

Bridging the Gap between People and Nature

An Evaluation of GIZ/SADC Support Projects for Strengthening Transfrontier Conservation Area Management in Southern Africa

Peter Weinert, Bartholomeow Ayinbila A-obe, Christopher Eichhorn, Nadja Frercksen, Juliane Kaufmann, Sarah Marie Müller, Sergio Rakotozafy Tercero



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Seminar für Ländliche Entwicklung | Centre for Rural Development

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In cooperation with graduates from the Southern African Wildlife College
(SAWC): Nomsa Kamanga, Eugenio Peneve and Steve Wemba

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Preface

For 58 years, the Centre for Rural Development (SLE – Seminar für Ländliche Entwicklung), Humboldt-Universität zu Berlin, has trained young professionals in the field of German and international development cooperation.

Three-month empirical research projects conducted on behalf of German or international development agencies form an integral part of this postgraduate course. In interdisciplinary teams and guided by experienced team leaders, young professionals carry out applied research on innovative future-oriented topics. This strengthens global knowledge and provides partner organisations in the host country with strategies and tools. Involving a wide range of actors in a process includes surveys and consultations at the household, expert and policy levels. Most studies refer to rural (or urban) development and have a socio-economic focus, such as the enhancement of livelihoods or the design of regimes to manage natural resources sustainably. Our partner countries have either been developing or transformation countries and occasionally fragile states. Some studies develop new methodologies, published in handbooks or guidelines. Further priorities are evaluations, impact analysis and participatory planning. In the future, however, studies may also take place in the global north, since the Sustainable Development Goals (SDGs) are a global concern.

Throughout the years, SLE has carried out more than 200 cooperation projects in over 90 countries. This series publishes the results.

The present study “Bridging the Gap between People and Nature” evaluates support projects in two Transfrontier Conservation Areas in the SADC region and was carried out in cooperation with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

We wish you a stimulating read.

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Firstly, we wish to express our gratitude to our three research partners from Zambia, Malawi, and Mozambique: Nomsa Kamanga, Steve Wemba and Eugenio Peneve. Their knowledge of local contexts and languages as well as their expertise in TFCAs and natural resource management made their contributions to the research invaluable.

We are extremely thankful to Martin Leineweber, TFCA Advisor from the SADC/GIZ TUPNR Programme, for initiating this evaluation and orchestrating multiple logistical arrangements on our behalf whilst providing cultural orientation and unending local expertise.

Many thanks and appreciation go to the Peace Parks Foundation (PPF) for providing us with numerous reports and important information and to the fantastic staff of the Southern African Wildlife College (SAWC) for their logistical support, very helpful discussions and for hosting us.

We would like to express our sincerest gratitude to the Malawi-Zambia TFCA Project Coordinator, Lackson Mwenya, for organising the evaluation visit in Zambia and Malawi and for his tireless enthusiasm and willingness to share his project insights and expertise in the TFCA field.

We wish to thank David Chandalala from the implementing organisation Community Markets for Conservation (COMACO) in Zambia and Charles Matewere from the Catholic Development Commission in Malawi (CADECOM) for introducing us to communities and smoothly conducting interviews in remote areas. Our visits to national parks were made possible by focal persons at the Departments for National Parks and Wildlife (DNPW) in Zambia and Malawi, Erastus Kanchea and Timothy Maseko Chana, who also shared with us their vast knowledge of conservation efforts and human-wildlife conflicts.

We would like to thank the project management team from the Lubombo TFCA, Seth Maphalala, Nomsa Mabila, and Maduze Dlamini, for sharing their insights, support in the field and great hospitality.

Special gratitude goes to all community members who hosted us during our research, as this evaluation would not have been possible without their patience, openness, and knowledge. We extend our appreciation to all stakeholders and technical experts who devoted their time and energy to answering our questions and sharing their views. We sincerely hope that the findings of this evaluation will benefit all of them.

We would like to thank everyone who supported this research during its preparation, implementation, and finalisation phase. We are especially grateful to Iris Paulus for her valuable input on how to conduct OECD-DAC evaluations and to Reiner Woytek for sharing his long-standing working experience. Finally, we thank the SLE staff, especially Silke Stöber who always provided excellent support, advice, and guidance.

Executive Summary

"Ultimately conservation is about people. If you don't have sustainable development around these wildlife parks, then people will have no interest in them, and the parks will not survive." – Nelson Mandela

Background and Objectives

Functioning ecosystems are essential for sustaining biodiversity and human livelihoods, but are increasingly threatened by unsustainable use of natural resources, population growth, wildlife crime, and ineffective institutional governance. To protect the unique flora and fauna in the Southern African Development Community (SADC) region, protected areas have been established in all member countries. As ecosystems stretch over national borders, SADC members recognise the need to coordinate conservation efforts across borders. Consequently, Transfrontier Conservation Areas (TFCAs) have been established to foster cross-border natural resource management and socio-economic development of communities living within these areas. TFCAs in the SADC region aim to harmonise nature conservation with rural livelihoods and embrace active community participation and multi-stakeholder involvement in the planning and management of natural resources. The expected long-term benefits of TFCAs are the socio-economic development of rural communities, increased collaboration between countries that share these ecosystems, and regional integration of the SADC member states.

In order to support this highly-complex endeavour, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), as part of their programme "Transboundary Use and Protection of Natural Resources in the SADC Region (TUPNR)", promoted various activities between 2015 and 2020, which aimed at improving the management of these areas and their capacity to provide benefits. This report focuses on the evaluation of two support projects (SPs) in the Kasungu-Lukusuzi component of the Malawi-Zambia TFCA and the Lubombo Conservancy-Goba (LCG) sub-component of the Lubombo TFCA of Eswatini, Mozambique, and South Africa.

The SP project in Malawi and Zambia was jointly funded by the German government through GIZ and PPF with an original three-year duration (2016-2019) and a budget of 900,000 EUR. The project was extended to 2020 with additional budgetary support of 600,000 EUR. PPF was tasked with project management and reporting while local partners in both countries implemented

the project. The SP in Lubombo operated from 2016 to 2019 with a one-year extension to April 2020 and a total budget of 750,000 EUR. The division of project responsibilities was similar to that of the SP in Malawi and Zambia.

Methods

The evaluation of the SPs was based on the five criteria from the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC): relevance, effectiveness, efficiency, impact, and sustainability. In addition to these criteria, the evaluation features three cross-cutting issues that were important in the context of the project implementation: community participation, gender, and stakeholder cooperation. The study encompassed three phases: a preparatory phase in Berlin, a field phase in the project areas, and an analytical and report writing phase. In the field, the team was supported by three research partners from Malawi, Zambia, and Mozambique. Data was collected through literature review, semi-structured expert interviews as well as group discussions. In total, 63 expert interviews and group discussions were held in the Malawi-Zambia TFCA; whereas, in the Lubombo TFCA, 22 expert interviews and group discussions were conducted. Interviewed stakeholders included national, regional, and local government bodies; implementing partners from international, regional, and community levels; and community members. The research team applied a mixed-methods approach with a focus on qualitative data collection.

Main Findings

Assessment of SP Design

The project design of both SPs was analysed according to factors such as project duration, geographical scope, and financing structures. Evaluation of those factors revealed that some aspects of the project design in project duration, geographical scope, and financing structures inhibited project implementation and the fulfilment of project objectives.

The implementation period of both SPs was considered too short by implementing partners even though the duration of both projects was extended beyond the initial deadline to allow for the completion of the projects. In both TFCAs, it was challenging for partners to implement the numerous activities under different project components, particularly because of the geographical scope of the SPs. In Lubombo, for instance, the Project Management Unit (PMU) had to cover long distances to coordinate activities between three highly-

dispersed, fragmented areas which were part of the TFCA. The engagement of PPF as a financial manager in both projects allowed for efficient allocation and use of funds, but at the same time, less direct supervision of implementing partners as coordination was done from the PPF headquarters in South Africa. Moreover, the complex management structure of the project involving several actors at various levels challenged effective project implementation in both TFCAs. By outsourcing project components to experienced local organisations and consultants, synergetic relationships were created and can be scaled up in future projects. For example, in the Malawi-Zambia TFCA, local agencies who already had long-standing, trusting relationships with communities helped bring these communities on board by highlighting the combination of long-term impacts and tangible short-term benefits of using and protecting natural resources.

Even though a gender dimension was not explicitly incorporated in the project design, many of the beneficiaries of the livelihood component were women and have been hailed as conservation multipliers in their communities.

Finally, it is worth mentioning that the design of both SPs incorporated support for implementing partners to prepare bankable funding proposals through consultancies. As a result of the SPs, both TFCAs have gained position in the donor landscape and could access further funding and relationships with similar projects.

Evaluation of the Malawi-Zambia TFCA Project Implementation

The activities conducted by the SP in the area of Lukusuzi and Kasungu National Parks were evaluated as "*successful*". The relevance of implemented components and their interplay to the TFCA and local communities is beyond doubt. The applied promotion of governance and cross-border law enforcement, facilitation of the establishment of bio-corridors between national parks, and the improvement of rural livelihoods are all key intervention areas for strengthening TFCAs in Southern Africa. Most of the intended outputs regarding joint governance platforms, planning instruments, support for cross-border park management, ecosystem connectivity, and alternative livelihood activities were accomplished on time or were about to be accomplished at the time of the evaluation. The implemented activities showed considerable impacts on improving cross-border governance and law enforcement on multiple levels, while at the same time improving income opportunities and, therefore, livelihoods of local communities. A lack of clarity among some stakeholders regarding roles and responsibilities and procurement procedures affected efficiency negatively.

Minor shortcomings in effectiveness were found in cross-border operations as radio systems were not established and not all planned trainings and meetings were conducted. Additionally, the sustainability of some activities, management committees, and cross-border operations is insecure as a result of national authorities' severe budget limitations. Particularly in Malawi, the continuity of activities promoted under the livelihood component is at risk as implementing partners will withdraw from the area when the project phases out. On the Zambian side of the TFCA, the continuity of the livelihood component is slightly more stable since private sector agricultural extension service has reached some degree of institutionalisation, while public extension service is largely absent on both sides of the TFCA. Positive regional impacts are expected through the presence of other important projects, namely the Zambia Integrated Forest Landscape Project (ZIFLP) funded by the World Bank.

Evaluation of the Lubombo TFCA Project Implementation

The Lubombo TFCA, just like many others in the SADC region, faces difficulties in the development of tourism due to lack of capacities in planning, management, and marketing. Even though the regional policy strategies of SADC prioritise tourism as a means of promoting economic development and regional integration, few investment incentives and institutional barriers to cross-border travel still pose challenges, especially in rural areas. The evaluation focused on activities promoting transboundary governance and cross-border tourism development in the Lubombo Conservancy-Goba sub-component of the TFCA between Eswatini and Mozambique.

Overall, the SP was rated "*rather successful*" according to OECD-DAC criteria. One highlight has been increased environmental awareness amongst communities as a result of sensitisation meetings and trainings. This had a positive effect on the project's goal to reduce pressures on natural resources, yet the overall impact on involved communities in the context of poverty reduction remains limited. Despite the existence of trilateral agreements, which should enable the consolidation of project results, it is still unclear whether governments will be able to set aside sufficient funds to cater for the implementation of these agreements. Nevertheless, cooperation with touristic marketing initiatives and tour operators is touted as a good way to sustain the tourism product.

We evaluated the SP's contribution to ecological and community development more specifically using the criteria relevance, effectiveness, and impact. We will now discuss each of these in turn. Concerning our assessment criteria of "relevance", the establishment of joint management committees is regarded by

the study team as useful in fostering multi-stakeholder cooperation. Similarly, community forums mobilise the grassroots level and bring communities within the region together while empowering them to express their concerns, coordinate development efforts, and prepare common strategies. Additionally, the livelihood approach of cross-border tourism development presents a win-win solution to the challenges in conservation; it is strongly embedded in the relevant regional strategic and policy frameworks and addresses a core problem faced by the target group: the underdevelopment of touristic assets in the region.

When it comes to criteria of “effectiveness”, measures aimed at improving governance formed the basis for the implementation of other project activities, which were necessary to bring different actors together, especially considering the physical fragmentation of the Lubombo Transfrontier Conservation Area (LTFCA). Most of the activities under tourism development have been implemented at the time this report was prepared while the rest are likely to be completed before the end of the project. The establishment of bush camps in two communities in Eswatini and Mozambique and a hiking trail linking these camps has been partially achieved. Though not yet finalised, the development of Situational Analyses, an Eco-Business Planning Guideline, and a cross-border tourism strategy – when completed – will integrate different areas of the TFCA, guide the management of touristic assets, and better market these products. Financial efficiency could not be assessed in detail as this evaluation solely focused on one sub-component and the project budget could not accommodate targeted assessment of this part of the TFCA. It was also noticed that delays and communication gaps impeded overall efficiency.

Under the “impact” criterion, the tourism project has enabled exchange between communities across borders, though not yet to a significant extent. For the Mhlumeni community in Eswatini, the campsite is already generating a little income. Through the support of existing structures, the project has added value to nature conservation by bringing stakeholders in the region together and enhancing community participation; however, without a clear exit strategy, established committees and community forums are bound to fail as institutional development is a rather long-term process. While governmental support for cross-border initiatives is weak in both Eswatini and Mozambique, there is still relatively more political will on the Swazi side which can be bolstered to encompass the entire region. Continuous government support is necessary to sustain them and communities need tangible benefits to continue to fully participate in conservation. Sustainability remains a challenging issue for tourism even though a rough financing plan for the management and maintenance of the cross-border

trail and the two camps has been designed. Nonetheless, the inclusion of the Mhlumeni-Goba Transboundary Trail in the wider regional tourism marketing strategy is a noteworthy achievement.

