KfW Development Bank

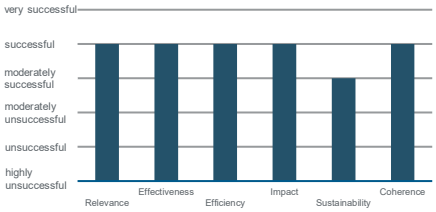
Ex post evaluation
National Park Programme, Namibia

Title	National Park Programme (Bwabwata, Mudumu, Mamili, Khaudum), Phases III and IIIb		
Sector and CRS code	4103000 Biodiversity		
Project number	BMZ no.: 2009 66 770 and 2015 69 219		
Commissioned by	Federal Ministry for Economic Cooperation and Development		
Recipient/Project-executing agency	Ministry of Environment, Forestry and Tourism (MEFT)		
Project volume/ Financing instrument	FC contributions in the amount of €10,031,119.54 as a grant		
Project duration	2012 (III) and 2016 (IIIb) – 2019		
Year of report	2022	**Year of random sample**	2022

Objectives and project outline

The project objective at outcome level was: The four national parks (NPs) of Bwabwata, Mudumu, Mamili and Khaudum are efficiently protected against usage pressure due to improved management, fulfil their corridor function for wildlife migration and lead to stabilised/increased wildlife populations. The residents of the park and the local population benefit economically from the national park complex. At impact level, fair access to and sustainable management of natural resources should lead to an improved environmental situation, stabilisation and improvement of the production base and rural incomes. The project invested in park infrastructure, integrated park management, measures to promote local residents, capacity development at the executing agency and tourism development.

Overall rating:
successful



Key findings

The project is rated as successful overall for the following reasons:

– The project was highly relevant, as the project region had high potential for protecting the unique wildlife in the project region and improving the livelihoods of the local, very poor population. The project systematically identified the prevailing problems and potentials and addressed them holistically along a plausible impact chain.

– The effectiveness and impact of the project are rated as successful as the project managed to improve park management, decrease poaching cases, establish corridors for wildlife migration and thus raise plausible wildlife reserves. The number of tourists during the project term also increased slightly until the onset of the COVID-19 pandemic, and the conservancies involved in the project partially increased their income or benefited from non-monetary services.

– The success of the project was and is at risk from a number of external factors: 1) the poaching crisis of 2013–2017, 2) financial bottlenecks and reduced tourism due to the COVID-19 pandemic from 2021 and 3) displeasure among local residents due to increasing human-wildlife conflicts since the wildlife population increased.

– In spite of the maintenance plans drawn up by the project, the sustainability of the project impacts is at risk due to problems with the maintenance and repair of the financed infrastructure and a lack of a strategy for the sustainable securing of operating funds for park operation. The current follow-up project addresses this in part and in the short term.

Conclusions

– Constant promotion through coherently consecutive project phases promotes success.

– Intensive participation in conservancies is time-consuming, but highly relevant for project success.

– Remote NPs can develop high development potential if holistic approaches address employee satisfaction, prioritisation of NPs in the central government and involvement of local residents and NGOs, among other things.

– Clear strategies for long-term maintenance of investments and coverage of the NPs' operating costs are indispensable in project design.

Ex post evaluation – rating according to OECD-DAC criteria

General conditions and classification of the project

Namibia has **globally outstanding natural landscapes** that provide around EUR 1 billion of ecosystem services and represent a home for various wildlife populations.[1] For example, the country has the largest free-living population of black rhinoceroses in Africa and the largest cheetah population in the world, as well as a unique elephant population. Namibia was the first African country to embed environmental protection in its constitution. For example, the government gave residents of municipal areas the opportunity to manage their natural resources through the establishment of what are known as conservancies. Currently 44% of the country's surface area, including the entire coastline, is protected or controlled, designated for sustainable use in the form of national parks. The livelihood of around 70% of the population depends on the use of natural resources.[2] However, as the use of natural resources becomes more intensive, **the pressure to use and the risk of overuse of individual resources** increases.

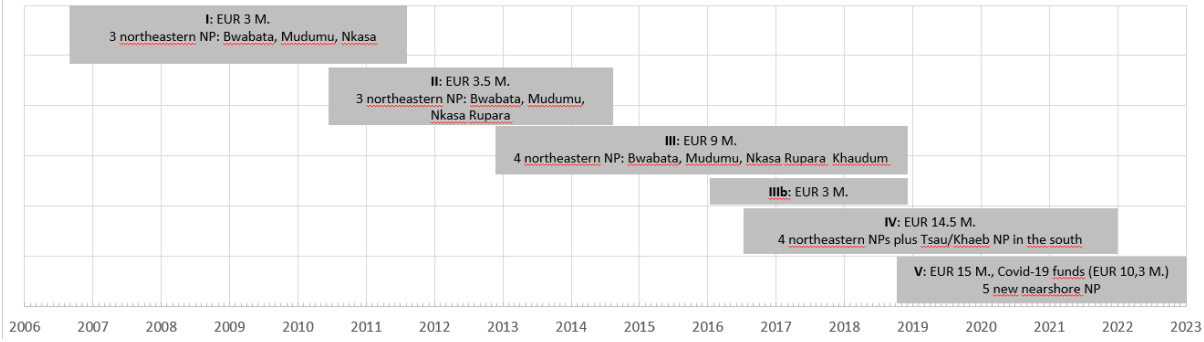
The Namibian National Parks Programme (NamParks for short) was initiated in 2006 by the Namibian Ministry of Environment, Forestry and Tourism (MEFT; before 2020 MET). The programme is co-financed exclusively by the Federal Republic of Germany via Financial Cooperation. Within MEFT, the Directorate for Regional Services and Park Management is responsible for the management of Namibian wild resources, the administration of state conservation areas and cooperation with municipal conservancies as part of Community-Based Natural Resource Management (CBNRM).

Brief description of the project

Financial Cooperation has so far supported five phases of the MEFT's NamParks programme in the development and implementation of integrated park management approaches in the four northern national parks (NP) of Khaudum, Bwabwata, Mudumu and Nkasa Rupara. The executing agency of the project phases was the MEFT on a permanent basis, and the above-mentioned directorate within MEFT was responsible for the implementation of the project under Financial Cooperation.

Figure 1 classifies terms, financial volumes and national park focal points. Phase I of the project laid the essential foundations for sustainable park management. Phase II included the financing of infrastructure and equipment for the NPs, support measures in the project region and the neighbouring areas. Phase II was followed by Phase III, which is evaluated here, and its increase in the form of Phase IIIb (2012–2018). Phase IV subsequently supported further construction measures and integrated park management approaches in the four north-eastern parks and in the Tsau/Khaeb National Park in the south of the country. Phase V supports construction measures and integrated park management approaches in Namibia's five coastal parks.

Figure 1: FC-financed NamPark phases I to V since 2006



Source: Own data

[1] Source: GIZ/MEFT 2019, Namibia's National TEEB (The Economics of Ecosystems and Biodiversity) Study: https://resmob.org/wp-content/uploads/2019/03/Namibia-TEEB-Study-Vol-I-A-national-assessment-of-Namibia%E2%80%99s-Ecosystem-Services-FINAL-WEBSITES-VERSION.pdf

[2] CBD, Country Profile Namibia: https://www.CBD.int/countries/profile/?country=na

Since the evaluated phases overlap in terms of time, geography and content with phases II and IV, it is not possible to completely separate the phases and their impacts as part of the evaluation. The NamParks programme focuses on supporting poorly developed and remote NPs in northeastern and southwestern Namibia. **NamParks III and IIIb supported four NPs in the north-east from February 2012 to July 2018 over 6.5 years: Khaudum, Bwabwata, Mudumu and Nkasa Rupara (formerly Mamili)**.

The **target group** of these project phases was the local population in and around the supported NPs, totalling around 30,000 people. The project aimed to improve and integrate park management in the Kavango/Zambezi region of Namibia and was structured into **five result areas:** (1) creation of adequate park infrastructure, (2) integrated park management, (3) promotion of the local population, (4) development of the Kavango Zambezi Transfrontier Conservation Area (KAZA TFCA) and tourism development and (5) MEFT capacity development. Specifically, the main measures included the construction of park infrastructure with a focus on the Khaudum and Nkasa Rupara parks. These included, in particular, the construction of three parking stations, water points, expansion of the road network, tourism infrastructure and the procurement of field and other machinery. It also carried out training measures for park personnel in priority areas, support for the implementation of park management plans, the establishment and support of co-management forums to better involve the local population in park management, as well as promotional measures for the further development of the KAZA TFCA and for tourism development.

Figure Map of the project region including national parks

Source: MEFT 2021, own revision

Breakdown of total costs

		Project appraisal (planned)	Final review / ex post eval. (actual)
Investment costs (total)	**EUR million**	**11.9**	**11.5**
Counterpart contribution	EUR million	2.6	1.5
Debt financing	EUR million	9.3	10
Of which BMZ funds	EUR million	9.3	10

Rating according to OECD-DAC criteria

Relevance

Policy and priority focus

Lessons learned from global efforts to protect biodiversity show that conservation concepts can only be sustainably anchored if they are implemented in accordance with the interests and with the support of the local population. The project's model of community-based nature and resource conservation based on the "protection through use" principle is therefore exemplary worldwide and corresponds to the objectives of German DC at the time and today (Federal Ministry for Economic Cooperation and Development (BMZ) Vision 2030, BMZ position paper on biodiversity and the Convention on Biological Diversity).

The project was also fully in line with the Namibian government's national priorities, policies and strategies[3] at the time and today. These were aimed at reducing rural poverty and protecting natural resources, i.e. wildlife in particular, through effective park management and managing nature conservation areas as part of a community-based approach.

Focus on needs and capacities of participants and stakeholders

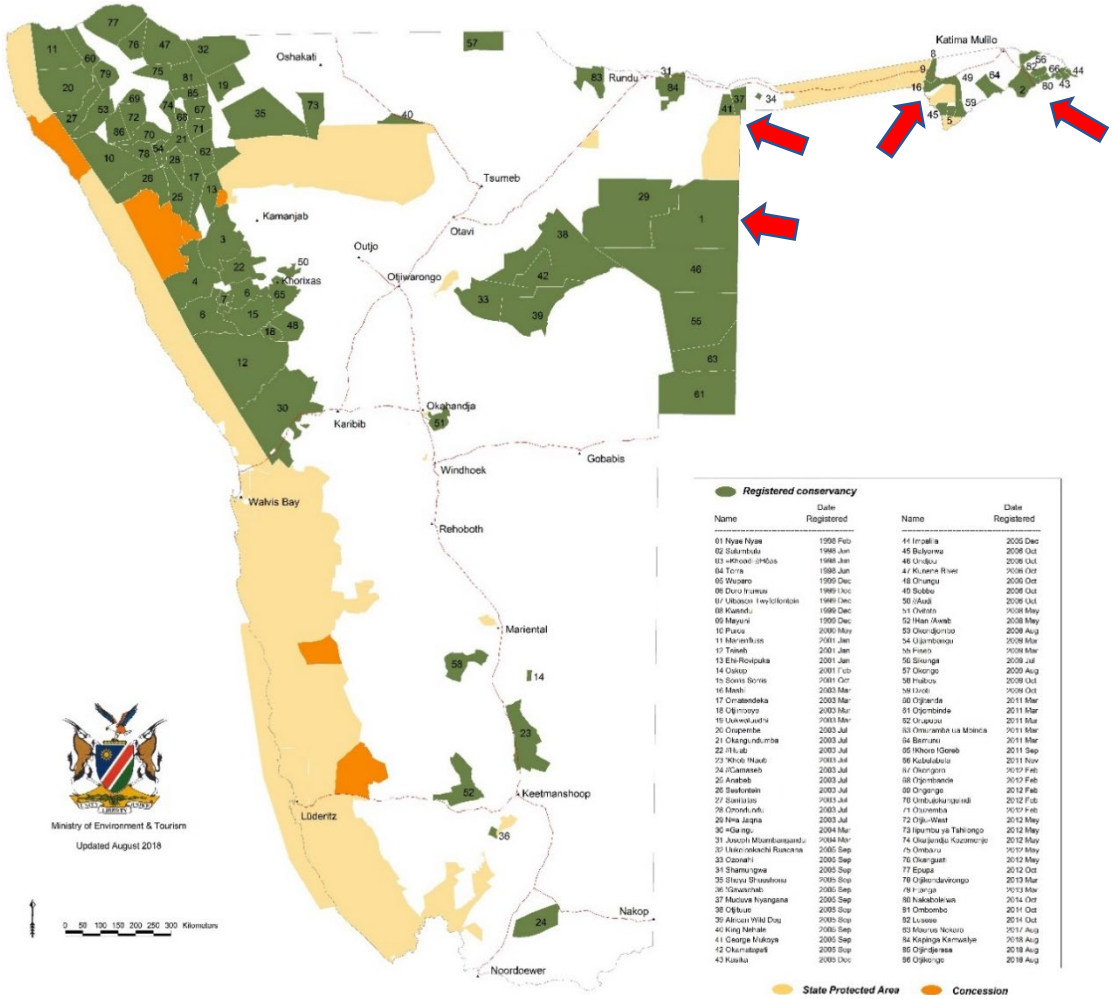
During the project appraisal, it was identified that, in the project region – one of the poorest areas in Namibia – (1) the local residents of the NP are heavily dependent on the sustainable use of natural resources, (2) an improvement in their living situation (especially increasing income and economic growth of the communities) can only be achieved by fair participation in the revenues from the use of these resources and (3) high potential for protecting biodiversity/wildlife prevails.

