysis for staff of FWD, local government and relevant stakeholders.

- 3.2.2. Targeted on-the-job training in ecosystem management, biodiversity survey, assessment and monitoring and community outreach are envisaged.
- 3.2.3. Build resource requirements for on-going human and technical capacity-building into sustainable use plan for the conservancies.
- 3.2.4. Review of most efficient and cost-effective means of improving networking and communications for conservancy staff over wildlife monitoring and inspection.
- 3.2.5. Implementation of approach with agreement and cost-sharing from Government of Pakistan.

Activity 3.4 Planning and Management of Common Property Resources

3.4.1 Undertake participatory resource appraisal to assess the resource condition and identify threats to biodiversity

3.4.2 Prepare common property resource management plans (CPRM)

3.4.3. Identify the training and financial requirements for implementation and monitoring of the plans

Component 4. Strengthening of Conservancies and establishment of management regimes for conservation and sustainable use of biodiversity

Activity 4.1 Surveillance to check grazing, fuel-wood cutting and poaching etc.

4.1.1. Review of resource-use policies, incentives, and regulatory framework.

4.1.2. Patrolling protocols and procedures developed and implemented and their results monitored.

4.1.3. Training for appropriate community members in the techniques of patrolling, biodiversity survey and monitoring.

Activity 4.2. Restoration of degraded habitats

4.2.1. Survey the conservancy areas for selection of sites.

4.2.2. Select pilot sites for restoration and rehabilitation in the conservancy's' core area(s).

4.2.3. Implementation of simple restoration and rehabilitation measures, management and regular monitoring of results – especially in relation to wildlife population responses.

4.2.4. Policies developed for management and maintenance of restored areas by the communities.

Activity 4.3 Preparation and implementation of conservation and sustainable use plans

4.3.1. Socio-economic and biodiversity assessment, mapping and zoning proposals to support different types of land-use options in conservancies

4.3.2. Meetings conducted with the stakeholders to arrive at a consensus on the preparation and implementation of sustainable use plans.

Activity 4.4. Biodiversity assessment and monitoring

4.4.1 Enhance and improved maintenance of biodiversity information base to store information gathered under the project.

4.4.2. Evaluate the feasibility of putting framework on-line, with links to other conservancies/PAs, research institutions and universities.

4.4.3. Build monitoring and assessment resource requirements into the conservancy's sustainable use plan.

4.4.4. Strengthen the underlying policy framework.

4.4.5. Review current policy and institutional framework that supports the work of the SPA Management Authority.

4.4.6. Promote any necessary regulatory/institutional changes

Component 5: Diversification and Improvement of rural livelihoods through improved agro-pastoral practices and sustainable resource use alternatives:

Activity 5.1: Improvements in livestock and range management practices:

5.1.1. Survey of wildlife/livestock interactions and competition for grazing land and water resources.

5.1.2. Review current grazing regulatory and incentive regimes in order to refine understanding of underlying causes of management issues.

5.1.3. Work with individual families to review and map traditional livestock grazing patterns.

5.1.4. Regular consultations with herders/local or community custodians, focused on potential conflict resolution mechanisms and issues-based discussions.

5.1.5. Establish monitoring program to assess impacts on forage base and globally significant biodiversity values

Activity 5.2. Development of sustainable agriculture production

5.2.1. Disseminate alternative land-use models and improved agricultural techniques.

5.2.2.Review current agricultural practices in areas in and around the conservancies particularly the small-scale production of vegetables and fruits.

5.2.3. Working with communities develop potential mechanisms for improvement in production and establishment of appropriate down-stream processing

5.2.4. Assess the feasibility of establishing a cooperative organization among the conservancy community to collect and market raw livestock products (wool, meat, milk) thereby increasing income and potentially reducing herd size requirements

Activity 5.3. Value added processing of medicinal plants and other resources

5.3.1. Review impact of harvesting medicinal plants on ecosystem and species and clarify the underlying causes of management issues.

5.3.2. Identify commercially viable plants and those that can be cultivated in a cost effective manner.

5.3.3. Carry out basic feasibility studies and market surveys

5.3.4. Identify and bring on board partners, such as NGOs/institutes with experience in developing sales/marketing of medicinal plants

5.3.5. Develop appropriate business models, household or collective

5.3.6. Demonstrate improved management in pilot sites through better harvesting, processing, storage and marketing techniques.

5.3.7. Develop alternative sources of medicinal plants supplies (for example, home gardens of selected species) to reduce over-harvesting of the wild species.

5.3.8. Carry out a training programme covering all aspects of management and marketing

5.3.9. Develop a sustainable extension programme to be run by the local NGOs for on-going technical and commercial advice

Coordinate with activity 5.5 to make micro-credit available for enterprise development

Coordinate with activity 4.4 to develop regime for controlled and sustainable harvesting of medicinal plants

Activity 5.4. Community managed Trophy hunting, reptile trade and snake venom collection enterprises to support conservation and reduce pressure on habitats

5.4.1. Improve existing trophy hunting programme in Torghar Conservancy through strengthening capacity

5.4.2. Design trust fund and mechanisms for management and redistribution of trophy hunting revenues

5.4.3. Undertake detailed feasibility study and market surveys of reptile trade and venom collection in Chagai Conservancy

5.4.4. Identify and bring on board institutions/NGOs with experience in management/marketing of reptiles and venom

5.4.5. Undertake pilot activities using local NGOs/CBOs as business incubators to provide support to household/collective enterprises

5.4.6. Carry out a training programme covering all aspects of management and marketing

5.4.7. Develop a sustainable extension programme to be run by the local NGOs for on-going technical and commercial advice

Coordinate with activity 5.5 to make micro-credit available for enterprise development

Coordinate with activity 4.4 to develop regime for controlled and sustainable reptile trade and venom collection

Activity 5.5. Improving access to micro-credit

5.5.1. Carry out a detailed design for the micro-credit fund ensuring it will be community-driven and sustainable.

5.5.2 Identify field-level conservation performance indicators to guide investment strategy.

5.5.3. Negotiate and sign agreement(s) with stakeholders on financial mechanism and performance indicators.

5.5.4. Provision of micro-credit start-up funds to encourage entrepreneurial activity based around conservancy area. Raise sufficient funds to initiate funding.

5.5.5. Investments from the private sector supporting local employment through alternative livelihoods and general support to the communities dependent on the conservancy.