Conclusion

In conclusion, capacity building and cross-border stakeholder engagement in both projects have laid the foundation for more effective management of these TFCAs as envisioned by the SADC TFCA and the SADC/GIZ TUPNR programmes. Although there is room for improvement in terms of sustainability, both projects have fostered active and voluntary community involvement in conservation discourse. In Malawi and Zambia, the key messages are that capacities in park management (working conditions, institutional framework, and planning instruments for cross-border cooperation) have improved. Most importantly, the project has sparked a change in mindset amongst communities towards the sustainable use and protection of natural resources. In Lubombo, the establishment of management committees and community forums has laid the foundation for collaboration in this geographically-fragmented TFCA. In an arrangement such as Lubombo, cross-border tourism development is important for linking communities and early trust building, and awareness raising and the incorporation of tangible benefits in the project design is crucial for community participation.

Recommendations

Based on the evaluations' findings, a list of recommendations has been developed for each of the four main stakeholder groups within the TFCA SP: national governments, implementing partners, donors, and local communities.

Although local governance is the centrepiece of successful and sustainable natural resource management projects, delivering tangible benefits from conservation to local communities is key for gaining their interest and support. In this regard, the private sector is an important partner for improving agricultural practices, as well as for the development and management of community-based tourism, including creating sustainable tourism assets that benefit local communities. Successful models may be scaled up or replicated. Therefore, it is recommended to national governments to

- pursue TFCA management in the form of a business model to generate the maximum economic potential and strive for financial sustainability and

- harmonise rules regarding access to park resources by communities within the TFCA.

Implementing partners are the key actors for achieving the intended outputs and impacts of projects on the ground. Their local experience and trusting relationships with communities and national authorities are valuable assets in achieving transformational change. It is recommended to them to

- target women by empowering them through specific activities and make use of their large potential as conservation multipliers and
- combine long-term activities for communities with short-term interventions to create fast and visible benefits.

Besides the implementing partners, international donors continue to play an important role in financing these vast areas and promoting activities that focus on people-centred nature conservation approaches. It is recommended to them to

- better align project timeframes and financial resources with the timeframes and financial resources of projects in cross-border conservation through partner-driven planning and
- conduct stricter and clearer monitoring, evaluation, and performance assessment of implementing partners and ensure strict financial accountability.

Last but not least, local communities are the focus of transformational change for nature conservation in TFCAs in Southern Africa. They also bear the biggest burden of nature conservation. They are recommended to

- present the communities' promising ideas and needs to local decision-makers and implementing partners whenever possible to increase the chance of those efforts receiving support from national authorities or international donors and
- strengthen existing community-based support groups and use them as good practice multipliers to scale up group self-help activities in communities (e.g. producer or VSL groups, beekeeping clubs).

Zusammenfassung

„Letztendlich geht es bei der Erhaltung natürlicher Ressourcen um Menschen. Wenn es keine nachhaltige Entwicklung im Umfeld dieser Wildparks gibt, werden die Menschen kein Interesse an ihnen haben und die Parks werden nicht überleben.“ – Nelson Mandela

Hintergrund und Ziele

Funktionierende Ökosysteme sind für den Erhalt der Biodiversität und des Lebensunterhalts der Menschen von wesentlicher Bedeutung. Sie werden jedoch zunehmend durch die Übernutzung natürlicher Ressourcen, Bevölkerungswachstum, Wilderei und eine ineffektive Governance bedroht. Zum Schutz der einzigartigen Flora und Fauna in der Southern African Development Community (SADC) Region wurden in allen Mitgliedsländern Schutzgebiete eingerichtet. Da sich Ökosysteme jedoch über nationale Grenzen hinaus erstrecken, erkannten die SADC-Mitglieder die Notwendigkeit, diese koordiniert über die Grenzen hinweg zu erhalten. Infolgedessen wurden sog. grenzüberschreitende Schutzgebiete (Transfrontier Conservation Areas, TFCAs) eingerichtet, um die natürlichen Ressourcen grenzübergreifend zu managen und die sozioökonomische Entwicklung der in diesen Gebieten lebenden Bevölkerungsgruppen zu fördern. Die TFCAs in der SADC-Region haben zum Ziel, den Naturschutz mit den Lebensgrundlagen der Menschen (Livelihoods) in Einklang zu bringen, wobei eine aktive Beteiligung der Bevölkerung sowie die Einbeziehung verschiedener Interessengruppen in die Planung und das Management der natürlichen Ressourcen angestrebt wird. Erwarteter längerfristiger Nutzen für diese Gebiete sind die sozioökonomische Entwicklung der anliegenden ländlichen Gemeinden, die verstärkte Zusammenarbeit zwischen Ländern, die diese Ökosysteme teilen, und die regionale Integration der SADC Mitgliedsstaaten.

Um dieses hochkomplexe Unterfangen zu unterstützen, förderte die Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) zwischen 2015 und 2020 im Rahmen ihres Programms „Grenzüberschreitende Nutzung und Schutz der natürlichen Ressourcen in der SADC-Region“ (Transboundary Use and Protection of Natural Resources in the SADC Region, TUPNR) verschiedene Aktivitäten mit dem Ziel, das Management dieser Gebiete und ihre Fähigkeiten, den erwarteten Nutzen zu erbringen, zu verbessern. Dieser Bericht konzentriert sich auf die Evaluierung von zwei sogenannten Unterstützungsprojekten (Support Projects, SPs) in der Komponente Kasungu-Lukusuzi des Malawi-Sambia TFCA und der

Unterkomponente Lubombo Conservancy-Goba (LCG) des Lubombo TFCA (Eswatini, Mosambik und Südafrika).

Das SP-Projekt in Malawi und Sambia wurde in dem Zeitraum von 2016 bis 2019 von der Bundesregierung über die GIZ gemeinsam mit der Peace Parks Foundation (PPF) mit einem Budget von 900.000 EUR finanziert. Im Zuge der Implementierung wurde es um 600.000 EUR aufgestockt und bis 2020 verlängert. Die PPF war mit dem Projektmanagement und der Berichterstattung beauftragt; die Durchführung erfolgte in beiden Ländern durch lokale Partner. Das SP-Projekt in Lubombo umfasste ein Gesamtbudget von 750.000 EUR und eine anfängliche Laufzeit von 2016 bis 2019, die ebenfalls bis 2020 verlängert wurde. Die Organisationsstruktur des Projekts ähnelte der des SP in Malawi und Sambia.

Methoden

Die Evaluierung der SPs basierte auf den fünf OECD-DAC-Kriterien: Relevanz, Effektivität, Effizienz, Wirkung und Nachhaltigkeit. Zusätzlich zu diesen Kriterien umfasste die Evaluierung drei Querschnittsthemen, die im Rahmen der Projektumsetzung wichtig waren: Partizipation der Gemeinden, Gender und Zusammenarbeit der Interessengruppen. Die Studie war in drei Phasen unterteilt: eine Vorbereitungsphase in Berlin, eine Feldphase in den jeweiligen Projektgebieten und eine Analyse- und Berichterstellungsphase. Drei Forschungskollegen aus Malawi, Sambia und Mosambik unterstützten das Team vor Ort. Die Daten wurden mittels Auswertung relevanter Projektdokumente, halbstrukturierte Experteninterviews sowie Gruppendiskussionen gesammelt. Insgesamt fanden im Malawi-Sambia TFCA 63 Experteninterviews und Gruppendiskussionen statt, während im Lubombo TFCA 22 Experteninterviews und Gruppendiskussionen durchgeführt wurden. Befragt wurden Regierungsstellen, Durchführungspartner auf internationaler, regionaler und kommunaler Ebene sowie einzelne Gemeindemitglieder. Das Forschungsteam wandte einen Ansatz mit gemischten Methoden an, wobei der Schwerpunkt auf der qualitativen Datenerhebung lag.

Hauptergebnisse

Bewertung des Projektdesigns der SPs

Im Gegensatz zur detaillierten Evaluierung der Umsetzung der SPs nach OECD-DAC-Kriterien wird das Projektdesign beider SPs unter Berücksichtigung von Aspekten wie Projektdauer, geografischer Ausdehnung und Finanzierungsstrukturen analysiert. Insgesamt zielen die SPs darauf ab,

Entwicklungen anzustoßen, wobei einige Aspekte der Konzepte eine effiziente Projektimplementierung erschwerten.

Die Durchführungsdauer beider SPs wurde von den Partnern vor Ort als zu kurz angesehen, obwohl die Laufzeit beider Projekte über die ursprüngliche Frist hinaus verlängert wurde, um den Abschluss des Vorhabens zu ermöglichen. In beiden TFCAs war es für die Partner eine Herausforderung, die zahlreichen Aktivitäten der verschiedenen Projektkomponenten umzusetzen, unter anderem auch wegen der geografischen Ausdehnung der SPs, insbesondere in Lubombo. Die Integration von drei fragmentierten Gebieten des TFCA in das Projekt war eine Herausforderung für die Project Management Unit (PMU) da sie große Entfernungen zurücklegen musste, um die Aktivitäten zwischen den verstreuten Gebieten zu koordinieren.

Das Engagement von PPF als Finanzmanager in beiden Projekten trug in hohem Maße zur effizienten Mittelzuweisung und -verwendung bei. Da die Koordination von der PPF-Zentrale in Südafrika aus erfolgte, war die Aufsicht über die Durchführungspartner jedoch gering. Darüber hinaus war die komplexe Managementstruktur unter Beteiligung mehrerer Akteure auf verschiedenen Ebenen für eine effiziente Projektverwaltung in beiden TFCAs eine Herausforderung. Ungeachtet dessen hat das Outsourcing von Projektkomponenten an erfahrene lokale Organisationen und Berater Synergien geschaffen, die in zukünftigen Projekten repliziert werden könnten. Im Malawi-Sambia TFCA hat die Beteiligung von ortskundigen Organisationen, die bereits über langjährige Erfahrungen und vertrauensvolle Beziehungen zu den Gemeinden verfügen, beispielsweise dazu beigetragen, diese mit an Bord zu holen. Davon abgesehen hat die Kombination langfristiger Wirkungen mit kurzfristig sichtbaren Ergebnissen die Beteiligung der Gemeinden an der Nutzung und dem Schutz natürlicher Ressourcen erheblich gefördert. Obwohl eine geschlechtsspezifische Dimension nicht ausdrücklich in das Projektdesign einbezogen wurde, waren viele der Nutznießer der Livelihood-Komponente Frauen, die in ihren Gemeinden als Multiplikatoren für den Naturschutz geachtet werden. Nicht zuletzt beinhalteten beide SPs die Unterstützung der Durchführungspartner bei der Ausarbeitung bankfähiger Finanzierungsanträge durch externe Berater. Es ist erwähnenswert, dass das Interesse verschiedener Geber an beiden TFCAs durch die SPs gestiegen ist, was möglicherweise zu einer weiteren Finanzierung und zu Synergien mit ähnlichen Projekten in diesen Bereichen führen wird.

Evaluierung der Umsetzung des TFCA-Projekts Malawi-Sambia

Die Aktivitäten des SP im Bereich der Nationalparks Lukusuzi und Kasungu wurden als „*erfolgreich*“ bewertet. Die implementierten Komponenten und ihr Zusammenspiel sind für das TFCA und die lokalen Gemeinden äußerst relevant. Die Förderung von Governance und der grenzüberschreitenden Strafverfolgung, die Einrichtung von Biokorridoren zwischen Nationalparks und die Verbesserung der Existenzgrundlagen in ländlichen Gebieten sind wichtige Interventionsbereiche zur Stärkung von TFCAs im südlichen Afrika. Außerdem wurde der Großteil der geplanten Ergebnisse hinsichtlich gemeinsamer Governance-Plattformen, Planungsinstrumente, Unterstützung für grenzüberschreitendes Parkmanagement, Ökosystemkonnektivität und alternative Livelihoods planmäßig erreicht oder waren zum Zeitpunkt der Evaluierung kurz davor erreicht zu werden. Die durchgeführten Aktivitäten hatten erhebliche Auswirkungen auf eine Verbesserung des grenzüberschreitenden Managements der Schutzgebiete und der Strafverfolgung während gleichzeitig die Einkommenschancen und damit die Lebensgrundlagen der lokalen Bevölkerung verbessert wurden. Ein Mangel an Klarheit in Bezug auf Rollen und Verantwortlichkeiten bei einigen der Beteiligten sowie Kostenabweichungen bei der Beschaffung eines Funkkommunikationssystems wirkten sich jedoch negativ auf die Effizienz aus.

Bei der Komponente der grenzüberschreitenden Einsätze bestehen geringfügige Mängel in Bezug auf die Effektivität, da bisher weder das Funksystem eingerichtet noch alle geplanten Schulungen und Treffen durchgeführt wurden. Abgesehen davon ist die Nachhaltigkeit einiger durchgeführter Aktivitäten – zum Beispiel Treffen der Management Komitees und grenzüberschreitende Einsätze – angesichts starker Budgetbeschränkungen nationaler Behörden nicht gesichert. Insbesondere in Malawi ist die Kontinuität der Aktivitäten, die im Rahmen der Livelihood-Komponente gefördert wurden, gefährdet, da sich die Durchführungspartner nach Ende des Projektes zurückziehen werden. In dieser Hinsicht erreichte nur der landwirtschaftliche Beratungsdienst des privaten Sektors auf sambischer Seite des TFCA einen gewissen Grad an Institutionalisierung, während der öffentliche Beratungsdienst auf beiden Seiten des TFCA weitgehend fehlt. Durch Präsenz weiterer wichtiger Projekte, vor allem das von der Weltbank finanzierte ZIFLP (Zambia Integrated Forest Landscape Project), werden weitere Impulse für die Region erwartet.