Following this, the project correctly identified a **high, untapped development potential of tourism**, which, in addition to the modest contributions of agriculture, could make an important contribution to the economic development of the regions. At the time of the PA, the NPs in the north-east of the country in particular were barely open to tourism compared to other NPs in the country (such as Etosha NP). In particular, the awarding of licences for trophy hunting and general NP tourism were correctly recognised and seized by the project as an income driver and potential for the local population. The project appropriately met the needs of the local population for productive sources of income. The conservancies model, through which the local population can participate freely and fairly, is accessible to all people based there according to all respondents surveyed.

Conservancies in Namibia are community-based facilities (communal sanctuaries) that have obtained conditional rights to use wildlife in a self-defined area. They are self-managed, democratic institutions managed by committees elected by their members. To date, 86 conservancies have been designated in Namibia, 16 of which are located in close proximity to the NPs in the north-east of the country. Most are adjacent to state-protected areas or lie in the corridors between them (see Figure 2). They extend the protected area by a further 20% of Namibia's total area, and some 227,941 people live in these areas, relying on them for their livelihood. The rural population benefits from the country's natural resources through conservancies, but the transfer of rights of use to animals is linked to a conservation obligation and the development of a sustainable management plan. The model is therefore the core of the CBNRM approach in the country.

[3]MEFT, 2013a. National Biodiversity Strategies and Action Plan 2013–2022.
MEFT, 2013b. National Policy on Protected Areas' Neighbours and Resident Communities.
MEFT, 2016. National Strategy on Wildlife Protection and Law Enforcement.
Ministry of Environment and Tourism (MEFT): Revised National Policy on Human-Wildlife Conflict Management 2018–2027 Windhoek. 2018

Figure 2: Map of all registered conservancies in Namibia, including identification of the 15 conservancies supported by the project



Source: MEFT 2018, own revision
Note: The 15 conservancies supported by the project are indicated by red arrows

In addition, the project correctly recognised the **great importance of the natural environment unique in Namibia for the conservation of biodiversity and its ecological functions** between the Okavango and Kwando rivers, as well as the Khaudum NP due to its size, remoteness, and unique transitional ecosystem (dry to humid). Securing the function of a wildlife corridor between Botswana and Angola is particularly relevant for the protection of species and the function of the wider landscape conservation area of the KAZA TFCA. The geographical orientation of the project was therefore based on prevailing nature-related needs.

The project's **target groups** were the local population in and around the supported NPs, a total of around 30,000 people, as well as the private sector living from natural resources and tourism (touring companies, lodge and hotel companies), the upstream and downstream services sector (manufacture of handicrafts, local products) and employees in the area of resource management (employees of MEFT, other relevant ministries and non-governmental organisations (NGOs)). The third phase of the project evaluated here benefited from the structures and capacities already established in the previous phases, both in the MEFT and among the various target groups. The project identified and addressed prevailing weaknesses in the park administrations and infrastructure.

Appropriateness of design

Figure 3 shows the project's results logic (theory of change (ToC)) reconstructed as part of the evaluation. This conceptualises the mechanisms through which the above-mentioned result fields aim to both stabilise wildlife populations and increase the incomes of local residents. **The ToC is conceptually plausible and also coherent overall from today's perspective**, as the project adequately addressed the pressure of use, the weaknesses of the park administrations and infrastructure as well as the needs of the local population.

Even by today's standards, the participation of the population in the economic benefits of wildlife conservation remains an appropriate approach to mitigating potential trade-offs between economic development and biodiversity conservation. Specifically, the organisation of the local population in conservancies is intended to secure their participation in park development, enhance their ownership of their natural (wildlife) resources and, in consultation with the income generated from sustainable tourism, lay the foundations for the acceptance of the parks and wildlife population. In Namibian and international conservation, the **conservancies model emerged as participatory and fair throughout the project phases** and became a recognised success story, as it is exemplary in terms of the rights, voice and responsibility of the communities – in spite of the challenges in managing the conservancies.

It should be noted that, from today's perspective, the population's resilience to economic and climate risks would have been a multidimensional, but also an even more indirect, goal than the purely monetary goal of increased rural income. In addition, from today's perspective, the design should have included clearer sustainability strategies, in particular by ensuring the maintenance and servicing of the infrastructure as well as the ongoing financing of NP operations. Measures to deal with human-animal conflicts should also have received greater attention in the design (e.g. through compensation mechanisms). Although the project recognised the conflict risk at an early stage and offered a solution for establishing wildlife corridors, this proved to be insufficient over the course of the project (see below).[4]

Response to changes/adaptability

A challenge arose as a result of the **international poaching crisis** that has been affecting large parts of southern Africa since 2013. In particular, Bwabwata NP and Mudumu NP became national hotspots for elephant poaching; while only four and six poached elephants were recorded for Namibia in 2010 and 2011, the number rose rapidly to 78 in 2012 and increased further to 101 in 2016 (2017: 50, 2018: 27 and 2019: 13). For comparison: the population of African savanna elephants in the KAZA region is the largest remaining population on the African continent with an estimated 220,000 animals.[5] The project was adjusted accordingly. Specifically, it supported the MEFT through measures aimed at promoting capacity such as pro rata financing of field equipment, the development of safety plans, the implementation and financing of specific training measures, and the organisational and logistic support of patrols, some of which were organised together with the conservancies adjacent to the parks. In the future, new concepts will be needed to sustainably combat these exogenous threats to wildlife populations.[6]

Summary of the rating:

Based on the key aspects described – in particular the identification and addressing of income potential from tourism, functioning participatory approaches, appropriate geographical focus and coherent ToC – the relevance of the project is considered successful.

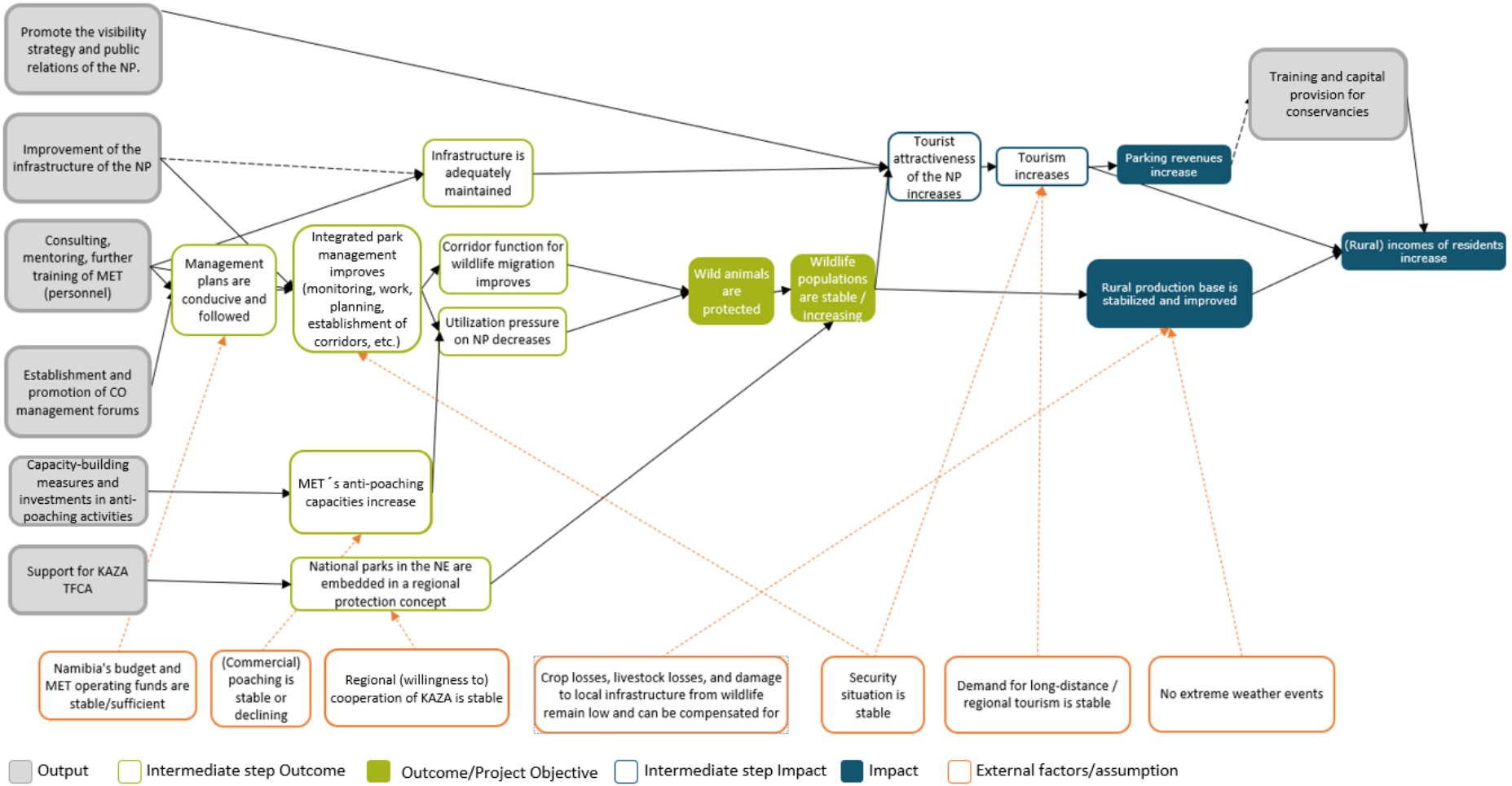
Relevance: 2

[4] Phase IV is now partially addressing these topics, e.g. through a maintenance strategy, an MEFT HWC policy and a self-reliance mechanism

[5] Source: WWF Germany: https://www.wwf.de/themen-projekte/projektregionen/kavango-zambesi-kaza/elefanten-zaehlen-aus-der-luft#:~:text=Die%20Population%20der%20Afrikanischen%20Savannenelefanten,Population%20auf%20dem%20afrikanischen%20Kontinent.

[6] A current FC project for wildlife protection is now addressing this issue.

Figure 3: Results logic (Theory of Change)



Source: Own data

Coherence

Internal coherence

The FC project was an important component of German-Namibian development cooperation in the "Management of Natural Resources" programme. The project's focus was **coherent with the measures in the conservancies supported by Germany's Technical Cooperation (TC) via GIZ**, in particular the "Community-Based Natural Resource Management (CBNRM)" and "Climate Change and Inclusive Use of Natural Resources (CCIU)" projects. However, **better coordination and synergies could have been achieved with other projects under Financial Cooperation running at the same time**, in particular with the "Programme for Communal Land Development" (PCLD) of the Ministry of Land and Resettlement (MLR, now MAWLR). The PCLD also supported land use planning and municipal land development in areas west of the Khaudum NP and affected the buffer zone and the park. For example, interviews with park employees have shown that the cattle pasture has moved eastwards to the park boundary and in some cases beyond, meaning that the park's buffer zone is too small and is not respected. According to the project participants, the lack of coordination was not due to the efforts of the project-executing agency, but to the MLR, which showed little interest in cooperation. FC-supported projects of the Ministry of Mines and Energy (wind energy in parks) and the Ministry of Works and Transport (rural road construction) can also have an impact on the NPs, which was not taken into account or coordinated.

The implementation of the project was in line with international development cooperation norms and standards, including human rights conventions, the Convention on Biological Diversity (CBD) and the Paris Agreement.

External coherence

The FC contribution to the NamParks programme was the most extensive donor support that MEFT has received to date. Other donor-financed projects, including GEF investments in the Bwabwata NP and USAID support for combating poaching and supporting communities, complemented each other in their design and implementation. The **project measures were highly complementary and** supported the MEFT's own efforts in the areas of protected area management, wildlife conservation and income creation for the local communities and parks.

The project had an important relationship with the World Wide Fund For Nature (WWF) and other donor-funded Namibian NGOs in the area of community-based natural resource management (CBNRM). Cooperation and exchanges with these partners are still in place with a view to supporting park-adjacent areas.

Summary of the rating:

In summary, the coherence of the project is rated as just about successful due to positive (especially external) coherence with only minor shortcomings (especially internal FC coherence) in line with expectations.

Coherence: 2

Effectiveness

Achievement of (intended) targets

The outcome-level objective adjusted as part of the evaluation was: The Bwabwata, Mudumu, Nkasa Rupara, Khaudum National Parks in north-east Namibia are efficiently protected against pressure of use by improved management, fulfil their corridor function for wildlife migration and lead to stabilised/increased wildlife populations. The residents of the park and the local population benefit economically from the national park complex (see also ToC in Figure 3).

The achievement of the objective at outcome level along the original indicators and those revised within the scope of the evaluation can be summarised as follows:

Table 1: Achievement of outcome indicators

Indicator	Status during PA	Target value according to PA/EPE	Actual value at final inspection (optional)	Actual value at EPE
(1) Improvement of park management in the north-eastern NPs measured by the NAMEFTT index or comparable Namibian NP performance indicator*	2009: Bwabwata: 58, Nkasa Rupara: 51, Mudumu: 58, Khaudum: 50	2020: Bwabwata: 75, Nkasa Rupara: 85, Mudumu: 85, Khaudum: 85	2019: Bwabwata: 64, Nkasa Rupara: 62, Mudumu: 70, Khaudum: 48	2021: Bwabwata: 70 Nkasa Rupara: 57 Mudumu: 67 Khaudum: 56 Target not achieved (ambition level too high**)
(2) The four north-eastern NPs define management plans in accordance with nature conservation objectives. Management plans are implemented at all times in the four north-eastern parks. Regular meetings with staff participation take place in the four parks (proxy for management quality).	2009: exists in all four parks; No implementation in any park; Meetings in three parks	2020: exists in all four parks; Implementation in all four parks; Meetings in four parks (at least 1x per week)	2018: exists in all four parks; Complete implementation in three parks, partial implementation in Khaudum NP Meetings in four parks (at least 1x per week)	2022: exists in all four parks; Complete implementation in three parks, partial implementation in Khaudum NP Meetings in four parks (at least 1x per week) Target largely achieved
(3) The composition and number of wildlife populations in the four north-eastern parks are adapted to their capacity.	2009: elephants 11,015, giraffes 157, kudu 3,230, roan antelope 797, sable antelope 794	2020: Populations stable or growing	2018[7]: elephants 10,158, giraffes 360 (*), kudu 4,550(*), roan antelope 325, sable antelope 1,930	Available numbers of key species (giraffes, elephants and antelopes, kudu) are mostly stable or increasing. NGO data on lions, leopards and buffalo in the region also confirm this trend. Capacity is difficult to measure, the reported increase in human-wild animal conflicts

[7] The figures for the final review are taken from an aerial wildlife survey carried out in 2019 by the NamParks IV follow-up phase. However, these counts were only carried out in the core areas of three of the four NPs. No count data are available for Khaudum NP. The figures are therefore not complete or would probably be even higher. Data from annual game counts confirm the rising trend for key species (except the roan antelope) and suggest a significant increase in elephant numbers. Elephant numbers in Khaudum NP 2021, game count 2021 Bwabwata NP, game count 2021 Nyae Nyae Conservancy, game count 2021 Zambezi East: MEFT (2021): “An Overview of Elephant Conservation and Management in Namibia”, p. 20–21

				(especially elephants) indicates that the capacity or stabilisation has been reached. Value largely achieved.
(4) Wildlife corridors are set up in the vicinity of the four north-eastern parks and are permanently kept open. Wildlife corridors are increasingly being used.	2009 baseline limited wildlife corridors	2020: Increase in the number and use of wildlife corridors	2018: Wildlife corridors between Botswana, Namibia, Angola and Zambia have been established through targeted neglect or removal of fences; Research results (e.g. WWF 2019[8], independent research department MEFT 2020[9]) prove the migration movements of individual animal species within countries and across borders	Four sources clearly confirm the free movement of wild animals and the increasing use of corridors: 1) documented migration routes of buffalo, elephants, hyenas, lions and wild dogs with collar (WWF 2019, published 2022[10]) 2) interviews with key stakeholders 3) movement data from MEFT (maps show gathering points) 4) independent research findings on remote sensing data to determine how elephants and other large herbivorous mammals affect the vegetation and its structure in the Zambezi region in Namibia in the period 2002–2021[11] Value achieved
(5) visitors to the four north-eastern parks are increasing[12]	2015 Bwabwata: 36,178 Mudumu: 2,758 Nkasa Rupara: 2,664 Khaudum: 1,623			2019 Bwabwata: 46,318 Mudumu: 3,824 Nkasa Rupara: 5,497 Khaudum: 2,865

[8] WWF (2019): "Wildlife movement derived from collar data 2010 – 2019"
[9] MEFT (2021), "An Overview of Elephant Conservation and Management in Namibia", pp. 60–65: http://the-eis.com/elibrary/sites/default/files/downloads/literature/An%20overview%20of%20elephant%20conservation%20and%20management%20in%20Namibia.pdf
[10] WWF (2022) Zambezi and Kavango East Rapid Systemic Conservation Plan: http://the-eis.com/elibrary/sites/default/files/downloads/literature/A%20rapid%20systematic%20conservation%20plan%20for%20the%20Zambezi%20and%20Kavango%20East%20Regions%20of%20Namibia.pdf
[11] Gbagir, A.-M.G.; Sikopo, C.S.; Matengu, K.K.; Colpaert, A. "Assessing the Impact of Wildlife on Vegetation Cover Change, Northeast Namibia, Based on MODIS Satellite Imagery (2002–2021)". Sensors, 2022
[12] These data were collected by MEFT in the NamParks IV follow-up phase.

				The values for 2021 are massively below the target values (Fig. 4), but this is due to the COVID-19 pandemic. Value achieved
(6) a mainstreaming plan that integrates HIV and gender issues into the operational plan of the project is established in the four NPs. Concrete measures to implement the mainstreaming plan have been developed. Measures will be implemented in full and within MEFT's anticipated time frame.	2009 baseline: plan does not exist; No development of measures; Not implemented	2020: Plan exists; Measures have been developed; Measures implemented on time and in full	2019: Plan exists; Measures have been developed; Measures implemented on time and in full	2022: Plan exists; Measures have been developed; Measures implemented on time and in full Value achieved

* Originally NAMEFTT values were used in the baseline but were then replaced by MEFTT values. The difference between NAMEFTT and MEFTT is very small, mainly due to the designation.
** From an expert perspective, the target level for Nkasa Rupara, Mudumu and Khaudum was set too high and was not achievable from the outset given the 2009 baseline.

A number of outputs of the above-mentioned outcome objectives were to be achieved through project investments; in some cases, these outputs are already included in the formulation of the outcome objective (e.g. creation of management and mainstreaming plans or establishment of wildlife corridors, see also ToC in Figure 3). Output and outcome target achievement is summarised below.

The MEFTT values (indicator 1) for approximating the quality of park management have improved in all four NPS since the project was designed but have failed to meet the original project objective and have deteriorated again in some cases between the final review and evaluation. However, based on interviews with experts and in an international comparison, the target values were overambitious and therefore not achievable from the outset. The achievement of indicator 1 is therefore rated as positive despite the limited target achievement. Four of the project's outputs aimed to improve park management as described above (see ToC).

- Firstly, the main focus of the **infrastructure expansion** was on Khaudum and Nkasa Rupara NPs, which were not yet taken into account in the previous project. A total of three new park stations were built there: Khaudum Main Station and Sikeretti at Khaudum NP and Shizinse at Nkasa Rupara NP. This corresponds in quantity and extent to the infrastructure expansion originally planned by the project. The stations are used, among other things, for staff accommodation, the maintenance of machinery, the performance of park management tasks and tourism management. Climate-adapted construction methods were used in the building (thermal insulation, natural heat regulation) and environmentally friendly technologies were used (e.g. photovoltaic systems with battery storage systems for power generation and solar thermal energy for water heating). The park buildings financed in the project were all visited and were all still in largely good condition at the time of the evaluation, i.e. four years after completion of the construction, and were in use.

  The park stations were designed according to the personnel plans approved at the time of design. Since completion of the park stations, however, the MEFT has not been able to hire the additional staff envisaged and promised by the executing agency during the project design due to the ongoing budget crisis.

Accordingly, at the time of the evaluation, only close to 50% of the **residential buildings built** in NP Khaudum were inhabited by permanent park personnel (10 out of 18 at the Sikeretti station; 10 out of 24 at the Khaudum station). 15 out of 19 houses were inhabited at the Shizinse station (12 permanent employees, 2 houses temporarily used by anti-poacher units and 1 house for security personnel). However, the other residential buildings in all stations were often temporarily used by wildlife biologists, researchers, MEFT inspectors and wildlife protection staff (anti-poacher units).

- Secondly, good progress has been made in **setting up and promoting the proposed co-management forums** in which all key park participants/affected organisations (MEFT, municipalities/conservancies, other ministries, local NGOs, tourism operators, etc.) are organised (indicator 2). Four of the five planned forums (Mudumu North and South, Bwabwata and Khaudum North) were fully functional at the time of the evaluation and, according to interviews, successfully and regularly handled complex or landscape-related topics such as fire management, wildlife corridors, conflicts between humans and wildlife, prevention of wildlife crimes, wildlife counts, etc. The financed fire management training was particularly effective at the time of the evaluation, as larger, mostly man-made fires, which, in some previous cases, burned up entire protected areas, no longer happened after the project was completed. Further promotional activities were provided in the areas of waste management, detection and control of invasive plant species, and path and water point management.

- Thirdly, **training measures** were implemented to support NPs and conservancies; the project supported a total of 15 conservancies through training and mentoring in the areas of finance management / accounting. According to various NGOs supporting CBNRM in the project area, the measures effectively contributed to improving the responsible administration of the conservancies (particularly with regard to financial management).

- In order to increase MEFT's project management capacities, an implementation consultant was selected as planned as part of an open international competition.

To protect the wildlife population and biodiversity, **corridors for wildlife** were established as part of the project (indicator 4); wildlife corridors between Botswana, Namibia, Angola and Zambia were established through targeted neglect or dismantling of fences, as well as through incentivisation and education in the conservancies with regard to the establishment of corridors. The WWF study (2019) shows that the corridors were open and used in 2019, leading to greater migration movements of wildlife, according to the study.