Evaluierung der Umsetzung des TFCA-Projekts Lubombo

Das Lubombo TFCA sieht sich wie viele andere in der SADC-Region mit Schwierigkeiten bei der Entwicklung des Tourismus konfrontiert, da es an Kapazitäten für Planung, Management und Marketing mangelt. Obwohl die regionalpolitischen Strategien der SADC dem Tourismus als Mittel zur Förderung der wirtschaftlichen Entwicklung und der regionalen Integration priorisieren, stellen mangelnde Investitionsanreize und institutionelle Hindernisse für grenzüberschreitendes Reisen noch immer eine Herausforderung dar. Die Evaluierung konzentrierte sich auf Aktivitäten zur Förderung der grenzüberschreitenden Governance und Tourismusentwicklung in der Unterkomponente Lubombo Conservancy-Goba zwischen Eswatini und Mosambik.

Insgesamt wurde das SP gemäß OECD-DAC-Kriterien als insgesamt *„eher erfolgreich“* eingestuft. Ein Highlight ist das erhöhte Umweltbewusstsein der am SP beteiligten Gemeinden als Ergebnis von Sensibilisierungsmeetings und Schulungen. Dies wirkte sich positiv auf die Projektzielerreichung – den Druck auf die natürlichen Ressourcen zu verringern – aus. Die Gesamtwirkung des Vorhabens auf die betroffenen Gemeinden hinsichtlich einer Armutsreduzierung bleibt jedoch gering. Trotz der Existenz trilateralen Abkommen, die die Konsolidierung der Projektergebnisse ermöglichen sollen, ist noch unklar, ob die Regierungen in der Lage sind, ausreichende Mittel für die Umsetzung dieser Abkommen bereitzustellen. Dennoch wird die Zusammenarbeit mit touristischen Marketinginitiativen und Reiseveranstaltern als ein guter Weg zur Förderung des Tourismusprodukts angesehen.

In Bezug auf die Relevanz wird die Einrichtung gemeinsamer Management-Komitees als nützlich erachtet, um die Zusammenarbeit zwischen mehreren Akteuren zu fördern. In ähnlicher Weise sind Community-Foren wichtig, um die Bevölkerungsbasis zu mobilisieren und Gemeinden in der Region zusammenzubringen. Gleichzeitig ermöglicht ihnen dies, ihre Bedenken zu artikulieren, die Entwicklungsbemühungen zu koordinieren und gemeinsame Strategien vorzubereiten. Der Livelihood-Ansatz der grenzüberschreitenden Tourismusentwicklung bietet eine Win-Win-Lösung für die Herausforderungen des Naturschutzes und ist in dem relevanten regionalen, strategischen und politischen Rahmen eingebettet. Auch hat die Zielgruppe die mangelnde touristische Infrastruktur in der Region als ein wichtiges Defizit identifiziert.

In Bezug auf die Effektivität bildeten Maßnahmen zur Verbesserung der Governance die Grundlage für die Umsetzung anderer Projektaktivitäten die

erforderlich waren, um verschiedene Akteure zusammenzubringen, insbesondere angesichts der Fragmentierung des LTFCAs. Die meisten Aktivitäten der Tourismusentwicklung wurden bereits umgesetzt, während die restlichen voraussichtlich vor Projektende abgeschlossen sein werden. Die Einrichtung von Buschcamps in jeweils einer Gemeinde in Eswatini und Mosambik sowie eines Wanderweges, der diese Camps verbindet, wurde erst teilweise erreicht. Situationsanalysen, eine Öko-Business-Planungsrichtlinie und eine grenzüberschreitende Tourismusstrategie werden – wenn abgeschlossen – verschiedene Bereiche des TFCA integrieren, Orientierung für das Management von touristischer Infrastruktur geben und diese Produkte besser vermarkten helfen. Die finanzielle Effizienz konnte nicht im Detail bewertet werden, da sich diese Evaluierung ausschließlich auf eine Unterkomponente konzentrierte und das Projektbudget nicht so aufgeschlüsselt werden konnte, dass eine gezielte Bewertung dieses Teils des TFCA möglich war. Jedoch beeinträchtigten Verzögerungen und Kommunikationslücken die Gesamteffizienz.

Hinsichtlich des Wirkungskriteriums hat das Tourismusprodukt den Austausch zwischen Gemeinden über Grenzen hinweg ermöglicht, wenn auch noch nicht in sehr relevantem Ausmaß. Für die Mhlumeni-Gemeinde in Eswatini generiert das Camp bereits ein gewisses Einkommen. Das Projekt hat einen Mehrwert für den Naturschutz geschaffen, indem die Interessenvertreter in der Region zusammengebracht sowie die Beteiligung der Bevölkerung und somit bestehende Strukturen gestärkt wurden. Ohne eine klare Ausstiegsstrategie des Projekts sind etablierte Komitees und Community-Foren jedoch zum Scheitern verurteilt, da die institutionelle Entwicklung ein eher langfristiger Prozess ist. Während die Unterstützung der Regierungen für grenzüberschreitende Initiativen sowohl in Eswatini als auch in Mosambik insgesamt gering ist, zeigt Eswatini unter dem Strich einen größeren politischen Willen. Eine kontinuierliche staatliche Unterstützung ist erforderlich, um diese Initiativen zu erhalten. Gemeinden brauchen andererseits ebenfalls einen spürbaren Nutzen, um sich aktiv am Naturschutz zu beteiligen. Nachhaltigkeit bleibt eine Herausforderung für die Tourismusprodukte, obwohl ein grober Finanzierungsplan für das Management und die Instandhaltung des grenzüberschreitenden Wanderweges und der beiden Camps erstellt wurde. Nichtsdestotrotz ist die Integration des grenzüberschreitenden „Mhlumeni-Goba Transboundary Trails“ in die regionale Tourismusmarketingstrategie ein positives Ergebnis.

Fazit

Zusammenfassend hat der Kapazitätsaufbau und das grenzüberschreitende Engagement der Beteiligten in beiden Projekten, wie in den Programmen SADC TFCA und SADC/GIZ TUPNR vorgesehen, den Grundstein für ein wirksames Management in diesen TFCAs gelegt. Obwohl hinsichtlich Nachhaltigkeit noch Verbesserungspotenzial besteht, haben beide Projekte eine aktive und freiwillige Einbindung der Gemeinden in den Naturschutzdiskurs gefördert. Als zentrales Prüfungsergebnis lässt sich für Malawi und Sambia festhalten, dass sich die Kapazitäten des Parkmanagements durch bessere Arbeitsbedingungen, der Schaffung eines institutionellen Rahmens und Planungsinstrumenten für die grenzüberschreitende Zusammenarbeit erhöht haben. Vor allem hat das Projekt jedoch eine veränderte Denkweise in den Projektgemeinden hinsichtlich der nachhaltigen Nutzung und des Schutzes der natürlichen Ressourcen angestoßen. In Lubombo hat die Einrichtung von Management-Komitees und Gemeindeforen den Grundstein für die Zusammenarbeit in diesem geografisch fragmentierten TFCA gelegt. Grenzüberschreitende Tourismusentwicklung ist wichtig, um Gemeinden mit den Rahmenbedingungen vom Lubombo TFCA zu verbinden. Weiterhin ist ein frühzeitiger Vertrauensaufbau, Bewusstseinsbildung und die Einplanung von rasch wirksamen Maßnahmen in die Projektkonzeption von entscheidender Bedeutung für eine Beteiligung der Gemeinden.

Empfehlungen

Auf der Grundlage der Ergebnisse der Evaluierungen wurde eine Liste mit Empfehlungen für jede der vier wichtigsten Interessensgruppen innerhalb des TFCA SP erstellt – nationale Regierungen, Durchführungspartner, Geber und lokale Gemeinden.

Obwohl „Local Governance“ das Herzstück erfolgreicher und nachhaltiger Projekte zum Management natürlicher Ressourcen ist, ist für das Interesse und die Unterstützung der lokalen Gemeinden entscheidend, dass diese einen spürbaren Nutzen aus dem Naturschutz ziehen. Hierbei ist der Privatsektor ein wichtiger Partner für die Verbesserung der landwirtschaftlichen Praktiken sowie für die Entwicklung und das Management von gemeindebasiertem Tourismus, einschließlich der Schaffung einer nachhaltigen Tourismusinfrastruktur. Erfolgreiche Modelle können skaliert oder repliziert werden. Den nationalen Regierungen wird empfohlen:

XX Zusammenfassung

- Das TFCA-Management in Form eines „Business Models“ zu gestalten, um das maximale wirtschaftliche Potenzial zu und finanzielle Nachhaltigkeit zu erzielen.
- Die Regeln für den Zugang von Gemeinden zu den natürlichen Ressourcen der Parks innerhalb der TFCA zu harmonisieren.

Durchführungspartner sind die Hauptakteure, um die angestrebten Ergebnisse und Wirkungen von Projekten vor Ort zu erzielen. Ihre lokalen Erfahrungen und vertrauensvollen Beziehungen zu Gemeinden und nationalen Behörden sind ein wesentlicher Aspekt, um deren Transformation zu erreichen. Es wird empfohlen:

- Frauen zu fördern, indem sie durch konkrete Aktivitäten gestärkt werden und ihr großes Potenzial als Multiplikatorinnen für den Naturschutz genutzt wird.
- Langfristige Aktivitäten für Gemeinden mit kurzfristigen Interventionen zu kombinieren, um einen schnellen und sichtbaren Nutzen zu erzielen.

Neben den Durchführungspartnern spielen internationale Geber weiterhin eine wichtige Rolle bei der Finanzierung dieser großflächigen Gebiete und bei der Förderung von Aktivitäten, die sich auf den Menschen bezogene Naturschutzansätze konzentrieren. Es wird empfohlen:

- Planungen stärker auf den Partner auszurichten, um somit Zeitrahmen und finanzielle Ressourcen des Projekts besser mit der Durchführungszeit und Finanzausstattung anderer Vorhaben im grenzüberschreitenden Naturschutz in Einklang bringen zu können.
- Strengeres und klareres Monitoring & Evaluierung durchzuführen und Leistungen der Durchführungspartner zu bewerten sowie strikte finanzielle Rechenschaftspflicht sicherzustellen.

Nicht zuletzt sind lokale Gemeinden die Fokusgruppe für den Wandel hin zu mehr Ressourcenschutz in den TFCA im südlichen Afrika. Gleichzeitig tragen sie die größte Last des Naturschutzes. Ihnen wird empfohlen:

- Den lokalen Entscheidungsträgern und Implementierungspartnern vielversprechende Ideen, aber auch Bedürfnisse innerhalb der Gemeinden zu präsentieren, wann immer dies möglich ist, um die Chance zu erhöhen, dass diese künftig von nationalen Behörden oder internationalen Gebern unterstützt werden.
- Bestehende gemeindenahen Selbsthilfegruppen zu stärken und als Good Practices/Multiplikatoren zu verwenden, um die gruppenbezogenen

Aktivitäten zu verbreiten und dadurch eine Verbesserung der Selbsthilfe in der Gemeinde zu erreichen (zum Beispiel Produzenten- oder gemeindebasierte Sparer-Gruppen, Imkereiclubs).

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Abbreviations

ANAC	National Administration for Conservation Areas (Administração Nacional das Áreas de Conservação)
BMZ	German Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung)
CADECOM	Catholic Development Community
CBNRM	Community-Based Natural Resource Management
CCA	Community Conservation Area
CCP	Community Conservation Plan
COMACO	Community Markets for Conservation
COSPE	Cooperation for the Development of Emerging Countries (Cooperazione per lo Sviluppo dei Paesi Emergenti)
CRB	Community Resource Board
DAC	Development Assistance Committee
DNPW	Department of National Parks and Wildlife
EBPG	Eco Business Planning Guideline
ENTC	Eswatini National Trust Commission
FAO	Food and Agriculture Organization of the United Nations
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GMP	General Management Plan
HWC	Human–Wildlife Conflict
IFAW	International Fund for Animal Welfare
IGA	Income generating activity
IMDF	Integrated Management Development Plan
JMC	Joint Management Committee
JPMC	Joint Park Management Committee

XXX Abbreviations

KAWICCODA	Kasungu Wildlife Conservation Association and Development Association
KfW	Kreditanstalt für Wiederaufbau / German Development Bank
LAC	Local Advisory Committee
LCG sub-component	Lubombo Conservancy-Goba sub-component
LCG-UTF TFCA	Lubombo Conservancy-Goba and Usuthu-Tembe-Futi TFCA
LTFCFA	Lubombo Transfrontier Conservation Area
LEAP	Law Enforcement and Anti-Poaching Strategy
MGTT	Mhlumeni-Goba Transboundary Trail
M&E	Monitoring & Evaluation
NGO	Non-governmental Organisation
NP	National Park
NRC	Natural Resource Committee
NRM	Natural resource management
OECD	Organisation for Economic Co-operation and Development
PA	Protected area
PMU	Project Management Unit
PPF	Peace Parks Foundation
PSC	Project Steering Committee
SA	Situational Analysis
SADC	Southern African Development Community
SAWC	Southern African Wildlife College
SLE	Centre for Rural Development (Seminar für Ländliche Entwicklung)
SOP	Standard Operating Procedure
SP	(GIZ TFCA) Support Project
TA	Traditional Authority

TFCA	Transfrontier Conservation Area
TUPNR	Transboundary Use and Protection of Natural Resources
VNRMC	Village Natural Resource Management Committee
VSL	Village Savings and Loan
YEA	Young Environmental Ambassadors
ZIFLP	Zambia Integrated Forest Landscapes Project

1 Introduction

1.1 Problem Analysis

Despite being endowed with rich natural resources and unique wildlife, the Southern African Development Community (SADC) region's natural ecosystems are confronted with high pressures that threaten biodiversity and human livelihoods (Chardonnet, 2019; Pironio, Mayaux, 2015; Rusinga, Mapira, 2012). Biodiversity is indispensable for functioning ecosystem services, especially for the rural communities that depend on natural resources to secure their survival (GIZ, 2016; Katerere et al., 2001). The main threats to biodiversity in Southern Africa include the unsustainable use of natural resources, changes in land use, wildlife crime (e.g. poaching and illegal logging), and ineffective institutional structures for conservation management. Conservation efforts to reduce these threats are further challenged by population growth, poverty, and extreme weather events (e.g. droughts) caused or enhanced by climate change (Katerere et al., 2001; Pironio, Mayaux, 2015).