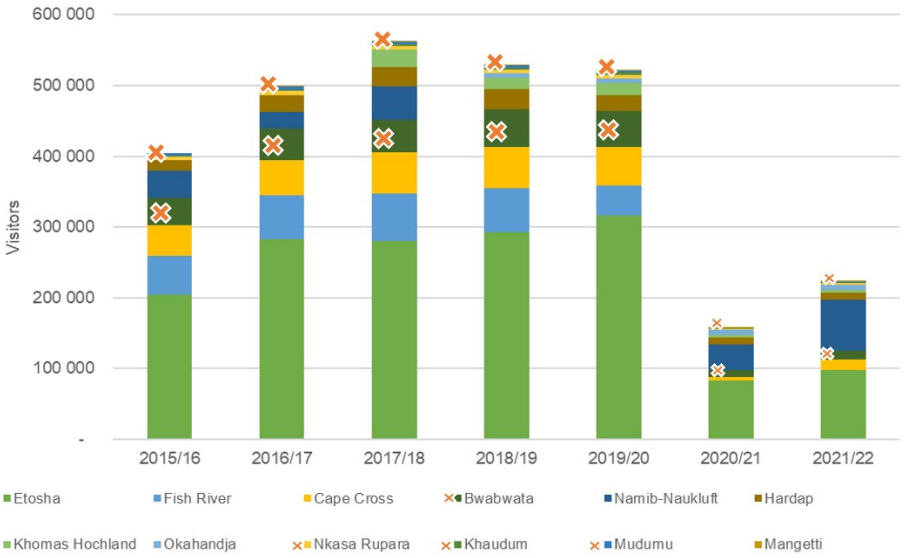
Specifically, the populations of elephants, lions, giraffes, kudus and various antelopes have increased or remained stable according to the monitoring data of the NPs and according to the annual wildlife counts (indicator 3). Although the development of the wildlife populations is highly volatile at times due to migratory movements and the survey method used, a clear positive trend can be seen over the project period and up to the time of the ex post evaluation (according to aerial surveys, yearly game counts and ranger patrolling data). Interviewees from all groups – farmers, park attendants, conservancies, NGOs – confirmed that the **number of animals in the region has either recovered or drastically increased over the last 10 to 15 years**.

Unfortunately, all project efforts to promote conservation-friendly land uses in the west of Khaudum NP (participation in the integrated regional planning process and studies on alternative land uses) have largely remained ineffective. This is mainly due to the failed cooperation with the Ministry of Lands and Resettlement. According to interviews with park employees, there is an uncontrolled expansion of agricultural land to some extent, which has a negative impact on the park's buffer zone.

Tourism-enhancing measures such as the construction of five viewpoints, three major tourist receptions with visitor toilets, attractive information boards, high-gloss information material and brochures on the NPs, etc., have been implemented and are used and valued according to the park employees and tourism providers. The development of a comprehensive PR and visibility strategy was also completed as part of NamParks IV. From 2015 through to the end of 2019, national NP visitor numbers rose and, due to the COVID-19 pandemic, these fell massively in 2020 and most of 2021, further exacerbating budgetary constraints. In 2021, national figures slowly rose again, and the Namibia Tourism Board forecasts a resurgence in visitor numbers to pre-crisis levels. **The number of visitors to the promoted north-eastern NPs increased in the last few years of the project (implementation 2012–2018, see above) in line with the national trend (see Fig. 4). However, due to the remoteness of the region from the main tourism routes, the total number of visitors of the four NPs in the NE still accounts for only a relatively small proportion of the total number of visitors to Namibian NPs**

(see crosses in Fig. 4). According to the NTB, between 65 and 70% of visitors to the four supported parks are foreign tourists. Ultimately, however, a project success in terms of increased tourism figures will only become apparent in the long-term.

Figure 4: Development of annual NP visitor numbers, from 2015–2021 in twelve parks



Source: NTB statistical reports[13]; Note: Crosses in orange identify the parks supported by the project.

The support for the implementation of the HIV/AIDS and gender guidelines, which was also provided for in the module objective formulation, was included and followed up on as a cross-cutting task in all packages of measures, in particular for construction measures within the framework of the environmental and social management plans. Both topics **are firmly anchored in the MEFT, namely through the HIV/AIDS policy and the national workplace policy for employees in NPs.**

Contribution to achieving targets

Empirical or even causal allocation of the project measures to the above-mentioned target achievement is not possible due to a lack of data and methodological identification strategies. However, the project's contributions are conceptually plausible and are generally rated as a given by the interviewees. This includes in particular:

- Contributions from the project to improving park management (MEFTT) are highly plausible, as only a few external factors can have played a role in this, and the results chain between the measures and the measurement of METT values is generally short and plausible.

- The movement data from the MEFT studies show that the supported parks play an important role in the wildlife migration between Botswana and Angola. In addition to the measures and results of the project, which make a plausible direct contribution to an increase in wildlife populations (particularly support in the fight against poaching), the creation of cross-border migration corridors is also plausible and an important reason for stock recovery. Elephants in particular are thus able to better avoid the areas subject to usage pressure, local droughts or the increase in hunting pressure caused by poaching.

[13]MEFT https://www.namibia-tourism.com › download; https://www.MEFT.gov.na/news/230/hope-for-the-tourism-sector-as-namibia-records-376-growth-in-tourist-arrivals
https://tradingeconomics.com/namibia/tourist-arrivals#:~:text=Tourist%20Arrivals%20in%20Namibia%20is,macro%20models%20and%20analysts%20expectations

- The above-mentioned measures in the tourism sector made a plausible contribution to an increase in the attractiveness of the NPs in terms of tourism, and the increase in visitor numbers can be plausibly attributed to this improvement in the supply in the region, in particular the parks, and thus to the project. This is particularly plausible, as tourism infrastructure was barely available before the start of the project. However, the increases did not exceed the national trend of visitor growth, which raises the question of whether the increases would have been achieved without the project.

Quality of implementation

The annual accounting audits carried out by the auditor and the physical use audits as part of the progress review missions and the final inspection on site did not reveal any indications or evidence of misuse of funds. According to several interviews, the executing agency and the implementation consultant (IC) provided qualified and sufficient personnel to carry out the project. Cooperation between the IC and executing agency was also largely seamless. Overall, the quality of management and implementation by the executing agencies/partners is rated as positive.

Unintended consequences (positive or negative)

According to all surveys, the project had an immense impact on **the employee satisfaction of the park staff** and on the motivation and attractiveness for MEFT employees to work in the supported NPs. This is particularly significant for the remote Khaudum NP, which in the past acted as a penal colony and had an extremely poor reputation in the MEFT prior to the project due to rudimentary accommodation and geographical remoteness, which in turn made it difficult to recruit motivated staff. The investments were credible in the interest of the Namibian government (partly also of the general public) and the park staff **and contributed to their understanding of the importance of the parks in terms of nature conservation**. This unintended impact, in turn, undoubtedly contributed to the effective management of the supported parks and to the attractiveness of tourism, and thus to the original objectives of the project.

Other positive, unintended impacts are the regulatory and supporting **ecosystem services** of the NPs; these include the protection of water catchment areas and the associated soil protection, carbon sequestration, as well as pollination by wild insects and natural pest control.

The positive development of wildlife stocks has been accompanied by an increased number **of human-wildlife conflicts** since 2018/2019, also as a result of droughts, which led to initial losses in acceptance of problem wildlife species, particularly in village communities in conservancies with lower tourism incomes. In response, the MEFT implemented mechanisms that at least partially compensated for the damages in monetary terms. This subject area is addressed in a targeted manner in the new FC project “Poverty-oriented support for community-based nature conservation in Namibia” (BMZ no. 2017 68 514).

The project appraisal also did not foresee the **dramatic increase in illegal, commercial poaching** from 2012 onwards – with the north-east region and, in particular, Bwabwata and Mudumu NPs as national hotspots for elephant poaching. The project responded by supporting MEFT in combating illegal poaching through capacity-enhancing measures, such as pro rata financing of field equipment, the development of security plans, the implementation or financing of specific training measures and the organisational and logistical support of patrols, some of which were carried out together with the conservancies adjacent to the parks. According to all respondents, this and the more effective park management led to successes, which is at least anecdotally confirmed by numbers of the wild elephants at two points in time (2015 = 49, 2020 = 11) in the entire country.[14]

Any further adverse impacts on environmental and social issues caused by the project are to be regarded as minor, as the investments were predominantly made at existing park station locations and were limited to local areas. No special countermeasures were required; basic standards were taken into account in the detailed planning of the state-of-the-art infrastructure.

[14] Source: MEFT (2021): “Combating wildlife crime in Namibia – annual report 2021”

Summary of the rating:

In summary, the effectiveness of the project is rated as successful, as the objectives were achieved with few exceptions and additional unintended positive impacts were achieved. Negative, unintended impacts could, in turn, be largely counteracted as early as during project design.

Effectiveness: 2

Efficiency

Production efficiency

The project succeeded in achieving the comparatively ambitious objectives, which included both improved protection of the north-eastern parks (outcome level) and an increase in the income level of the population living near the parks (impact level, see next section). This was done at a reasonable cost.

The main reason for the high production efficiency of the project implementation was that the third project phase **was logically based on the first two project phases,** focused on clearly defined investments in physical infrastructure in a limited region (especially the Sikeretti, Khaudum Main Station and Shizinse park stations) and combined this with accompanying measures to support the surrounding conservancies and to increase attractiveness for tourism. Thanks to the allocation of an additional EUR 3 million for NamParks III (IIIb), the project was also able to support the implementation of protected area management (particularly advice on park management plans, implementation of an effective monitoring and evaluation system, training of park personnel). Even though the majority of the funds (78%) went to park infrastructure, this **holistic approach, coupled with clearly defined and focused measures,** formed the basis for the success of the project.

This project success was made with acceptable costs of EUR 11.58 million. A good 70% of the total costs (approx. EUR 8.14 million) were attributable to the construction of the three new park stations (including equipment) and were therefore slightly above the planned figure (+3.8%). For the measures for local community development, the costs amounted to approx. EUR 170,000, further training to approx. EUR 200,000 and marketing and PR to EUR 100,000. All further measures with costs of approx. EUR 580,000 were processed via a disposition fund. Foreign exchange costs were incurred only for the payment of the international implementation consultant (approx. EUR 1.65 million).

The proportion of grants for local residents is therefore comparatively low; however, this is in part due to the fact that these were and are increasingly supported by NGOs and TC.

The comparatively **high costs of the construction measures** must also be seen in relation to the remoteness and accessibility of the project locations (in particular Khaudum NP). The increased costs for building the stations compared to the original estimates can be partly explained by this factor and by adjustments in the design of the structures. In retrospect, these adjustments (e.g. larger covered open spaces in front of the houses, community halls) were sensible and appropriate, as they contribute to the satisfaction and motivation of employees in the parks. Especially in remote Khaudum NP, the implementation of the management plan is linked to adequate and motivated personnel. **The funds earmarked by the project were therefore insufficient, and funds from phase IV had to be reallocated in order to be able to complete the construction of the three stations.** In particular, given the very high quality of all buildings and facilities, **the funds for infrastructure measures were used and utilised appropriately.**

The scope and costs of the implementation consultant's services corresponded to the original design (cost share: 14% of the total costs) and are somewhat high compared to similar projects, but appropriate in view of the complexity and requirements. The other cost items are assessed as appropriate and in line with the market.

Delays in the invitation to tender for the infrastructure measures (services from the architect and engineering firms overseeing the construction) led to a delay and subsequent extension of the project and the consultant's contract term by 12 months. **Given the originally planned project term of six years, this delay is neither unusual nor did it seriously impact the efficiency of the project.**

Allocation efficiency

In retrospect, the focus of the project (and the corresponding allocation of funds) should have been placed even more strongly on local community measures, sound park management, capacity development, civil society involvement and maintenance in order to improve the sustainability and impact of the investments and thus increase the longer-term efficiency of the project.

Summary of the rating:

In summary, the efficiency of the project can still be classified as successful.

Efficiency: 2

Impact

Overarching developmental changes (intended)

The project objective at impact level was: "Fair access and the sustainable management of natural resources lead to an improved environmental situation, stabilisation and improvement of the production base and rural incomes." Target achievement at the impact level can be summarised as follows:

Table 2: Achievement of the impact indicators

Indicator	Status PA	Target value at PA	(Optional) actual value at final inspection	Actual value at EPE
(1) The annual increase in income from the conservancies for the local population and the park residents is above the Namibian inflation rate on average. (Total income of the 15 relevant conservancies in the north-east)	2012 baseline: NAD 14.1 million	2020: Increase in income above inflation rate	2019: NAD 23.9 million	2021: NAD 24.6 million The increase corresponds to a steady rise, in total between 2012 and 2021, of about 74% with an inflation rate between 5.5 and 6.5% in the same period. Value partially achieved (see body text)

Figure 5 shows the development of the total income of the conservancies in the north-east over time; a strong increase is clear from 2014, which then stagnated between 2016 and 2021 and then decreased slightly. However, Figure 6 shows that this increase was strongly driven by individual conservancies (in particular Nyae Nyae in orange), with the majority of conservancies having relatively stable incomes from the sale of hunting licences, accommodation fees in conservancy lodges and camp sites. **Although the target indicator has been achieved, a deeper look shows that it did not cover the target of increased income (added across all neighbouring areas) in a sufficiently differentiated manner.**

Other non-monetary benefits, such as the meat that conservancies receive from hunting quotas, are not included in the income statistics, but are quite relevant for the rural population.

Figure 5: Total annual income of 18 north-eastern conservancies (NAD million)

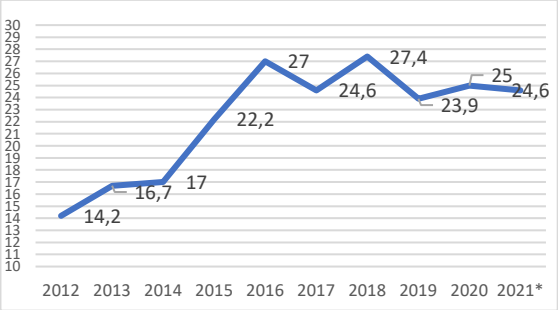
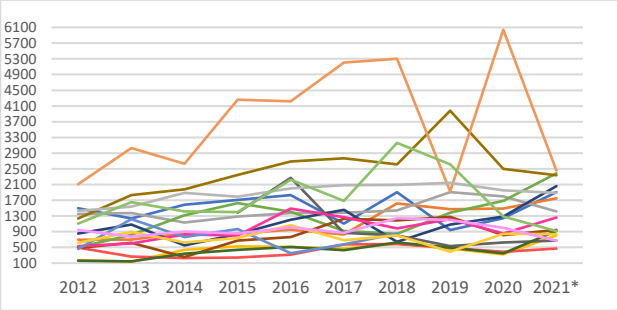


Figure 6: Annual income of 18 north-eastern conservancies (NAD thousand)



Source: NACSO 2020, own data.

Note: *The data from 2021 are not yet final, as some data from conservancies are not yet been available. All 15 parks that existed in the north-eastern parks at the time of project planning benefited directly or indirectly from the project (e.g. through increased wildlife numbers).

Unfortunately, the project efforts to promote conservation-friendly land use in the west of the Khaudum NP (participation in the integrated regional planning process and studies on alternative land uses) have remained largely ineffective and were therefore unable to contribute to increasing the rural production base and income.

The objective of the improved environmental situation is very broadly defined and is interpreted as a contribution to the composition and population figures of wildlife during the evaluation. The achievement of this objective is plausible (see Effectiveness). An indicator for this was not defined at impact level.

Contribution to overarching developmental changes (intended)

The impacts of the project can only be assessed on the basis of limited data availability and plausibility considerations. Qualitative interviews in all four NPs and with a large number of stakeholders and experts supported these considerations.

According to various stakeholders (NGOs, civil society), the extensive investments of the NamParks III project have contributed to generating **Namibia's national interest in the north-eastern NPs** and significantly increased the value of the parks, both as a source of income for the government and local residents, as well as for biodiversity. Without the investments by the project, the parks would most likely be "paper parks".

According to local residents and NGOs, the increase in income in the conservancies around the parks – where it took place – promoted personal responsibility, increased support for protective measures by the local population and strengthened people's livelihoods. The revenue of the conservancies, and thus of the local communities,[15] has increased dramatically in recent years thanks largely to the lease payments from local, privately run lodges, through tourism providers' employment offerings and the sale of hunting concessions to professional hunters. The project's contribution to these revenues is therefore highly plausible. At the same time, tourism businesses and communities thus benefit directly from the improved management and sustainable exploitation of wildlife resources by the parks and conservancies. **However, the actual relationship between income from conservancies and income from other (e.g. agricultural) activities cannot be determined, as there are no income trends from the region.**

An **amount for increased park income from tourism is also generally plausible**; however, this should not be overestimated at the time of the project due to the low volume growth and a generally favourable tourism trend in Namibia (see Effectiveness).

Thanks to the successful establishment and increased use of wildlife corridors (see Effectiveness), the project's contribution to an improved environmental situation, i.e. the biodiversity of wildlife, is generally plausible.

[15] Those born in a village belonging to a conservancy automatically become members as long as they live there. Revenues from conservancies are distributed differently; most members receive direct cash benefits, many also pay compensation for human-wildlife conflicts, scholarships or similar benefits. In some cases, the conservancies have their own paid staff.

Without the support of the project, Namibia's contribution to the KAZA programme and the introduction of the cross-border project approach would barely have been achieved. The selection and support of this particular and unique region, which borders several other countries, have made a credible contribution to the cross-border approach. In addition, there are now corridors that allow wildlife to migrate, which can help to keep the number of animals consistently growing throughout the area.

Contribution to impact (unintended)

The evaluation did not identify any unintended development policy changes. Negative, unintended environmental impacts as a result of the infrastructure measures are also not known.

Summary of the rating:

In summary, we consider the impact to be successful.

Impact: 2

Sustainability

Capacities of participants and stakeholders

The most serious sustainability risk was already correctly identified during the planning of phase IIIb: budget bottlenecks at the MEFT. **Nevertheless, no systematic and intensive sustainability strategy was developed and established as part of phase III**.

The budget crisis of the Namibian state and the resulting shortage of working capital had and still has a negative impact on the management of the north-eastern parks at the time of the EPE and had an impact on fuel allocations, replacement purchases and repairs, park personnel, maintenance and repair, as well as the printing of information material for tourists. While the exact number of vehicles still in operation could not be determined – roughly estimated to be half of the vehicles that are currently operational – vehicle maintenance and servicing is now one of the most visible challenges and risks that make it difficult for staff to perform their tasks efficiently and effectively. Despite the efforts of the follow-up phase NamParks IV, the partially **inadequate maintenance and repair in the operation of the buildings, vehicles and equipment** jeopardises the success and sustainability to date.

Five developments, which only took place after phase IV, were intended to counteract sustainability risks. Firstly, in the follow-up phase **NamParks IV, as part of an exit strategy,** a comprehensive maintenance strategy was developed by a specialist consultant and implemented by a professional company. In the case of complex infrastructure (PV plants, water treatment plants, sewage treatment plants, etc.), this includes the conclusion of three-year maintenance contracts with specialised companies to carry out regular and preventive maintenance measures. During the three-year transition period (until 2024), the responsible MEFT employees will be trained by the external companies so that they can take over the maintenance measures after the expiry of the maintenance contracts. It is still unclear to what extent the maintenance should actually be continued and financed after the end of the three years.

Secondly, since 2021, a **nature conservation fee** has been charged by MEFT together with the park entrance fee (in the amount of NAD 40 per person for adult foreigners for the NPs in the NE). 100% of this fee goes to the Game Products Trust Fund (GPTF), which can and will also finance measures to improve park management and maintenance of the park infrastructure, as well as compensation for damage caused by human-wildlife conflicts. According to the GPTF administration, approximately NAD 12 million of revenue was earned from the fee from April 2021 to February 2022. Revenues for FY 2021/22 can therefore be expected to be in the order of NAD 14 million and should increase in the current fiscal year if visitor numbers continue to recover. This financing instrument is an important first step, but is not sufficient to ensure independent and long-term financing of the NPs. Based on international comparisons, the protection and admission fees could be increased further.

Thirdly, in response to the consequences of the COVID-19 pandemic, the German Federal Government provided funds via KfW to finance the operating costs of the Namibian national park system, the operation of the NPs and the preservation of the capacity built up from 2020 to 2024.

Fourthly, the volunteer organisation “The Friends of Khaudum” addresses some of the maintenance issues. They were used, for example, to repair a broken tractor in the Khaudum station. The volunteers also support the park employees in carrying out activities such as controlled burning, cutting and game counting. In the opinion of the delegation and the statements of the park employees, the Friends of Khaudum organisation plays an important role in maintaining the operation and maintenance of the park stations as well as in motivating the park employees.

Fifthly, the feasibility of a new project to support innovative mechanisms for sustainably financing NPs is being examined at the time of the evaluation.

In reality, however, these measures should have already been taken into account in the previous phases. Overall, the maintenance of the newly constructed parks remains a challenge at the time of the evaluation in 2022 due to a lack of funds, capacities, training, insufficient staffing and priorities of MEFT management. Despite the comprehensive maintenance strategy and the exit plan (NamParks IV), the evaluation mission found numerous minor problems in the park stations. These included a broken electric fence, a malfunctioning water pump and problems with the manifold for partially purified water in the Shizinse station; a broken power generator needed to operate the solar-powered batteries and problems with overflowing waste water in the Sikeretti station; problems with the Wi-Fi and broken lawnmowers in the Khaudum station; missing printer cartridges for all printers in the Khaudum and Sikeretti stations. In addition, defective machines were not repaired on time, which shows that it takes a lot of time to take care of minor maintenance work that is not covered or addressed by the strategy. For example, it took about a year for a leaking diesel generator pipe at the Shizinse station to be repaired, resulting in a significant waste of diesel fuel. In addition, the maintenance areas and equipment financed by the project appear to be used only to a limited extent, while some labour inspection workers were missing the required maintenance tools. The lack of functional 4x4 vehicles in all parks visited, combined with low fuel allowances, prevented park personnel from conducting management activities. This was especially true for the isolated and remote Khaudum NP. **In the long-term, there is therefore still a risk that the financing of NP operations will not be sustainable due to insufficient budget funds and park income.**

Contribution to supporting sustainable capacities

NamParks III itself implemented the following activities to secure the sustainability of the measures: consulting, mentoring, selected training measures for the operation of park stations, construction of special maintenance points in park stations, provision of spare parts, tools and other equipment for the maintenance of buildings and vehicles. **However, a strategy that secures adequate funds and capacities for maintenance and further training in the long term was lacking, both in the design and in the actual implementation.** Phase IV provided a follow-up here, but was unable to meet the requirements sufficiently and was limited in part to short-term approaches (e.g. three-year contracts, see above).

As a result of the new focus on wildlife protection, important routine work such as fire and water point management had to be neglected, and some of the procedures and processes newly introduced by the project, in particular for operation planning and monitoring, were not able to receive sufficient support and could not be secured in the long term.

Durability of impacts over time

The durability of the project’s various results at outcome and impact levels is probable to varying degrees, but in all cases depends on sufficient future investment in the NP and the coverage of operational costs. The application of management and mainstreaming plans, as well as park management, the maintenance of park stations and the continuation of conservancies and their increased income depend to a large extent on staff turnover, further training and education measures for new staff. Maintaining wildlife corridors requires only minor further measures, while curbing illegal poaching requires massive and sustained (investment and technical) support.

The strengthening of participation and the economic benefits have promoted and increased the motivation of the government and, above all, the park staff to better protect natural resources and biodiversity. Not only do they ensure the sustainable use of wildlife resources and the management of revenues in the long-term interests of members and communities, they also contribute positively to cooperation with private investors. Working conditions for park employees have improved significantly, which also has a positive effect on their long-term motivation and the attractiveness of jobs in the park. Both are important prerequisites for sustainable use of the

infrastructure and the effective continuation of park management. Good working conditions and a minimum level of coverage of the NPs' operating costs are essential for a continuously high level of motivation.

The increasing displeasure among local residents about the increasing human-wildlife conflicts also represents a potential conflict in the region and thus a risk for the project impacts.

The number of visitors during the course of the project increased slightly; this was not of lasting effect due to the COVID-19 pandemic, an unforeseeable external factor. According to forecasts by the Namibia Tourism Board, this negative effect can be regarded as temporary, as these already show a significant increase in tourism figures.