Protected areas (PAs), described as *"geographically defined area[s] which [are] designated or regulated and managed to achieve specific conservation objectives"*, are essential for preserving biodiversity (Kormos et al., 2017; Secretariat of the Convention on Biological Diversity, 2005). However, unsustainable use of natural resources and land use changes (e.g. conversion of forests into agricultural land) resulting from uncontrolled settlement, inappropriate agricultural practices, and encroachment contribute to fragment and destroy habitats. Reduced habitats restrict not only wildlife movement, but also increase human-wildlife conflicts (HWCs). HWCs essentially threaten the livelihoods of rural communities, leading to an increasingly negative attitude towards wildlife. People living in and around PAs have few incentives to manage their resources sustainably and many suffer from poverty, low incomes, and limited employment opportunities. Thus, despite a growth in PAs, the levels of poaching and other illegal activities are rising (Scovronick et al., 2007). Additional challenges are posed by uncontrolled fires, high deforestation rates, and inefficient management of natural resources due to a lack of financial resources, staff, knowledge, and skills, especially when it comes to cross-border cooperation (GIZ, 2016).

Due to these complex challenges for nature conservation and community livelihoods in the SADC region, its member states agreed to establish Transfrontier Conservation Areas (TFCAs). Within these areas, natural resources

2 Introduction

stretching over international boundaries are considered a shared asset with potential to enhance biodiversity protection and socio-economic development of the communities living inside. An integrated conservation approach is pursued within TFCAs, which acknowledges the importance of recognising the rights of local communities living in or around PAs, their local participation in natural resource management (NRM) (e.g. through co-management), and the need for international cooperation for effective TFCA management. Therefore, the concept offers an additional approach for promoting livelihoods and environmental sustainability in fragile communities in Southern Africa (Bhatasara et al., 2013). Turning these aspirations into reality, however, has proven to be difficult. It is, therefore, not surprising that cross-border conservation efforts have not yet reconciled biodiversity protection and socio-economic development of rural communities (ibid.; Bocchino, 2013).

1.2 TFCAs in the SADC Context

The TFCA concept began to receive increasing attention in Southern Africa in the 1990s. Ron (2007) is of the view that Southern Africa's colonial history and the artificial division of land provided a conducive platform from which to launch TFCA initiatives. Communities separated by political borders continued to cooperate on NRM and were therefore relatively open to the establishment and development of TFCAs. Swatuk (2004) opines that with the end of the apartheid rules in Namibia (1990) and South Africa (1994) and the general developments from conflict and colonial rule to peace and democracy, the creation of TFCAs was seen as an opportunity to foster the region's economic growth and sustainable development (see also Bhatasara et al., 2013). This follows a similar thought from an earlier work by Koch (1998), who argues that nature was seen to have the power to heal wounds in Southern Africa. Munthali (2007) adds another dimension by pointing out that the spread of the TFCA concept in Southern Africa is due to its success in converting communal lands unsuitable for conventional agriculture to effective biodiversity conservation and tourism development.

TFCA management in Southern Africa involves institutional arrangements with governmental, non-governmental, and private stakeholders from the international, regional, national, and local levels. At the international level, international cooperation partners provide financial and technical support. SADC as a regional bloc provides policy direction through its treaties, protocols, and strategies. Government ministries and departments are committed to implementing these protocols at the national level. In this setup, communities

should be recognised as rightful owners of natural resources with a sense of responsibility towards conservation and sustainability. Private sector operators as service providers dominate the tourism and hospitality industry in TFCAs.

SADC has embraced the TFCA concept as it is in line with its vision of a common future for the regional community. Under the SADC TFCA Programme, SADC helped to create an enabling environment for TFCA development in the region. The Programme highlights seven action areas for reaching its overarching vision: policy harmonisation and advocacy, sustainable financing, capacity building, data and knowledge management, local livelihoods, climate change vulnerability, and TFCAs as marketable tourism products. Currently, there are 18 existing and potential TFCAs in both terrestrial and marine environments in the region (see SADC TFCA Programme, 2013; see Figure 1).

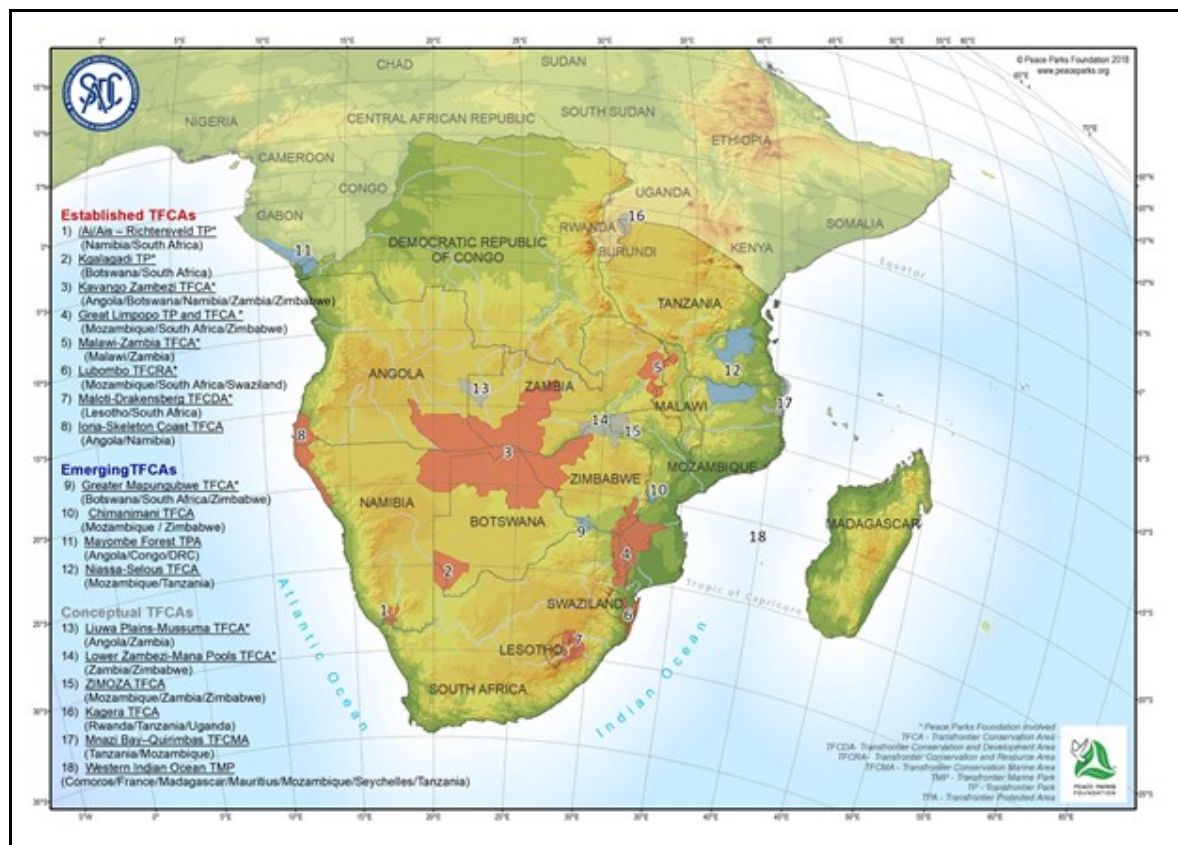


Figure 1: Established and emerging TFCAs in the SADC region.

Source: PPF, 2018.

1.3 GIZ TFCA Support Projects within the TUPNR Programme

To support TFCA management in the SADC region, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and the KfW Development Bank were commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) to implement the Transboundary Use and Protection of Natural Resources Programme (TUPNR Programme). Its objective is to improve the implementation of regional protocols and strategies concerning sustainable NRM in TFCAs by local, national, and regional actors (GIZ, 2016). The political partner of the programme is the Food, Agriculture and Natural Resources Directorate under the SADC Secretariat. KfW supports several TFCAs in Southern Africa (e.g. Kavango-Zambezi TFCA and Great Limpopo TFCA). Since 2018, it has also financed the northern part of the Malawi-Zambia TFCA with a total budget of 23 million EUR for the next six years. In addition, KfW supports the regional park ranger training programme and the recently established SADC TFCA Financing Facility. GIZ and KfW coordinate their activities closely and participate jointly in various project steering committees.

The second phase of the programme with a total budget of 13.5 million EUR started in June 2015 and will end in December 2020. Based on financing agreements with the Peace Parks Foundation (PPF) and Namibian Wildlife Resorts, three regionally distinct TFCA support projects (SPs) were launched as a component of the TUPNR Programme (partly preceded by pilot projects during the first TUPNR phase between 2012 and 2015), namely in |Ai-|Ais/Richtersveld Transfrontier Park (South Africa and Namibia), Lubombo TFCA (Mozambique, South Africa, and Eswatini) and Malawi-Zambia TFCA (Malawi and Zambia).

1.4 Objectives

GIZ commissioned the research team from the Centre for Rural Development (SLE) in cooperation with the Southern African Wildlife College (SAWC) to conduct a project evaluation of two SPs supported by GIZ in the Malawi-Zambia TFCA and the Lubombo TFCA. This evaluation was based on the five evaluation criteria developed by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) and referred to as OECD-DAC criteria (OECD, 1991).

The overall objective of this evaluation was to assess whether the SPs have met their objectives as laid out in the project proposals. The lessons learnt, drawn

from this evaluation, serve to formulate recommendations for the SP's stakeholders.

Recognising the need for a comprehensive analysis of activities, results, and impacts of the SPs, the SLE research team defined the main outcome of this evaluation as *"implementing project partners and international development organisations consider recommendations based on the evaluation submitted by the SLE research team for future TFCA projects"*. The main beneficiaries of the evaluation results are implementing partners, other TFCAs in the SADC region, the regional GIZ office in Botswana, and the SADC Secretariat.

1.5 Structure of the Report

- Chapter 2 presents the theoretical background of the evaluation, containing the concepts and scientific approaches underlying the study.
- Chapter 3 focuses on the data collection methodology and analysis as well as the research's limitations.
- Chapter 4 outlines the evaluation context by providing an overview of the characteristics of the study area and the SPs under review.
- Chapter 5 discusses the results for each of the two TFCA SPs evaluations and gives separate assessments on the project designs.
- Chapter 6 gives concluding remarks while Chapter 7 provides detailed recommendations for the projects' stakeholders.

2 Conceptual Background

To gain an understanding of the conceptual background, we examined cross-border cooperation, community participation in NRM, alternative livelihoods, and ecosystem connectivity prior to conducting the evaluation. We discuss each, in turn, here.

2.1 Cross-border Cooperation

Ecosystems cross state borders. These borders come with different legal and institutional structures based on diverse socio-economic and cultural contexts (Zunckel, n.d.). Cross-border cooperation aims at reconciling those structures and contexts. Therefore, cross-border cooperation for NRM between national agencies, park authorities, and local communities has been a major objective within the TFCA framework. Cross-border cooperation can have several positive impacts. It can foster inclusive development, regional cohesion, and peacebuilding (Odenigbo, 2016; Sandwith et al., 2001). Other benefits include:

- *Ecological benefits:* increased environmental protection and biodiversity conservation across ecosystems; greater ecological integrity, resilience, and connectivity; reduced fragmentation of habitats; and thus, higher survival of migratory species against the background of changing climate patterns;
- *Socio-economic benefits:* increased financial benefits to local and national economies through nature-based tourism; cost reductions from sharing heavy equipment; and improved law enforcement through joint patrols (Vasiljević et al., 2015) and
- *Additional benefits:* promotion of international cooperation and research; improved staff morale; and promotion of intercultural understanding (Sandwith et al., 2001, based on Hamilton et al., 1998; Vasiljević, 2012).

However, differing legal frameworks and national interests pose major obstacles to cross-border cooperation. Other challenges include the often-asymmetrical power relations between two adjacent countries as well as the absence of community incentives to replace illegal activities like poaching with conservation activities. Moreover, if local communities within a TFCA are not recognised as stakeholders, there is a risk of them not engaging with the natural resources in the area (Odenigbo, 2016). SADC addresses this possible risk by

explicitly calling for the recognition of communities as rights' holders in the "SADC Guideline for Community Engagement in TFCAs".

How can the challenges be overcome? Transparent information sharing and appropriate communication between all relevant stakeholders is essential for cross-border cooperation (Vasilijević, 2012). Involving stakeholders on regional, national, and local levels is indispensable to enhance the ownership of all actors. The harmonisation of national laws pertaining to specific cross-border cooperation is crucial as well (Rupp et al., 2015). The promotion of joint activities such as educational and social events, cooperative agreements, and efficient cross-border communication channels further encourage cooperation (Sandwith et al., 2001). Another possibility to overcome cooperation challenges is the promotion of a common group identity (Kollock, 1998) which can be based on common (ethnic) roots, a common language or a common profession. The outlined opportunities and challenges reveal the importance of context-specific measures for improved cross-border cooperation: each action must be adapted to the needs and interests of the involved nations, their communities, and the geographic area (Vasilijević et al., 2015).

The management of TFCAs is, by their very definition, dependent on functioning cross-border cooperation. Therefore, the evaluated SPs supported cross-border operations and transboundary governance structures that explicitly involve stakeholders from all involved countries.

2.2 Community Participation in Natural Resource Management

Participation of local communities plays a significant role in NRM, especially in regions where local livelihoods depend on these resources. Nature conservation today aims to protect biodiversity and natural resources and safeguard local livelihoods; however, in the past, it has often resulted in the curtailment of local communities' access and user rights. This has been criticised as *fortress conservation* that neglects the lives and needs of local stakeholders. International conservation efforts as well as other development initiatives often fail due to a lack of participation from rural communities and disregard of local needs and knowledge. This was recognised in the 1970s, when participation was made a new paradigm for successful and sustainable development practices and conservation efforts (Appanah, Markopoulos, 2002).

However, participation has different meanings and people can participate to varying degrees. According to Arnstein's ladder of citizen participation (Arnstein, 1969), participation can range from high to low, covering levels of de facto nonparticipation to real citizen control; it can serve as a guide to seeing who has power when important decisions are being made. Nevertheless, there is no best way to implement participation strategies and the ideal degree of participation depends on the specifics of the given situation (Connor, 1988).

Having those different levels of participation in mind, this evaluation uses GIZ's (2016) definition which points towards the upper levels of Arnstein's participation ladder "*the active and voluntary involvement of local communities with project activities for the achievement of better outcomes and future sustainability*". As participation can only be evaluated in combination with a specific topic, it is considered a cross-cutting issue for all components of the evaluated SPs.

Another theoretical approach underlying this evaluation is the concept of community-based natural resource management (CBNRM), which focuses on the collective management of ecosystems by local communities to achieve sustainable use of natural resources and to improve human wellbeing. Conceptually, CBNRM is rooted in the findings of Elinor Ostrom and Garrett Hardin who revealed that common pooled resources like forests face problems of overexploitation due to their core characteristics (finite in amount, unlimited access, and difficult exclusion of resource users). They concluded that overexploitation can be solved by designing and implementing effective and equitable governance systems implemented by the resource users through a bottom-up approach (Hardin, 1968; Ostrom, 1990). The most significant feature of CBNRM is the devolution of land ownership and rights from the government to local communities. This process of transferring land rights and ownership needs to be accompanied by capacity building and the development of local institutions and governance structures. Without local institutions such as formal decision-making structures and well-defined roles and responsibilities, CBNRM efforts are likely to fail. This is why international development organisations and conservation efforts increasingly concentrate on local governance and co-management (Fabricius, Collins, 2002). If implemented effectively, devolution of land rights can be a powerful tool for creating synergies between development and conservation of natural resources and ecosystems (Whande et al., 2003).

While the concept of co-management shares some similarities with CBNRM, it is important to point out that these terms cannot be used synonymously. In a broader governance context, CBNRM is part of co-management and the

10 Conceptual Background

underlying rationale of both concepts is the same: the inclusion of lower levels of government, including local communities, and the devolution of management rights and responsibilities will lead to more effective and efficient outcomes in terms of natural resource management (Ballet et al., 2009). However, co-management focuses more on the establishment of partnership arrangements between government, resource users, and local communities; whereas, CBNRM implies that the resource is managed solely by local communities (Komona et al., 2009; Pereira et al., 2013).

2.3 Conservation and Community Livelihood Development

Conservation and community livelihood promotion are closely linked as the community benefits from a people-centred conservation concept. A new conservation approach focuses on the economic value of nature and seeks to engage people in conservation not only for moral, but also for utilitarian reasons. The alternative livelihoods component of this concept encompasses interventions implemented to reduce reliance on natural resources, generate economic benefits, and increase local support for conservation. The concept combines the generation of income with awareness building for nature protection and the creation of ownership of natural resources (Wright et al., 2016).

2.3.1 Alternative Income Generating Activities

Alternative income generating activities as a part of alternative livelihood development are designed to substitute a livelihood activity that is harmful to the environment with less detrimental activities (Roe et al., 2014). The activities promote income sources that are not directly dependent on natural resources or which can reduce the target groups' dependency on natural resources. The activities must at least provide equivalent benefits for local communities in order to succeed in detaching them from unsustainable resource use (Wright et al., 2016). Integrated conservation and development projects must, therefore, be realised as a win-win strategy, linking biodiversity conservation with the socio-economic development of neighbouring communities. Alternative income generating activities can broadly be grouped into three categories: alternative, compensative, and incentive interventions (ibid.).

Alternatives partially or completely make up for the benefits that would normally be gained through the use of certain natural resources, for example, poultry farming as an alternative to illegal hunting for bushmeat or beekeeping as a substitute for expanding agriculture into conservation areas (Roe et al., 2014).

Income generating activities that provide compensation or incentives can also be alternative activities, but the conditions under which these are implemented differ. Compensation measures recompense local communities for their conservation costs for example, or for community-led poacher patrols. Explicit knowledge of these costs is required. Incentive interventions provide monetary or in-kind payments to people who change their behaviour to meet previously-agreed targets. Community-based ecotourism products or the sale of certain products at premium prices, for example, can be incentives linked to the cessation of unsustainable practices or involvement in community conservation practices (Wright et al., 2016).

2.3.2 Ecosystem Connectivity

Another conservation practice that must increasingly involve local communities is the concept of ecosystem connectivity or ecological connectivity. The concept "[...] refers to the structural and functional connectivity of landscapes that facilitate suitable habitats for flora and fauna" (Reza, Abdullah, 2010, p. 73) and allows the ecological flow and movement of wild animals and other organisms. A loss of this connectivity can lead to localised extinctions and loss of biodiversity (Fahrig, 2003). Regarding TFCAs and loss of biodiversity, the reasons are mostly related to anthropogenic activities such as expanding agriculture, extensive human movements, and infrastructure development. The rise in human population further exacerbates the problem as the extension of inhabited land areas into protected areas affects natural open corridors and ecological connectivity.

Development interventions to restore connectivity seek to connect conservation areas such as National Parks (NPs), for example, by promoting ecological restoration of degraded areas. In the context of this evaluation, the establishment of bio-corridors in the areas of communal land was conducted by converting this land into community-governed Community Conservation Areas (CCAs).

3 Methodology

This chapter outlines the methodological framework of the study, including the concept of the OECD-DAC evaluation criteria, means of data collection, data analysis, and the limitations of the evaluation. The research questions underlying the evaluation are summarised in Annex 1.

3.1 OECD-DAC Evaluation

The term OECD-DAC evaluation refers to evaluations of development cooperation projects based on a specific set of criteria set out by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). It is a standard format widely used to evaluate projects and programmes in development cooperation. Five criteria form the basis for such evaluations: relevance, effectiveness, efficiency, impact, and sustainability (see Annex 2). Underlying questions for each criterion are:

- *Relevance*: Are we doing the right things?
- *Effectiveness*: Are we doing things right?
- *Efficiency*: Are we doing things cost efficiently?
- *Impact*: What actually changed as a result of the activities?
- *Sustainability*: What will happen to the project achievements once funding ceases?

In addition to the SP-inherent topics, this evaluation features three cross-cutting issues that are important in the context of the SP's implementation: community participation, gender, and stakeholder cooperation. These cross-cutting issues will be addressed under the criterion "effectiveness".

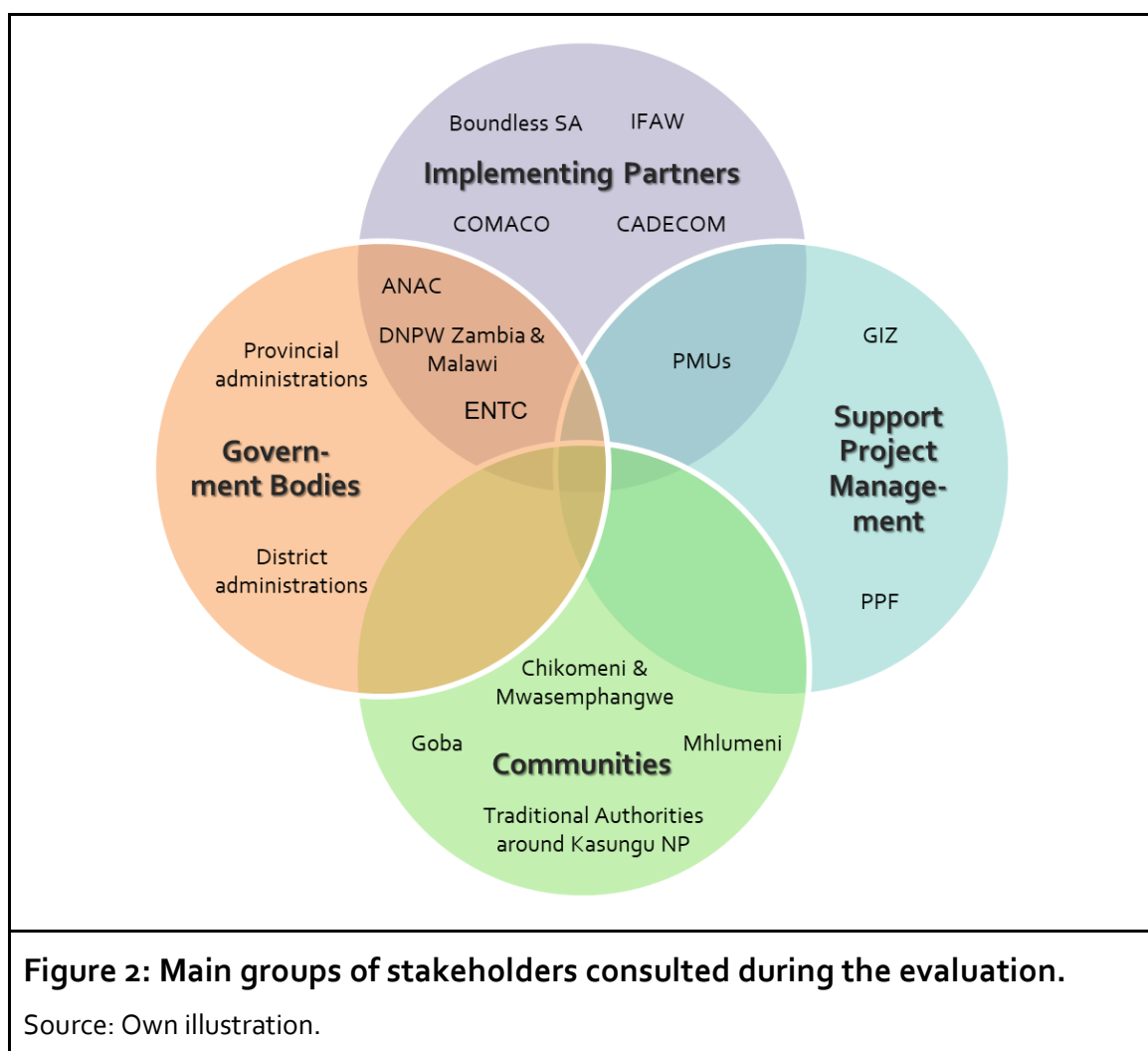
3.2 Data Collection

A prerequisite to data collection were two introductory workshops at the Southern African Wildlife College (SAWC) in South Africa with three research partners from Malawi, Zambia, and Mozambique who completed the College's Advanced Certificate in "Nature Conservation and Transfrontier Conservation Management". The purpose of these workshops was to jointly review pre-prepared research methodology and incorporate the local researcher partners'

input before they joined the SLE team for data collection. Data was collected in comprehensive stakeholder consultation and on-site visits.

3.2.1 Interview Partners

Information was gathered from various stakeholder groups including national, regional, and local government bodies; implementing partners on international, regional, and community levels; and individuals from affected communities. Figure 2 below shows the main stakeholder groups consulted during the evaluation in both TFCAs. They are described in depth in Chapters 4.1.2 and 4.2.2. The complete list of interviewees can be found in Annex 3.



3.2.2 Data Collection Method

The research team applied a mixed-methods approach with a focus on qualitative data collection. During the preparatory phase in Berlin, a desk study

was conducted to gather and evaluate literature provided by GIZ and implementing partners on the status of project activities. Additionally, stakeholder mapping was conducted to identify interview partners (an overview is depicted in Figure 2). Individual interview guidelines were prepared for stakeholders and varied according to organisational affiliation, level of project involvement, and type of support they received. Two examples of the guidelines used for interviews with community members and a governmental official can be found in Annex 4.