However, the COVID-19 pandemic not only undermined revenues from tourism figures, but also exacerbated the budget crisis of the Namibian state as a whole, so that the NPs' operating costs required for long-term operation could no longer be covered at the time of the evaluation.

Overall, the lack of a long-term strategy to finance operating costs and investment measures in the NPs paired with the COVID-19 pandemic, as well as initial observations of deterioration and delayed maintenance suggest that the measures are not sustainable in the medium term. Improvements within the framework of NamPark IV and COVID-19 emergency aid provided a short-term remedy here.

Summary of the rating:

In summary, and in view of the interventions to improve sustainability as part of the follow-up phase NamParks IV and COVID-19 emergency aid, sustainability can still be rated as moderately successful.

Sustainability: 3

Overall rating: 2

By supporting the selected parks and the local population according to the "conservation through use" principle, the evaluated project made a significant contribution to improving the conservation of biodiversity and wildlife in the entire region. At the same time, the project was able to plausibly increase the tourist appeal and the economic potential of the parks, which primarily benefits parts of the local population. The community-based natural resource management (CBNRM) approach taken by the Namibian government during the project has proven itself in the organisation of conservancies. The targets set were largely achieved and the financed infrastructure is still in use today and contributes significantly to the motivation of the park personnel and the betterment of the parks. However, the maintenance and upkeep of investments and the long-term financing of operational costs remain a challenge.

Contributions to the 2030 Agenda

The implementation of the project made a direct contribution to achieving the 2030 Agenda and the Sustainable Development Goals, in particular to SDG 1 for poverty eradication, as the predominantly poor, local population of the project region benefited directly from the increasing revenues of the conservancies. At the same time, the project also supported the target group's co-determination and participation in decision-making processes for the protected area and regional administration; the local residents were included in the integrated park management via the conservancies and the formalised consultation and participation structures. This gave them a say in the protection and use of natural resources, the implementation of park management plans, land use options and integrated tourism development plans.

The project also contributed to SDG 15 (protection of terrestrial ecosystems) by better protecting the biodiversity of the NPs and promoting the entire KAZA area with its cross-border corridor function. With improved management of natural resources in the conservancies, it addressed SDG 11 (sustainable cities and communities). Increased income and sustainable management as well as the protection of natural resources increased the climate resilience of the population and ecosystems, which contributes to the achievement of SDG 13 measures for climate action.

The potential adverse impacts on environmental and social issues caused by the project are estimated to be minimal, as the investments were predominantly made at existing park station locations and are limited to the local area. No special countermeasures were required; basic standards were taken into account in the detailed planning of the state-of-the-art infrastructure. Negative, unintended environmental impacts as a result of the infrastructure measures are not known. The original assessment, that there is no need for EIA action, is no longer justified from today's perspective; the project would have to be classified as a project of ESIA category B or B+ according to today's criteria.

Project-specific strengths and weaknesses as well as cross-project conclusions and lessons learned

The project had the following strengths and weaknesses in particular:

- Overall, the intervention logic can also be considered coherent from today's perspective since the project adequately and holistically addressed congestion, weaknesses in park management and infrastructure as well as the needs of the local population through the intervention measures described above.
- The project recognised the considerable risk that the 2013–2017 global poaching crisis represented for the intended impacts of the project and effectively supported the MEFT in implementing measures against poaching.
- The close cooperation between the park administration and the neighbouring communities on the basis of written agreements with the conservancies made a significant contribution to reducing land use conflicts and poaching, according to the local population as well as the park employees, even if no quantitative data is available.
- The project's sustainability is (still) only considered moderately successful due to the exit strategy and support for the comprehensive maintenance strategy of the follow-up phase, but strategies to secure the sustainability of the investments were missing within the scope of the project.

Conclusions and lessons learned:

Despite the comparatively low funds overall, the design of the project across several phases has enabled a substantial impact at outcome and impact level. The **tailor-made coordination and seamless interaction of phases** I and II as well as the transition to phases III and IV have contributed to the timely implementation of the management plans and also to anchoring them in day-to-day work.

The main risk to the sustainability of the project is the MEFT's fundamentally very limited financial possibilities to bear running costs and the limited technical capacities of the park personnel. **Since the parks will not be able to bear or cover their costs themselves for the foreseeable future**, financing from state allocations will have to be secured. Against the backdrop of the current economic development and financial crisis in Namibia, this will probably be the biggest challenge in the future for ensuring sustainability. The planned new project "Sustainable Financing Mechanism for Namibia's Protected Areas (202167526)" intends to address this topic and could implement measures to increase the budget for running costs, improve training and clarify responsibilities, but will probably not be sufficient to guarantee the sustainability of the investments and impacts of the project.

The prevailing conflict potential and risk, which can jeopardise the success of the project, will only be mitigated if it is possible to overcome the **increasing displeasure of local residents due to increasing human-wildlife conflicts** with appropriate compensation.

Close and good cooperation with NGOs and associations plays a significant role in the success of the project. The main reasons for this are their local presence, access to and trusting cooperation with the communities and conservancies, as well as their central role in the procurement, maintenance and publication of data as part of joint monitoring and public relations work. Overall, the evaluation showed that cooperation with local rural communities and target groups requires long-term support and perseverance, which the project has been able to bring about over several phases in consultation with partners and NGOs.

Evaluation approach and methods

Methodology of the ex-post evaluation

The ex-post evaluation follows the methodology of a rapid appraisal, which is a data-supported qualitative contribution analysis and constitutes an expert judgement. This approach ascribes impacts to the project through plausibility considerations which are based on a careful analysis of documents, data, facts and impressions. This also includes – when possible – the use of digital data sources and the use of modern technologies (e.g. satellite data, online surveys, geocoding). The reasons for any contradicting information are investigated and attempts are made to clarify such issues and base the evaluation on statements that can be confirmed by several sources of information wherever possible (triangulation).

Documents:
Internal project documents (final review reports, BEs, project proposal), strategy papers, context, country and sector analyses. Additional literature:

- BMZ Vision 2030
- BMZ Biodiversity position paper
- Biodiversity Convention
- Final review report MET, 2013a
- National Biodiversity Strategies and Action Plan 2013–2022. MET, 2013b
- National Policy on Protected Areas' Neighbours and Resident Communities, MET, 2016
- National Strategy on Wildlife Protection and Law Enforcement. Ministry of Environment and Tourism (MET): Revised National Policy on Human-Wildlife Conflict Management 2018–2027 Windhoek. 2018
- State of Community Conservation Report, NACSO, 2021
- COMBATING WILDLIFE CRIME IN NAMIBIA – ANNUAL REPORT 2021
- Developing a Concept for Sustainable Financing for the National Parks in Namibia: Scoping Study; MEFT and KfW. Wildlife movement derived from collar data 2010 – 2019, WWF 2021

Data sources and analysis tools:
On-site data collection, partner monitoring data, data on income, biodiversity and wildlife migrations from NGOs, two aerial surveys, game counts, poaching figures, natural tourism figures, income of conservancies over time, METT values; interviews

Interview partners:
Project-executing agency, target group (conservancies, park staff, tourism companies), NGOs, consultants, civil engineers

The analysis of impacts is based on assumed causal relationships, documented in the results matrix developed during the project appraisal and, if necessary, updated during the ex post evaluation. The evaluation report sets out arguments as to why the influencing factors in question were identified for the experienced effects and why the project under investigation was likely to make the contribution that it did (contribution analysis). The context of the development measure and its influence on results is taken into account. The conclusions are reported in relation to the availability and quality of the data. An evaluation concept is the frame of reference for the evaluation.

On average, the methods offer a balanced cost-benefit ratio for project evaluations that maintains a balance between the knowledge gained and the evaluation costs, and allows an assessment of the effectiveness of FC projects across all project evaluations. The individual ex post evaluation therefore does not meet the requirements of a scientific assessment in line with a clear causal analysis.

Methods used to evaluate project success

A six-point scale is used to evaluate the project according to OECD DAC criteria. The scale is as follows:

Level 1 very successful: result that clearly exceeds expectations

Level 2 successful: fully in line with expectations and without any significant shortcomings

Level 3 moderately successful: project falls short of expectations but the positive results dominate

Level 4 moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results

Level 5 unsuccessful: despite some positive partial results, the negative results clearly dominate

Level 6 highly unsuccessful: the project has no impact or the situation has actually deteriorated

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally “successful” only if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“impact”) and the sustainability are rated at least “moderately successful” (level 3).

Publication details

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List of annexes:

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Target system and indicators annex

Project objective at outcome level	Rating of appropriateness (former and current view)
During project appraisal: The aim is to ensure that the national parks in north-eastern Namibia are efficiently protected against pressure of use, while fulfilling their corridor function for wildlife migration and acting as a competitive tourist destination. The park residents and the local population should benefit economically from the national park complex	From the perspective at the time and today, the project objective at outcome level is only appropriately formulated in part. - Some of the objectives result from another part of the objectives and are higher in the results logic (at impact level). - Stabilised wildlife populations are not yet covered by the target, but appear as an indicator
During EPE (if target modified): The Bwabwata, Mudumu, Nkasa Rupara and Khaudum National Parks in north-east Namibia are efficiently protected against pressure of use by improved management, fulfil their corridor function for wildlife migration and lead to stabilised/increased wildlife populations. The park residents and the local population should benefit economically from the national park complex.	

Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	PA target level Optional: EPE target level	PA status (year)	Status at final inspection (year)	Optional: EPE status (year)
Improvement of park management in the north-eastern national parks measured by the NAMETT index or a comparable Namibian national park performance indicator.	NAMETT index appropriate as an indicator of park management quality. Not SMART in some cases, as not “achievable”: target levels for Nkasa, Rupara, Mudumu and Khaudum slightly high compared to the 2009 baseline	2020: Bwabwata 75; Nkasa Rupara 85, Mudumu 85, Khaudum 85	2009 baseline: Bwabwata 58, Nkasa Rupara 51, Mudumu 58, Khaudum 50	2019: Bwabwata 64%, Nkasa Rupara 62%, Mudumu 70%, Khaudum 48.2%	
Land use in the support zones of the north-eastern parks is compatible with nature conservation goals and promotes the implementation of the	Management plans and regular meetings are an important building block for the sustainable use of land in the parks, provided that the plans are appropriate in terms of content and are followed up on in the long term (indicator is relevant). The indicators are therefore useful for measuring the objective at outcome level.	2020: management plans exist in all parks and are being implemented;	2009 baseline: Management plans exist (BTC,MSC, MNC, KNC); Management plans implemented (not in any park);	2018: Management plans exist (BTC,MSC, MNC, KNC); management plans implemented (MSC, MNC, KNC);	