The field phase ran from August to October 2019 during which data was collected on site through interviews and direct observations. The qualitative data was supplemented by quantitative data (e.g. budget analyses and numerical data on distributed agricultural inputs) wherever possible. Furthermore, geospatial data was provided by the implementing partner in Zambia, Community Markets for Conservation (COMACO) or from public satellite data imagery sources (Sentinel 2 data from the United States Geological Survey, 2018) to evaluate ecosystem connectivity.

The main sources of qualitative data were semi-structured expert interviews with key informants who were knowledgeable about the project or project-related activities and group discussions (between three and 19 participants) with support recipients. Local research partners, community representatives, or project staff members provided translation when necessary. Our local research partners checked the interview guidelines to verify comprehensibility, completeness, and suitability to local contexts. Methods from the Participatory Rural Appraisal toolbox were applied. During group interviews, the research team conducted several ranking exercises, e.g. of challenges experienced by community members or wildlife officers. Participatory site visits were conducted, usually following a group discussion, to directly observe the effects of agricultural input provision in the Malawi-Zambia TFCA and cross-border tourism products in the LTFCA.

A total of 31 expert interviews and 32 group discussions were conducted in the Malawi-Zambia TFCA and 20 expert interviews and two group discussions for the Lubombo TFCA (see Table 1). The groups comprised, inter alia, national park rangers, members of farmer cooperatives, former poachers, members of communal NRM institutions, village saving groups, beekeepers, and recipients of agricultural inputs such as livestock and seeds. Some information was gathered digitally after the field phase was over since not all stakeholders could be met in person. A group debriefing on both SPs was held at the regional office of the GIZ in Botswana after the initial data analysis. The total number of participants in the

interviews and group discussions amounted to approximately 350: 300 for the Malawi-Zambia TFCA and 50 for the Lubombo TFCA.

Table 1: Number of expert interviews and group discussions conducted in each country of the two TFCAs.¹				
	Malawi-Zambia TFCA		Lubombo TFCA	
	Malawi	Zambia	Eswatini	Mozambique
Expert Interviews	8	23	12	5
Group Discussions	12	20	1	1
Source: Own data.				

3.3 Data Analysis

Data taken during the interviews and site visits were transferred into digital format, then relevant statements were transferred into a coding system. For each project component, the coding system included three to 10 codes for the five OECD-DAC criteria. The codes categorised data and facilitated data analysis. For instance, relevance was coded with: "Relevance in the international context of TFCAs", "Relevance for cross-border cooperation", "Alignment with national strategies and policies", "Relevance for local communities", and "Relevance for the respective project component".

The categorisation of keywords and phrases allowed our team to list project components and activities under main OECD-DAC criteria headings. We then discussed each component/activity and assigned it a rating from one to six or very successful to unsuccessful (as per Table 2) based on the interviewees' remarks regarding those components/activities. This rating scheme was adapted from KfW Development Bank (KfW, n.d.) and GIZ (2017). Full details of each rating can be found in Annex 5.

Geospatial data was analysed with ArcMap (version 10.5).

¹ An additional three expert interviews were conducted via e-mail for the evaluation of the Lubombo TFCA SP and one overarching group discussion was conducted in Botswana.

Table 2: Rating scale for the project evaluation.

Rating	Definition
Very successful (1)	Very good results; meeting or exceeding the expectations
Successful (2)	Good results; meeting the expectations without major flaws
Rather successful (3)	Satisfying results; more-or-less meeting expectations with positive results predominating
Rather unsatisfactory (4)	No satisfying results; clearly below the expectations and, despite visible positive results, negative results predominate
Unsatisfactory (5)	Clearly insufficient results; despite partial positive results, negative results predominate clearly
Very unsatisfactory (6)	The activities are useless or worsened the situation
Source: Own illustration.	

The average of all ratings was determined as the overall rating of the respective SP. Based on the evaluation results, the research team developed recommendations for implementing partners, communities, national governments, and donors.

3.4 Limitations

Due to the limited scope of the SPs and the assignment, the evaluation is also subject to limitations which should be considered when interpreting the results.

Firstly, the limited geographic scope and limited timeframe for each country visit posed a challenge during the field phase. This was particularly true for Malawi, South Africa, and Mozambique where not all targeted locations could be visited due to unforeseeable circumstances.

Secondly, during the occasions where translations were volunteered by community members or project staff, opinion may have biased the translations.

Thirdly, since local implementing partners selected the interviewees (especially for group discussions), it is possible that model recipients were selected to participate rather than a true representative population with diverse (positive and negative) views.

Fourthly, because the amount of time elapsed since the inception of some project activities was relatively short, for example, provision of goats and seed multiplication, tangible benefits had not yet been realised by project recipients at the time of this evaluation; thus, the assessment of some project impacts may not clearly reflect their long-term impact and sustainability.

Fifthly, because local actors and donors often joined fund activities and work in the same field, it was difficult to attribute project impacts to specific organisations.

Lastly, the local project coordinator's unavailability in LTFCA during the field phase limited data collection; however, collaboration with two other members of the Project Management Unit (PMU) allowed data collection to proceed.

The evaluation team sought to mitigate the aforementioned limitations by conducting email interviews which could not occur face-to-face due to logistical problems, avoiding introducing bias in translation by using local research partners who have no vested interest in the SPs, and triangulating and validating data against various stakeholders' statements and against project reports.

4 Evaluation Context

The following section gives a contextual overview of the countries, TFCAs, and communities in which the study was conducted.

4.1 Malawi-Zambia TFCA

4.1.1 Country and Community Context

Malawi and Zambia are land-locked countries in the centre of Southern African and share common values, history, language, culture, and a border. Some general facts on these countries are summarised in Table 3 below.

Table 3: Socio-economic and geographical information about Malawi and Zambia.		
Country	Malawi	Zambia
GDP (in billion USD, 2018)	7.1	26.7
GDP per capita (in USD, 2018)	390	1,540
Population (in millions, 2018)	18.1	17.4
Area (km ²)	118,480	752,610
Population density (per km ² , 2018)	192	23
Population growth (annual %, 2018)	2.6	2.9
Climate (Köppen-Geiger classification)	Mainly tropical savanna, humid subtropical, and subtropical highland climate	Mainly tropical savanna, humid subtropical, subtropical highland climate, and hot semi-arid climate
Forest cover (in %, 2016)	33	65
Protected area (in %, 2018)	22.9	37.9
Source: Beck et al. 2018; World Bank, 2019.		

With an average population density recognised as one of the highest in Africa (192 people per km²), pressure on natural resources is higher in Malawi than in Zambia (23 people per km²) (World Bank, 2019). This is illustrated by the higher forest cover (65 % vs. 33 %) and larger proportion of protected areas in Zambia (38 % vs. 23 %) (World Bank, 2019). There are 20 NPs and 34 Game Management Areas in Zambia. Of the nine protected areas in Malawi, there are five NPs and four wildlife reserves.

Legislations and policy instruments support NRM and conservation in Malawi and Zambia and the constitutions of both countries provide for conservation and the management of biodiversity. In Malawi, the Department of National Parks and Wildlife (DNPW) oversees the management of PAs and some PAs are in co-management with non-governmental organisations (NGOs) like African Parks. DNPW Zambia is mandated under the Zambian Wildlife Act to manage and conserve Zambia's wildlife; therefore, all NPs are operated by the Department, in some cases in co-management with international organisations like the Frankfurt Zoological Society. In addition to these instruments, there are sector-specific policies outside the environmental legislation that prescribe conduct for managing the environment.

Though there are 18 TFCAs in the SADC region, Malawi is only a member of one TFCA; Zambia is a signatory to four. The Malawi-Zambia TFCA was officially established in 2004 and originally comprised two components: Nyika-North Luangwa and Kasungu-Lukusuzi. Today, the Malawi-Zambia TFCA still comprises the same two components; however, they are now divided into four management areas or blocks: Kasungu-Lukusuzi, Nyika-Vwaza Marsh, North Luangwa NP, and Musalangu Game Management Area and Chama-Lundazi Forest Block. The total area of the Malawi-Zambia TFCA spans 32,278 km² (see Figure 3 and Annex 6). It incorporates NPs, wildlife reserves, forest reserves, and game management areas. The Kasungu-Lukusuzi component of the TFCA is considered of special importance for biodiversity conservation in the Central Zambezian Miombo Woodland Ecoregion (PPF, n.d.).

The project area in the Kasungu-Lukusuzi TFCA component covers 7,591 km², consisting of four segments: Kasungu NP in Malawi (2,316 km²), Lukusuzi NP in Zambia (2,720 km²), the southern part of Lundazi National Forestry Reserve (2,065 km²) in Zambia, and customary land in the Mwasemphangwe and Chikomeni Chiefdoms in Zambia (490 km²). The two NPs are linked ecologically by this customary land that also provides a corridor for animals migrating between the two NPs.



Interventions under the SP focused on the Kasungu-Lukusuzi component of the Malawi-Zambia TFCA. Prior to the establishment of the SP, Lukusuzi was *"the most neglected park in Zambia"* (DNPW Zambia) and, even though Kasungu

received relatively more attention in Malawi, Kasungu still struggles to financially maintain itself.

Community Context

In Zambia in 2015, the population residing in Chikomeni was estimated to be 17,000 and in Mwasemphangwe 15,500, representing a total estimate of 32,500 people. Population growth in the Eastern Province of Zambia is estimated at approximately 2.6 %, while the national average is 2.9 % (Central Statistical Office of Zambia, 2019). According to the Malawian 2018 Population and Housing Census, there are 190,000 people residing in Malawi in the target communities in the nine Traditional Authorities (TAs) adjacent to Kasungu NP. It is important to note that most of the Eastern Province of Zambia, the chiefdoms in Malawi, and the region of Tete in Mozambique form one cultural landscape as they are all governed by one paramount chief.

Residents of the border communities between the NPs are largely small-scale farmers who grow maize, groundnuts, cotton, tobacco, and other crops as their principal source of food and income. Many households also keep chickens and goats, which are important sources of animal protein and income. Cattle rearing also exists, but has declined through the years. Farmers in the Kasungu District in Malawi mainly rely on tobacco farming as a cash crop. Generally, communities in that area perceive wildlife on communal land as a threat to crops and the lives of villagers.

The customary land between Kasungu and Lukusuzi NPs on the Zambian side is under the custodianship of the chiefs of Chikomeni and Mwasemphangwe. They decide whether land is allocated to community members, the government, or migrants from other chiefdoms. The area has the legal status of an open area, which means that no hunting activities are allowed and, hence, no revenue is earned or shared with the communities. The community members of Chikomeni and Mwasemphangwe have no legal agreement with DNPW for entering the adjacent Lukusuzi NP to collect natural resources such as firewood, caterpillars, mushrooms, or honey, as doing so would be contravening the Zambian Wildlife Act. Also, no revenue from the NP is shared with them. When, in 2004, the Malawi-Zambia TFCA was established, the first Community Resource Boards (CRB) in Chikomeni and Mwasemphangwe were formed to allow communities to participate in the natural resource management of the Community Conservation Areas (CCAs); however, due to the absence of tangible benefits and legal support, these CRBs could not be sustained. They were later re-established as part of the SP, but because the community members had been demoralised by previous

attempts at CRBs, they reported a sense of mistrust between themselves and government officials (see Chapter 4.1.3).

In Malawi, communities participate in NRM through Natural Resource Committees (NRCs); up to 40 NRCs have been formed in the nine TAs around the park. Through the NRCs, communities can enter and collect natural resources in the park (unlike in Zambia, as explained above). These agreements have been extended to the collection of firewood on special occasions. Unlike in Zambia, communities residing adjacent to the park are, by law, entitled to a 25 % share of the park income; however, the income generation is so small that this entitlement has not yet been implemented.

4.1.2 Project Description

The aim of the second phase of the TUPNR project was to build on the learning experiences of the previous phase (06/2012–05/2015) and scale up achieved impacts. This chapter focuses on the objectives and components of the SP for the Kasungu-Lukusuzi component of the Malawi-Zambia TFCA, hereafter referred to as the Malawi-Zambia TFCA SP.

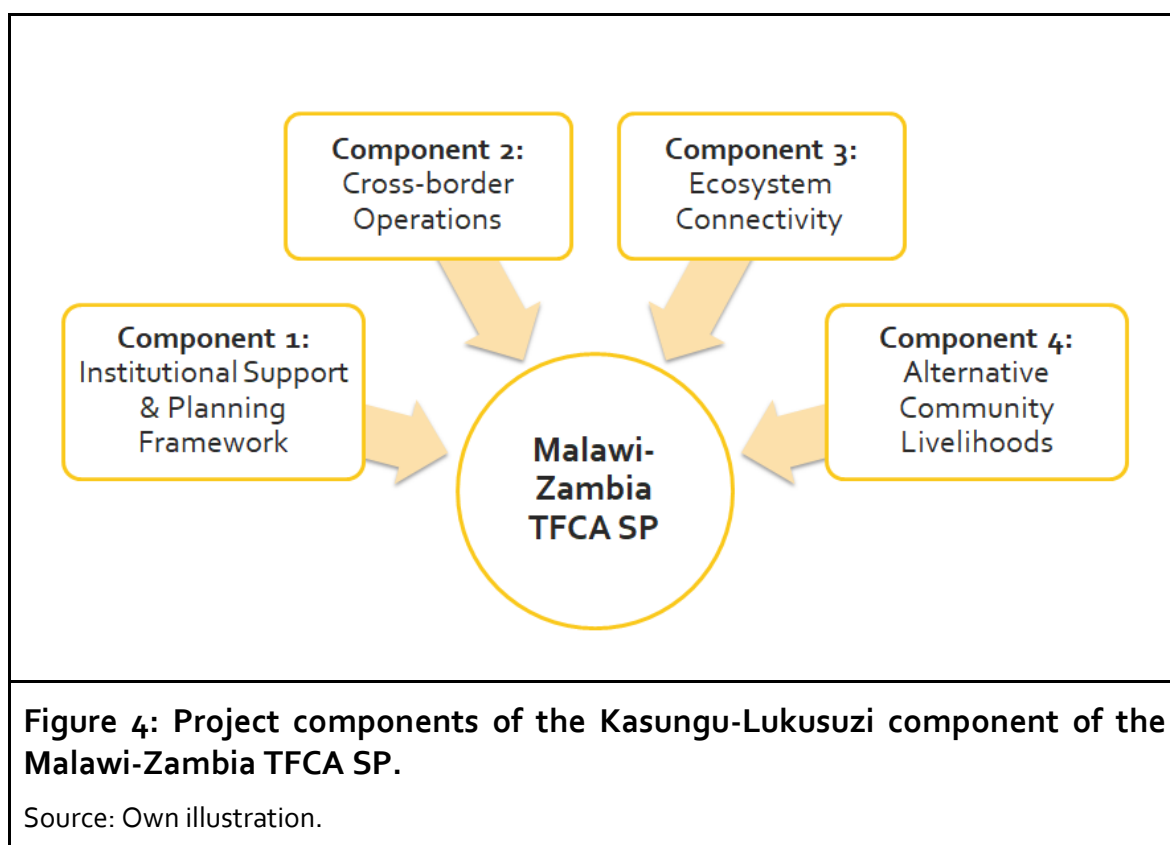
Overall Objective

In DNPW Zambia and DNPW Malawi's joint proposal to TUPNR, they identified major problems in Kasungu-Lukusuzi as

- high levels of human encroachment (both in NPs and forest reserves) and
- poaching of wildlife and unsustainable use and extraction of natural resources from the NPs as well as on communal land.

The underlying factors to these problems identified by DNPW are "*population growth, poverty, inadequate sources of income generation, human wildlife conflicts and weak law enforcement operations across the landscape*" (DNPW Malawi, 2016).

In order to address these problems, their project proposal had an overall objective "*to strengthen various management strategies and promote alternative livelihood options for the communities*". Therefore, the proposed interventions aimed to holistically target direct and underlying drivers of deforestation and ecosystem destruction through a mix of law enforcement measures and conservation incentives. To achieve the objective, four project components were implemented as shown in Figure 4.



Initially, the SP had a budget of 900,000 EUR for the implementation period September 2016 to October 2019; however, due to price increases, an additional 600,000 EUR was granted in April 2019 by the German government. Additionally, a no-cost extension until April 2020 was approved at the end of 2019 to allow the conclusion of all project activities.

Implementation Structure

The main donor of the SP at SADC's level is the German government through GIZ (see Figure 5). They provide funds via a financing agreement with PPF, which serves as the financial and administrative manager of the SP. The Project Manager is employed by PPF and reports to PPF and the directors of DNPW, while PPF reports to GIZ bi-annually. A Project Steering Committee represents the DNPWs of Malawi and Zambia and GIZ oversees the project implementation. The implementing organisations International Fund for Animal Welfare (IFAW), COMACO, and the Catholic Development Commission (CADECOM) submit financial and narrative reports to PPF. Therefore major project partners include:

- *PMU*: The Project Management Unit consists of a project coordinator contracted by PPF to oversee project implementation in Malawi and Zambia and coordinate between implementing partners.

- *DNPW Malawi/Zambia*: The Departments of National Parks and Wildlife of Malawi and Zambia, working under the Ministries of Natural Resources, Energy and Mining in Malawi and under the Ministry of Tourism and Arts in Zambia are responsible for the management and conservation of wildlife resources. As governmental partners, they are mainly responsible for the implementation of Component 1 (Institutional Support and Planning Framework) and Component 2 (Cross-border Operations).
- *COMACO*: Community Markets for Conservation is a non-profit organisation that supports wildlife conservation and small-scale farmers in Eastern Zambia by promoting alternative livelihoods. COMACO has been commissioned by PPF to implement the livelihood component in Zambia.
- *CADECOM*: The Catholic Development Commission in Malawi (formerly Caritas Malawi) is an NGO that was contracted by PPF to implement activities associated with the livelihood component in Malawi.
- *IFAW*: International Fund for Animal Welfare is a U.S.-based conservation NGO that has worked in Zambia and Malawi on conservation law enforcement in the past and was assigned to implement specific tasks from the cross-border operation component.

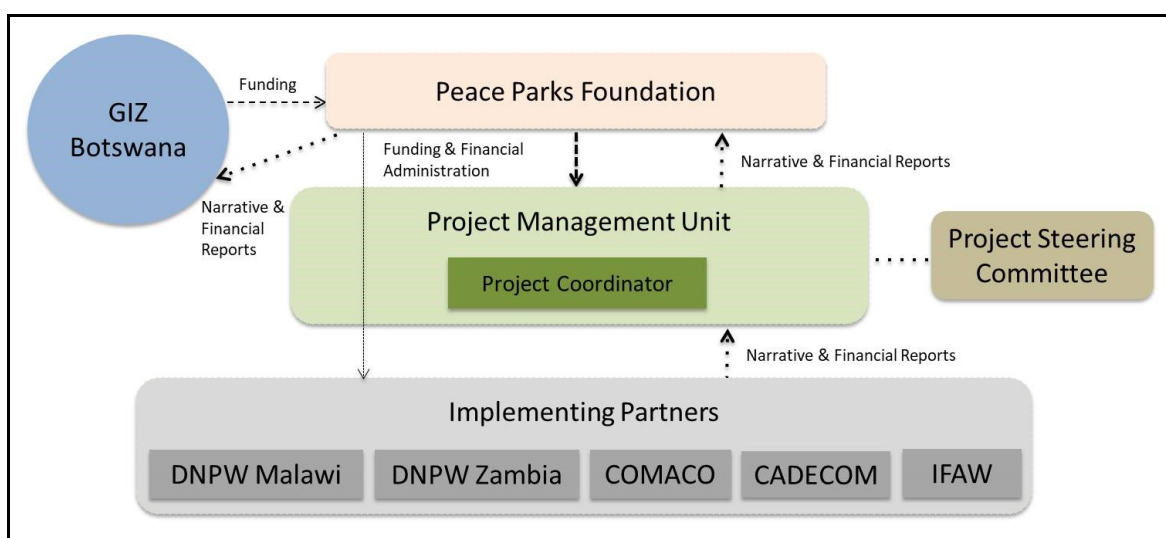


Figure 5: Funding and reporting structure of the Kasungu-Lukusuzi component of the Malawi-Zambia TFCA SP.

Source: Own illustration.

4.1.3 Project Components

In the following, the project components of the Malawi-Zambia TFCA SP are described in greater detail in order to give a better understanding of the intended project outcomes.

Institutional Support and Planning Framework

Prior to initiation of the SP, the Kasungu-Lukusuzi component of the Malawi-Zambia TFCA lacked an institutional framework and the planning instruments necessary for effective management of the two NPs. While an outdated General Management Plan (GMP) from the 1980s existed for Kasungu, Lukusuzi did not have one. Also, whereas an Integrated Management and Development Framework (IMDF) had already been developed for Nyika-North Luangwa, there was no IMDF for the Kasungu-Lukusuzi component. One of the outcomes of the SP was, therefore, to facilitate the establishment and operationalisation of governance and planning functions by financing the creation of governance structures, design of planning instruments, as well as capacity building of stakeholders.

Thus, *institutional support and planning framework* was one of the components to be implemented under the SP. Specific objectives of the component were strengthening cross-border governance at the management level, improving cross-border communication and cooperation, and undertaking effective planning processes.

The following outputs were expected to be delivered:

- an established and functional Joint Park Management Committee (JPMC);
- an established and functional Local Advisory Committee (LAC);
- improved cross-border cooperation and communication between communities and parks;
- a developed and reviewed GMP for Lukusuzi NP and an updated and reviewed GMP for Kasungu NP and
- a developed IMDF for the TFCA component encompassing Kasungu and Lukusuzi NPs, an additional 15 km buffer zone around the Kasungu NP, the communal land between the two NPs, as well as the Luambe NP, the Lumimba Game Management Area, and several Forest Reserves in Zambia.

The DNPW in Malawi and Zambia were the main implementing agencies of this component, supported by the PMU.

Cross-border Operations

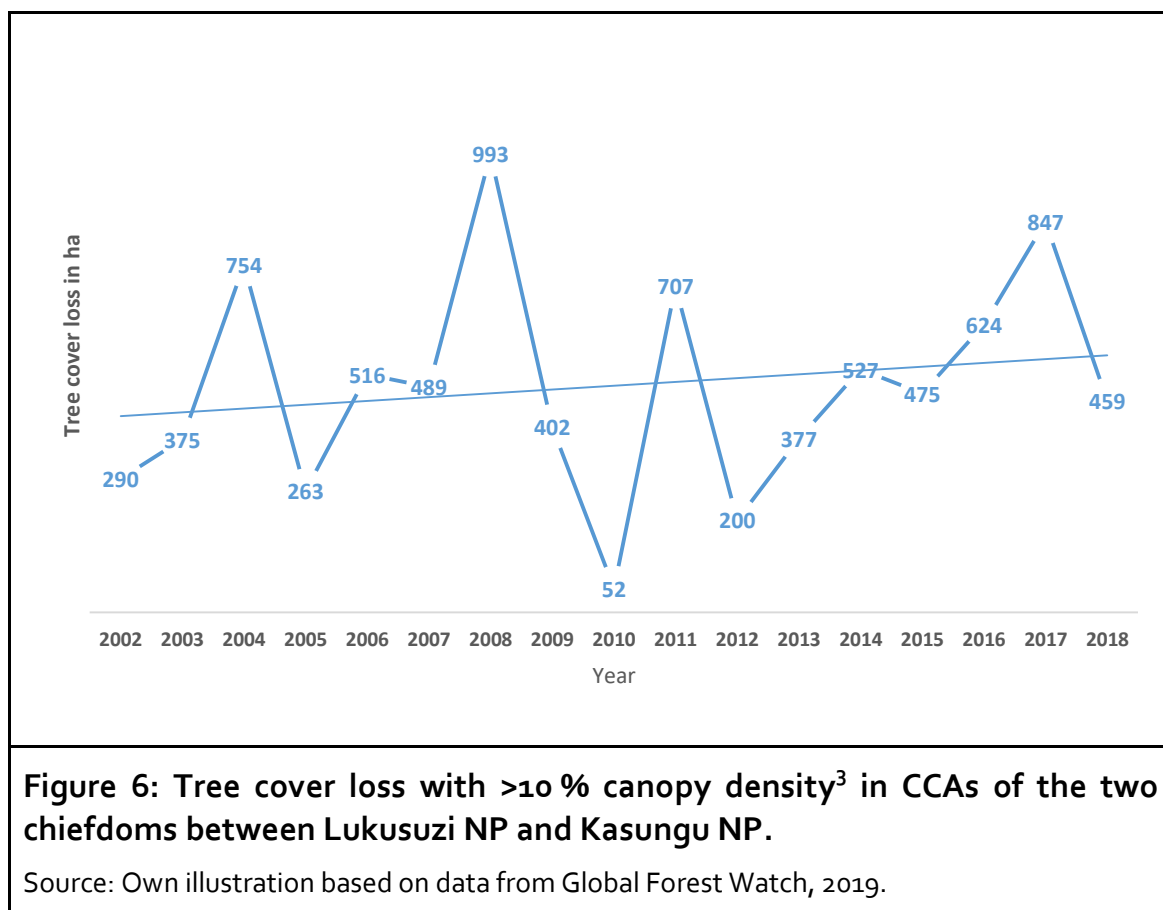
The Kasungu-Lukusuzi component of the TFCA has suffered from weak law enforcement, regular HWCs, and most critically, from the lack of a cross-border communication system. Therefore, the SP component *cross-border operations* aimed to improve cross-border communication means; establish appropriate working conditions regarding equipment, transportation, and housing; and extend cross-border investigations. The component's objective was to improve the capacities of the park authorities to plan and conduct cross-border operations. The first expected outcome under this component was improved communication between Malawian and Zambian park staff through a transfrontier very-high-frequency radio network across the Kasungu-Lukusuzi landscape. Other outcomes were the development of standard operating procedures (SOPs) for the use of the radio network system and for joint operations; the training of field officers in using the radio system and conducting joint operations; and the implementation of selected joint operations. Planned activities to achieve the outcomes included capacity building measures; joint law enforcement operations; and the procurement of equipment (including the radio, radio rooms, and park vehicles). Many activities were implemented and additionally funded by IFAW and most of them also involved park management staff (DNPW Malawi/Zambia) and community members from both countries.