KAZA TFCA. This is to be achieved through existence and compliance, as well as staff meetings in the BTC, MSC, MNC, KNC, KSC national parks. NEW: Management plans are defined in line with nature conservation goals in the north-eastern parks. Management plans are implemented at all times in the four north-eastern parks. In the BTC, MSC, MNC, KNC, KSC national parks at least X meetings take place per X with at least X% staff participation.	The indicator is not SMART: • not clearly "measurable": compatibility with nature conservation objectives can be very broad; "regular" meetings are not measurable/specific values are missing; "implementation of management plans" can only be measured if management has clear objectives and milestones. • not "specific": have criteria been established that guide management plans and their implementation? The target level only partially covers the indicators: the quality characteristic of the management plans (compatibility with nature conservation objectives) is not covered by the target level, i.e. the indicator does not record it if plans exist, but the quality characteristic is not met	*Meetings* take place regularly	*Meetings* (MSC, MNC, KNC)	*Meetings* (BTC, MSC, MNC, KNC, KSC)	
The composition and number of wildlife populations in the four north-eastern parks are adapted to their capacity.	Target level is appropriate and measurable, but requires both quantification of the NPs' capacity and wildlife populations to calculate composition. The target values: • do not cover the composition of populations, however (but can be calculated) • do not cover the population relative to the capacity of the parks. Game counts as a measurement method: more modern measurement methods should be used from today's	2020: Populations stable or growing	2009 baseline: Elephants 11,015, Giraffes 157, Kudu 3,230, Roan antelope: 797, Sable antelope 794	2019: Elephants 10,158, Giraffes 360 (*), Kudu 4,550(*), Roan antelope 325, sable antelope 1,930 *2018 figures	

	perspective due to technical developments, e.g. camera traps, eDNA.				
Wildlife corridors are established, kept open to and increasingly used by wildlife. NEW: Wildlife corridors are established and kept open on a permanent basis. NEW: Wildlife corridors are increasingly being used.	The objective makes sense, as the creation of wildlife corridors and the increase in migration are highly relevant factors for enabling the natural life of animals (Research results indicate, for example, increased use of the created corridors, which seems to confirm their impact). The indicator is therefore relevant. The formulation of the indicator includes three factors (set-up, openness, use). Setup and openness are measurable; use can only be measured with considerable effort. The indicator is not very specific as it is not quantified (e.g. how many additional km on corridors). Baseline value assignment only covers part of the indicator (use not covered). The status at the time of the project completion report is not quantified.	2020: Increase in the number and use of wildlife corridors	2009 baseline limited wildlife corridors	2018: Wildlife corridors between Botswana, Namibia, Angola and Zambia have been established through targeted neglect or removal of fences; Numerous research results prove the migration of individual animal species within the countries and also across borders	
Visitor numbers in the national parks of Bwabwata, Mudumu, Mamili and Khaudum have increased		2019	2012 baseline	2018	2022
Visitors to the national parks of Bwabwata, Mudumu, Mamili and Khaudum spend more time there on average		2019: average number of overnight stays increased by x			
A mainstreaming plan, which integrates HIV and gender issues into	Easily measurable and specific indicator based on management plans and activity logs (measurable and specific).	2017 *Mainstreaming Plan* exists, activities implemented	2009 baseline: *Mainstreaming plan* does not exist	2019: HIV/AIDS and gender plans exist, and the activities defined therein have	

the operational plan of the project, is established, and concrete measures to be implemented as part of the project have been developed and are being implemented. NEW: A mainstreaming plan that integrates HIV and gender issues into the operational plan of the project is established. NEW: Concrete measures to implement the mainstreaming plan have been developed. NEW: Measures will be implemented in full and within MEFT's anticipated time frame	Achievable objectives with appropriate target level (achievable).			been fully implemented.	

Project objective at impact level	Rating of appropriateness (former and current view)
During project appraisal: Fair access and the sustainable management of natural resources leads to an improved environmental situation, stabilisation and improvement of the production base and rural incomes	The project fits into the framework of the former DC focus area of "Natural resource management". Cooperation focused on two thematic areas: biodiversity management and integrated land management. This project was assigned to the former.

	The project objective at impact level fits in with the focus area at the time. At the time of the appraisal, no indicators were identified at impact level, but this was achieved during the course of the project due to changed Federal Ministry for Economic Cooperation and Development (BMZ) requirements. In 2015 reporting, impact indicators were added for the first time at programme level. The outcome indicators theoretically and plausibly lead to the achievement of the impact objective and largely cover the objectives of the impact level. Two aspects are not reflected in the target system at impact level: - the further development of the KAZA TFCA (incorporation of Namibian positions) and thus the supra-regional project component - the mainstreaming plan A more specific formulation of objectives would also be: “The environmental situation in the parks is improved and the parks are a competitive tourist destination; both stabilise or improve the production base and income of the park residents and the local rural population.” However, the impact objective cannot be adjusted, as it is a programme objective that must also apply to other projects. Some of the objectives and indicators are at the wrong level: - Sustainable management of natural resources is addressed both in the outcome indicators and in the impact indicators, but should only be specified at outcome level. - Tourist competitiveness should be specified at impact level (not outcome level), as this represents an overarching effect resulting from different outcomes. - Outcome and impact level cannot be automatically equated, as several intermediate steps do not automatically occur (e.g. higher wildlife populations do not automatically lead to increased tourism); see also a large number of relevant external factors in the reconstructed ToC.

		From today's perspective, the population's resilience to economic and climate risks would be a more appropriate, multidimensional goal than the purely monetary goal of increased rural income.			
During EPE (if target modified):					
Indicator	**Rating of appropriateness** (for example, regarding impact level, accuracy of fit, target level, smart criteria)	**Target level PA / EPE (new)**	**PA status (year)**	**Status at final inspection (year)**	**EPE status (year)**
Improvement of integrated park management in the supported national parks (measurement based on Namibian Index for Measurement of Management Efficiency in National Parks (NAMETT))	In fact, the indicator is only a duplication of outcome indicator I and is set too high here. An overarching impact indicator could have targeted biodiversity values in the country (key species: flora and fauna), for example.	2017 target: above 75% in Bwabwata NP; above 85% in Bwabwata, Mudumu, Nkasa Ruparo, Khaudum NPs (NAMETT Index)	Baseline 2012: above 50% in BMN NP; below 50% in Khaudum NP (NAMETT Index)		
The annual increase in income from the conservancies for the local population and the park residents is above the Namibian inflation rate on average	Income from the NPs for the local population and park residents is a measurable, relevant and specific indicator for assessing the direct economic benefit of residents from the park activities. However, it does not cover the impacts of the project on income from other sources (e.g. agriculture); these could potentially be negatively influenced by the project, e.g. due to reduced land use opportunities. Timeline and point in time are not specified, i.e. indicator is not timely (is "permanently" above the mean? Or "permanent from year X?") Reliable data on the insertion of the indicator may have to be collected in a demanding manner.	2020: Increase in income above inflation rate	Baseline 2012 Zambezi Region NAD 6.7 million; Kavango region NAD 2.7 million	2018: Zambezi Region NAD 20.1 million; Kavango Region NAD 10.2 million. Overall, this corresponds to an increase of around 21% per year with an inflation rate between 5.5 and 6.5% in the same period	

	Park income is heavily dependent on other external factors (e.g. due to global crises such as the COVID-19 pandemic)				
NEW: Indicator 3					
NEW: Indicator 4					

Risk analysis annex

Risk	Relevant OECD-DAC criterion
Fluctuations in long-distance/regional tourism	**Impact**
Deterioration of the security situation	**Effectiveness**
Droughts and other extreme weather events	**Impact/sustainability**
Declining willingness to cooperate regionally at KAZA TFCA level	**Effectiveness**
Insufficient consideration of nature conservation concerns in farm allocations to the west of Khaudum NP by the Ministry of Lands and Resettlement	**Effectiveness**
Commercial poaching (additional risk in phase IIIb)	**Impact/sustainability**
Capacity deficits in the MET (vacant positions, insufficient qualifications) (additional risk in phase IIIb)	**Effectiveness/sustainability**
The developments to be carried out by the Ministry of Lands and Resettlement in the western part of Khaudum National Park may have adverse effects on the development of the park, in particular on the increase in human-animal conflicts and the availability of water in the park, if there is insufficient coordination and agreement with the ministries involved.	**Impact/sustainability**

Project measures and their results annex

No additional information.

Recommendations for operation annex

No recommendations in the project completion report.

Relevance

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Policy and priority focus			2	o	
Are the objectives of the programme aligned with the (global, regional and country-specific) policies and priorities, in particular those of the (development policy) partners involved and affected and the BMZ?		BMZ Vision 2030, BMZ Biodiversity Position Paper, Biodiversity Convention, project completion report MET, 2013a. National Biodiversity Strategies and Action Plan 2013–2022. MET, 2013b. National Policy on Protected Areas' Neighbours and Resident Communities. MET, 2016. National Strategy on Wildlife Protection and Law Enforcement. Ministry of Environment and Tourism (MET): Revised National Policy on Human-Wildlife Conflict Management. 2018–2027. Windhoek. 2018			
Do the objectives of the programme take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacity, actual power structures (including those related to ethnicity, gender, etc.))?		Project completion report, interviews with executing agency and consultants, see above			
Evaluation dimension: Focus on needs and capacities of participants and stakeholders			2	0	
Are the programme objectives focused on the developmental needs	Are increasing pressure on use, a lack of wildlife corridors, inefficient park management and low income the core problems	Interviews with executing agencies and consultants, park employees, conservancies/neighbours/park residents			

and capacities of the target group? Was the core problem identified correctly?	of the parks, local residents and the region? Were the needs of the target group adequately assessed before the start of the project with their involvement? Are all related core problems in the park region sufficiently covered to achieve the objectives (see e.g. poaching and livestock grazing)?	Income in the region, NGOs reports on the status of the national parks			
Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? How was the target group selected?	The local private sector in particular is potentially benefiting directly from the measures; to what extent is additional "trickle-down" income anticipated for the local population and park population? How exactly are the conservancies designed and is representative participation or participation of disadvantaged groups ensured or promoted? How are the funding distributed across the various items? What proportion of funds directly benefit park and local residents, and what proportion indirectly benefit them, plausibly speaking?	Interviews with park employees and conservancies/neighbours/park residents, consultants			
Would the programme (from an ex post perspective) have had other significant gender impact potentials if the concept had been designed differently? (FC-E-specific question)					
Evaluation dimension: Appropriateness of design			3	o	
Was the design of the programme appropriate and realistic (technically, organisationally and financially) and in principle suitable for contributing to solving the core problem?	Is the selection of the region justified? Tourism development potential? Even by today's standards, the intervention logic remains an appropriate	Interviews with TE, Consultants, project manager; MP			

	approach to mitigating potential trade-offs between economic development and biodiversity conservation. Were infrastructure measures and conservancies the most appropriate means of ensuring sufficient protection of biodiversity and the potential of the north-eastern national parks to create employment and income opportunities and alleviate poverty? Would a similar approach still be taken today? Were the chosen approaches and funds appropriate for solving the identified core problems in the long-term / is sustainability adequately addressed in the design?	
Is the programme design sufficiently precise and plausible (transparency and verifiability of the target system and the underlying impact assumptions)?		
Please describe the results chain, incl. complementary measures, if necessary in the form of a graphical representation. Is this plausible? As well as specifying the original and, if necessary, adjusted target system, taking into account the impact levels (outcome and impact). The (adjusted) target system can also be displayed graphically. (FC-E-specific question)		
To what extent is the design of the programme based on a holistic approach to sustainable development (interplay of the social,	See discussion above with regard to whether core problems of the parks and residents were correctly and sufficiently fully identified.	

environmental and economic dimensions of sustainability)?	See above questions about tourism potential as a sustainable source of income. See above, discussion of conflicts of objectives between economic development and biodiversity protection. ➔ Discussion using graphic ToC				
For projects within the scope of DC programmes: is the programme, based on its design, suitable for achieving the objectives of the DC programme? To what extent is the impact level of the FC module meaningfully linked to the DC programme (e.g. outcome impact or output outcome)? (FC-E-specific question)		MP, project completion report, interview with TE			
Evaluation dimension: Response to changes/adaptability			2	o	
Has the programme been adapted in the course of its implementation due to changed framework conditions (risks and potential)?	How did the project deal with the dramatic increase in commercial poaching – with the northeast region and in particular the Bwabwata and Mudumu NP as national hotspots for elephant poaching? Were there any unforeseen risks or potential? How were these handled?	Document studies, interviews with project manager, TE, consultants			

Coherence

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Internal coherence (division of tasks and synergies within German development cooperation):			3	o	
To what extent is the programme designed in a complementary and collaborative manner within the German development cooperation (e.g. integration into DC programme, country/sector strategy)?		MP, interviews with project manager and TE			
Do the instruments of the German development cooperation dovetail in a conceptually meaningful way, and are synergies put to use?	Was there a cooperation approach with TC?	Interviews with executing agency, project manager, TE, TC as necessary,			
Is the programme consistent with international norms and standards to which the German development cooperation is committed (e.g. human rights, Paris Climate Agreement, etc.)?		MP, project completion report, interviews with NGOs			
Evaluation dimension: External coherence (complementarity and coordination with actors external to German DC):			1	o	
To what extent does the programme complement and support the partner's own efforts (subsidiarity principle)?	To what extent was the project in line with Namibia's development priorities?	Interview with sponsor, MET, 2013a. National Biodiversity Strategies and Action Plan 2013–2022. MET, 2013b. National Policy on Protected Areas' Neighbours and Resident Communities.			

		MET, 2016. National Strategy on Wildlife Protection and Law Enforcement. Ministry of Environment and Tourism (MET): Revised National Policy on Human-Wildlife Conflict Management. 2018–2027. Windhoek. 2018
Is the design of the programme and its implementation coordinated with the activities of other donors?	- Is there a division of labour with other donors? / Were synergies achieved with other donors and/or development organisations? - Were there adverse interactions and/or duplications with other donors and/or development cooperation interventions?	MP, reporting, project manager interviews, executing agency interviews, interviews with other donors as necessary, Internet research into other projects in the sector and country as necessary
Was the programme designed to use the existing systems and structures (of partners/other donors/international organisations) for the implementation of its activities and to what extent are these used?		MP, reports, PM interviews, interview with executing agency and consultant and other donors as necessary
Are common systems (of partners/other donors/international organisations) used for monitoring/evaluation, learning and accountability?		MP, reports, project manager and consultant interviews

Effectiveness

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Achievement of (intended) targets			2	+	
Were the (if necessary, adjusted) objectives of the programme (incl. capacity development measures) achieved? Table of indicators: Comparison of actual/target	Are there more recent NAMETT/METT values and wildlife counts?	PCR, Whenever possible: data on tourism figures in the project region over time, Incident Book Monitoring Systems, interviews			
Evaluation dimension: Contribution to achieving objectives:			2	o	
To what extent were the outputs of the programme delivered as planned (or adapted to new developments)? *(Learning/help question)*	If possible, comparison of target and actual values in table form	project completion report, MP of components IIIa and IIIb, interview with project manager, consultants			
Are the outputs provided and the capacities created used?	If possible, inclusion in the target/actual comparison table: Past use, current use, current quality of outputs, including: How are the co-management forums and associated management plans used today? How is the financed infrastructure used? Are the parks now comparatively well equipped, how are the investments maintained? How many of the conservancies supported by the project are operational and at what intensity (frequency and number of members)? (15	Project completion report, interviews			

	conservancies were supported by the project, but not all were operational at the time of the final inspection) What is the benefit of the further development of the KAZA TFCA? How are the public relations materials produced by the project used for the national parks? (Maps for orientation, marketing brochures, information boards with natural history information) Will the management plans of the NPs continue to be implemented? How is the equipment used by the park staff?	
To what extent is equal access to the outputs provided and the capacities created guaranteed (e.g. non-discriminatory, physically accessible, financially affordable, qualitatively, socially and culturally acceptable)?	Here in relation to conservancies and infrastructure	Interviews
To what extent did the programme contribute to achieving the objectives?	How do the financed infrastructure, the establishment of corridors, improved management and PR promotion contribute to achieving the module objectives? Are any improvements/deteriorations in the achievement of the module objectives plausibly attributable to the measures? What other (external) factors have had an influence (see also ToC)? Have the adjustments (capacity-enhancing measures such as pro rata financing of field equipment, the development of safety plans, the implementation or financing of specific	Project completion report, interviews, size of elephant population

	training and advancement measures, and the organisational and logistical support of patrols) led to improved wildlife protection?	
To what extent did the programme contribute to achieving the objectives at the level of the intended beneficiaries?		The income of the conservancies over time, interviews with local residents and park employees
Did the programme contribute to the achievement of objectives at the level of the particularly disadvantaged or vulnerable groups involved and affected (potential differentiation according to age, income, gender, ethnicity, etc.)?		Project completion report, interviews (neighbours, park employees, conservancies)
Were there measures that specifically addressed gender impact potential (e.g. through the involvement of women in project committees, water committees, use of social workers for women, etc.)? (FC-E-specific question)		
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended objectives of the programme? *(Learning/help question)*		Project completion report, interviews (including consultants, executing agencies, project manager, TE)
Which external factors were decisive for the achievement or non-achievement of the intended objectives of the programme (also taking into account the risks anticipated		Project completion report, interviews with consultants, executing agencies, project manager, TE, among others)

beforehand)? *(Learning/help question)*					
Evaluation dimension: Quality of implementation			2	o	
How is the quality of the management and implementation of the programme (e.g. project-executing agency, consultant, taking into account ethnicity and gender in decision-making committees) evaluated with regard to the achievement of objectives?		Interviews (consultants, executing agency, project manager, TE)			
How is the quality of the management, implementation and participation in the programme by the partners/sponsors evaluated?		Project completion report, interviews (consultants, executing agencies, park employees)			
Were gender results and relevant risks in/through the project (gender-based violence, e.g. in the context of infrastructure or empowerment projects) regularly monitored or otherwise taken into account during implementation? Have corresponding measures (e.g. as part of a CM) been implemented in a timely manner? (FC-E-specific question)					
Evaluation dimension: Unintended consequences (positive or negative)			2	o	
Can unintended positive/negative direct impacts (social, economic, ecological and, where applicable,	Are there losses for local residents due to fewer poaching/land use potentials due to protected areas?	Project completion report, interviews (TE, consultants, NGOs)			

those affecting vulnerable groups) be seen (or are they foreseeable)?		
What potential/risks arise from the positive/negative unintended effects and how should they be evaluated?		
How did the programme respond to the potential/risks of the positive/negative unintended effects?		

Efficiency

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Production efficiency			3	o	
How are the inputs (financial and material resources) of the programme distributed (e.g. by instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/executing agency/other participants and affected parties, etc.)? (Learning and help question)	Was the provision of the services and infrastructure cost-effective? ,	Analysis of cost distribution, MP			
To what extent were the inputs of the programme used sparingly in relation to the outputs produced (products, capital goods and services) (if possible in a comparison with data from other evaluations of a region, sector, etc.)? For example, comparison of specific costs.					

If necessary, as a complementary perspective: To what extent could the outputs of the programme have been increased by an alternative use of inputs (if possible in a comparison with data from other evaluations of a region, sector, etc.)?					
Were the outputs produced on time and within the planned period?		Project completion report, possible creation of timeline for project implementation components			
Were the coordination and management costs reasonable (e.g. implementation consultant's cost component)? (FC-E-specific question)		Project completion report, analysis of cost distribution (see above)			
Evaluation dimension: Allocation efficiency			2	o	
In what other ways and at what costs could the effects achieved (outcome/impact) have been attained? *(Learning/help question)*	Could the use of state-of-the-art technologies (camera traps, eDNA) have been used for mapping and monitoring wildlife populations? More cost-effective than paying scouts? Less time-consuming? Would an alternative model with regard to the conservancies have been able to achieve poverty alleviation objectives, e.g. by distributing income to all members and households across the board?	Interviews, comparisons with other projects			
To what extent could the effects achieved have been attained in a more cost-effective manner, compared with an alternatively designed programme?		MP, project completion report			
If necessary, as a complementary perspective: To what extent could	How could the project have involved the local population? Would joint patrols,	Interviews (NGOs, conservancies, villages)			

the positive effects have been increased with the resources available, compared to an alternatively designed programme?	consisting of park rangers and community members, counteract poaching? To what extent were the needs and interests of the local residents surveyed at the start of the project with their involvement? Was there cooperation with NGOs in the project area?	

Impact

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Overarching developmental changes (intended)			2	o	
Is it possible to identify overarching developmental changes to which the programme should contribute? (Or if foreseeable, please be as specific as possible in terms of time)	What is the situation today in locations that did not benefit? How well are the corridors of protected areas actually protected – does the protection lead to an improved environmental situation? Has the pressure of use on resources decreased or increased? Does the support for conservancies lead to an improvement in the production base and rural incomes? Are there any studies besides those of the MET research department? How independent/reliable is the research department?	Project completion report, visitor numbers, income of conservancies over time, poaching statistics, interviews with conservancies, TE and NGOs			
Is it possible to identify overarching developmental changes (social, economic, environmental and their interactions) at the level of the		Income statistics in the region, if available, brief interviews with local residents and park residents			

intended beneficiaries? (Or if foreseeable, please be as specific as possible in terms of time)					
To what extent can overarching developmental changes be identified at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme should contribute (Or, if foreseeable, please be as specific as possible in terms of time)					
Evaluation dimension: Contribution to overarching developmental changes (intended)			2	o	
To what extent did the programme actually contribute to the identified or foreseeable overarching developmental changes (also taking into account the political stability) to which the programme should contribute?					
To what extent did the programme achieve its intended (possibly adjusted) developmental objectives? In other words, are the project impacts sufficiently tangible not only at outcome level, but also at impact level? (E.g. drinking water supply/health effects)	How stable are incomes from conservancies/tourism/land use? How fair is access to this income?	interviews, income data from conservancies, tourism data.			
Did the programme contribute to achieving its (possibly adjusted) developmental objectives at the level of the intended beneficiaries?	How plausible is it that the above-mentioned changes are due to the measures (and not to external factors, government projects/other donors/national trends)?				

Has the programme contributed to overarching developmental changes or changes in life situations at the level of particularly disadvantaged or vulnerable parts of the target group (potential differentiation according to age, income, gender, ethnicity, etc.) to which the programme was intended to contribute?		
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? *(Learning/help question)*		
Which external factors were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? *(Learning/help question)*	How important is the awarding of land use rights for the achievement of objectives considered to be? Were there fires in the project regions?	Interviews
Does the project have a broad-based impact? - To what extent has the programme led to structural or institutional changes (e.g.in organisations, systems and regulations)? (Structure formation) - Was the programme exemplary and/or broadly effective and is it reproducible? (Model character)	Can the measures be transferred to other protected areas in the country?	Interviews

How would the development have gone without the programme? (Learning and help question)					
Evaluation dimension: Contribution to (unintended) overarching developmental changes			2	o	
To what extent can unintended overarching developmental changes (also taking into account political stability) be identified (or, if foreseeable, please be as specific as possible in terms of time)?					
Did the programme noticeably or foreseeably contribute to unintended (positive and/or negative) overarching developmental impacts?	Does the improved protection of the parks in north-eastern Namibia and the fulfilment of the corridor function for wildlife migration also contribute to improved cross-regional protection of biodiversity? (Further development of the KAZA TFCA) Were the measures exemplary for neighbouring countries? Are there also impacts on protected areas and ecosystems in neighbouring countries (KAZA)?	Interviews with NGOs, secondary literature, interviews with local residents			
Did the programme noticeably (or foreseeably) contribute to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups (within or outside the target group) (do no harm, e.g. no strengthening of inequality (gender/ethnicity))?					

Sustainability

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Capacities of participants and stakeholders			4	+	
Are the target group, executing agencies and partners institution-ally, personally and financially able and willing (ownership) to maintain the positive effects of the pro-gramme over time (after the end of the promotion)?	What kind of (municipal) land use titles are associated with the establishment of conservancies? What is the situation today in locations that did not benefit? How are the co-management forums and associated management plans used today? How severe are personnel capacity bottlenecks? Maintenance and servicing of the park stations?	Project completion report, interviews			
To what extent do the target group, executing agencies and partners demonstrate resilience to future risks that could jeopardise the im-pact of the programme?	What are the long-term forecasts for tourism development? Are any corona-virus effects temporary? How is increased poaching handled in the region? How is land use pressure developing in the region? Are there risks arising from climate change? (Example: forecasts for more droughts?)	Project completion report, secondary data on tourism development, interviews, cli-mate change forecasts.			
Evaluation dimension: Contribution to supporting sustainable capaci-ties:			3	o	

Did the programme contribute to the target group, executing agencies and partners being institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time and, where necessary, to curb negative effects?	What is the acceptance of the village communities for the conservancies today? What is the demand and how are the prices on the black market developing for poaching products?				
Did the programme contribute to strengthening the resilience of the target group, executing agencies and partners to risks that could jeopardise the effects of the programme?					
Did the programme contribute to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the programme?					
Evaluation dimension: Durability of impacts over time			3	o	
How stable is the context of the programme (e.g. social justice, economic performance, political stability, environmental balance)? (*Learning/help question*)	See question above on the stability of incomes from tourism/conservancies.				
To what extent is the durability of the positive effects of the programme influenced by the context? *(Learning/help question)*					
To what extent are the positive and, where applicable, the negative	To what extent are the conservancies the key to ensuring the long-term success of the project?	Project completion report, interviews, incident book monitoring systems			

effects of the programme likely to be long-lasting?	Was there an increase/decrease in human-wildlife conflicts?	