Ecosystem Connectivity

The customary land between Lukusuzi and Kasungu NP represents important migratory routes for wildlife such as elephants. Previous efforts to improve the connectivity between the two NPs failed due to resistance from local communities who feared forced resettlements and more HWC as a result of the planned interventions. Regardless, in 2013, COMACO supported the establishment of Community Conservation Plans (CCPs) and, in the process, also Community Conservation Areas (CCAs) in the Eastern Province of Zambia, which are areas of communal land set aside for conservation. CCPs aim to improve local conservation efforts and give the CCAs the legal basis for community-based law enforcement. CCPs still allow for agricultural production within CCAs; however, community members living in these areas should practice conservation agriculture and refrain from expanding their fields. Community Forest Management Groups²

2 A Community Forest Management Group is a group of persons recognised by a chief, which communally controls, uses, and manages a forest in the area of the chief and the local authority (Zambian Forest Bill of 2015).

formed by community members serve as local environmental institutions that raise environmental awareness and conduct meetings to disseminate the contents of the CCPs. As can be observed in Figure 6, the establishment of CCAs in the project area has not yet led to a continuous reduction in deforestation. More information regarding the size of the CCAs is given under “Effectiveness” in Chapter 5.2.2.



The objective of the component *ecosystem connectivity* was to strengthen the existing CCAs and, as a result, secure, maintain, and restore the wildlife corridors between NPs.

The project activities to achieve the component’s outcome of enhanced connectivity between the NPs were

- expanding the CCAs in Chikomeni and Mwasemphangwe chiefdoms,

³ The canopy density of 10 % was chosen according to Zambia’s forest definition for the participation in the REDD+ mechanism (Government of Zambia, 2016).

- monitoring settlements inside the CCAs,
- facilitating the formation of a Community Forest Management Group in Chikomeni and Mwasemphangwe, and
- training two community members (one from each chiefdom) in Geographic Information Systems.

All activities under this component were promoted by COMACO.

Alternative Community Livelihoods

In order to improve the precarious livelihoods of communities living within the TFCA, the livelihood component of the SP sought to promote the development of alternative livelihood options, create tangible benefits to local communities, and reduce poverty. The implementation of this component was conducted by COMACO and CADECOM. In Zambia, COMACO implemented the following activities as part of the project:

- provision of training to lead farmers on sustainable agricultural practices,
- distribution of livestock and training on animal husbandry,
- provision of vegetable inputs and training on vegetable gardening,
- distribution of seeds and training on seed multiplication,
- distribution of beehives and provision of training and market, and
- provision of training to poachers and charcoal makers in alternative livelihood skills.

Infobox 1: Community Markets for Conservation (COMACO)

COMACO is a non-profit organisation that supports wildlife conservation and small-scale farmers by forming business partnerships with rural communities living in areas with high biodiversity in Eastern Zambia. The social business is designed as a system that rewards farmers for conserving their natural resources. By signing a conservation pledge, farmers agree on abiding by a set of principles developed by the communities to safeguard the health of their soils, forests, and wildlife. As a reward, COMACO pays a conservation dividend to the community member, buys crops at premium market prices, and processes the crops to high-value food products that they sell under the brand "It's Wild!". COMACO also works with former poachers to provide alternative livelihood skills and trains small-scale farmers in sustainable agriculture practices.



In Malawi, CADECOM supported communities with capacity development and agricultural input provision. Specific project activities were:

- provision of conservation agriculture training to animators (lead farmers),
- distribution of livestock (pass-on livestock programme) and training on livestock management,
- distribution of beehives and training on beekeeping, and
- formation of Village Saving and Loan (VSL) Groups and training of Village Agents.



Infobox 2: Catholic Development Commission in Malawi (CADECOM)

The development organisation Catholic Development Commission in Malawi (CADECOM; previously known as Caritas Malawi) works in all 28 administrative districts of Malawi through six Diocesan offices. While CADECOM is associated with the Catholic Church in Malawi, it targets people of all religions, especially marginalised, excluded, and poor households and communities. CADECOM implements donor-funded projects in communities with its own staff and volunteers in the following thematic areas:

- political, economic, and corporate governance;
- livelihood improvement and empowerment;
- environmental and natural resources management;
- gender and women's empowerment;
- health and education (Caritas, 2019).

4.2 Lubombo TFCA

4.2.1 Country and Community Context

The following information on the countries of Eswatini and Mozambique, their conservation frameworks, and the communities that were involved in the evaluated project activities will provide the context for the subsequent SP project description.

Country Context

The focus of this evaluation was on the Mhlumeni and Goba region of the Lubombo TFCA in Mozambique and the Kingdom of Eswatini. Some basic facts about the two countries are summarised in Table 4.

Table 4: Socio-economic and geographical information about Eswatini and Mozambique.		
Country	Eswatini	Mozambique
GDP (in billion USD, 2018)	4.7	14.5
GDP per capita (in USD, 2018)	4,140	490
Population (in millions, 2018)	1.1	29.5
Area (km²)	17,360	786,380
Population density (per km², 2018)	66	38
Population growth (annual %, 2018)	1.0	2.9
Climate (Köppen-Geiger classification)	Mainly subtropical highland, humid subtropical, and hot semi-arid climate	Mainly tropical savanna, hot semi-arid, and humid subtropical climate
Forest cover (in %, 2016)	34	41
Protected area (in %, 2016/2015)	4	26
Sources: Beck et al. 2018; NBSAP, 2015; NBSAP 2, 2016; World Bank, 2019.		

In Eswatini, biodiversity conservation is governed by the Ministry of Tourism and Environmental Affairs, the parastatal Swaziland Environment Authority, and the Eswatini National Trust Commission (ENTC). Most of Eswatini's PAs are owned and managed by national or private bodies, adding to a few community-owned areas. PAs in Mozambique are under the authority of the National Administration for Conservation Areas (ANAC) which is part of the Ministry of Land, Environment and Rural Development.

Only about four percent of Eswatini's total land is under legal protection and an additional one percent is informally protected (NBSAP 2, 2016). The PAs include one NP, several nature reserves, and other PAs; however, they do not cover all national biodiversity hot spots sufficiently. In contrast, about 26 % of the Mozambican national territory is protected (NBSAP, 2015), including seven NPs and a high number of other PAs such as National Reserves.

The LTFCA was formally established in the year 2000 and is composed of one NP, various NRs, and community-owned PAs, covering a total area of 10,029 km² (see Annex 6). This evaluation focused on the northern sub-component of the TFCA between the Lubombo Conservancy (a partnership of several PAs jointly conserving a larger landscape) and the Mhlumeni Protected Landscape on the Eswatini side and the Goba Conservancy on the Mozambican side (see Figure 7) as key project activities are concentrated in this area.

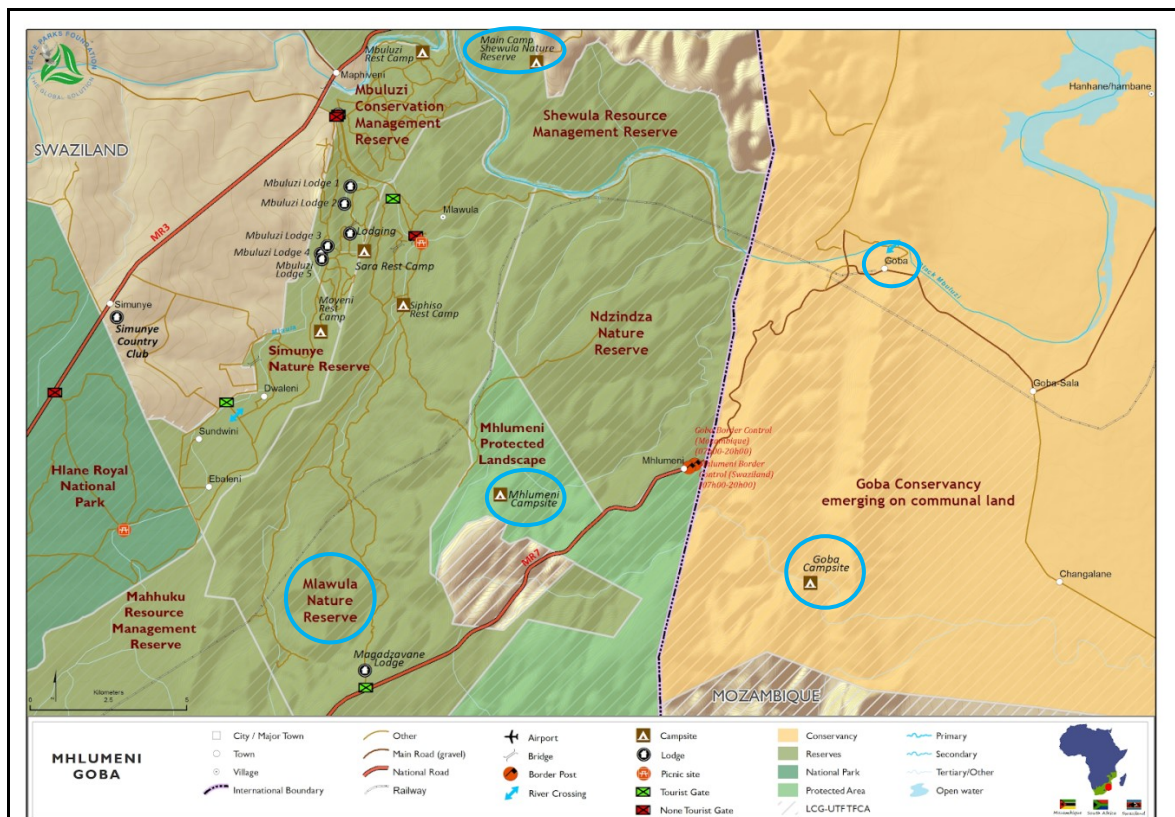


Figure 7: Mhlumeni-Goba Region within the Lubombo TFCA. The locations which were visited for interviews are highlighted in blue.

Source: Adapted from PPF, 2017.

The Lubombo Mountain Range in Eswatini, which is a significant part of the LTFCA, is characterised by highly biodiverse woodlands hosting a significant number of endemic species. It is subject to many initiatives promoting conservation and tourism, such as the Eco Lubombo Programme, the Eco Lubombo Organisation, and the Eswatini Lubombo Biosphere Reserve (de Vletter, 2019). Despite the numerous developmental efforts, the Lubombo landscape remains impoverished and touristically underutilised and underfunded, especially

in comparison with neighbouring tourism hot spots like Kruger NP or southern Mozambique (ibid.).

Community Context

The communities in the Lubombo Conservancy-Goba (LCG) sub-component of the LTFCAs are Mhlumeni and Goba in Eswatini and Mozambique, respectively.

Mhlumeni is a community with about 2,000 inhabitants from 300 families. It is surrounded on three sides by the Mlawula Nature Reserve and borders Mozambique (see Figure 7). The socially-coherent community lives on crown land which was given to the community by the Swazi king more than twenty years ago to settle and use. Communal governance is based on the traditional chief system. The community belongs to the Langa Chiefdom, within which the Chief is the highest institution. The inner council – comprised of 15 members (five women, ten men) appointed by the Traditional Authority – governs the community and is central to any community decision-making processes. Standards of living are basic, with no secondary education or healthcare facility within 25 km.

Historically, Mhlumeni community and conservation authorities (the ENTC specifically) clashed over poaching and alleged land grabbing. Participatory training and mapping exercises with the community transformed hostile attitudes into positive ones which put nature conservation efforts in the forefront. The community's interest in conservation was further spurred by the discovery of a new endemic floral *Barleria* species. The community has also shown interest in mixed cattle and game keeping to encourage tourism and profit from the shared borders with Mlawula Nature Reserve (de Vletter, 2019).

On the Mozambican side, the Goba community has a population of 2,552 of which most live in a village called Goba. The centre of the village is 10 km from the Swazi border. Goba has two primary schools, but the closest secondary school is 14 km away in Changanane. The village has only one Health Centre with a health agent and nurses. According to the Situational Analysis (SA) for Mozambique, the level of poverty in the area is extreme (Lexterra, 2019). The situation is further complicated by the fact that most community members are not originally from the area but settled there due to internal displacement during the civil war. This ethnic diversity has led to weak social structures and low community cohesion. Goba is located in a community conservation area covering about 9,000 ha. While this status has not been formally endorsed by the government, the Goba community has been given the right to use the land for conservation activities. The coexisting state and traditional political structures further complicate regional

governance. The national government is represented by the Head of the Locality (chefe da localidade), the Secretary of the neighbourhood, and the chief of the settlement. The traditional system encompasses the traditional chief (chefe de posto regulo) and the chief of land (chefe de terra); both positions are held by one person in Goba. The two systems do not interact regularly, but both must be involved for any kind of project implementation.

The Goba community has a complicated history with development projects. A former project by the Food and Agriculture Organization of the United Nations (FAO) led to the establishment of the Goba Ntava Yedzu Community Association. When community expectations of the FAO and the Association's joint ecotourism project were not met and the FAO support ended in 2002, the community was left feeling disappointed and sceptical of future tourism and development projects.

Over the last few years, Ntava Yedzu was reformed as a community trust for NRM with currently 30 members, including a board of twelve people (five women, seven men). It is not only considered the focal institution for tourism projects, but also an important advocate against natural resource looting (especially charcoal making), which has been a major threat for nature conservation in the area (Lexterra, 2019).

There are close bonds between the Mhlumeni and Goba communities due to family or business relationships and their respective proximity to the border. Subsistence farming is the basis of both local economies (especially maize, cassava, sweet potatoes, sorghum, millet, peanuts, beans, and other vegetables). Animal husbandry (cattle, goat, sheep, pigs, and poultry), hunting, and fishing are also common.

4.2.2 Project Description

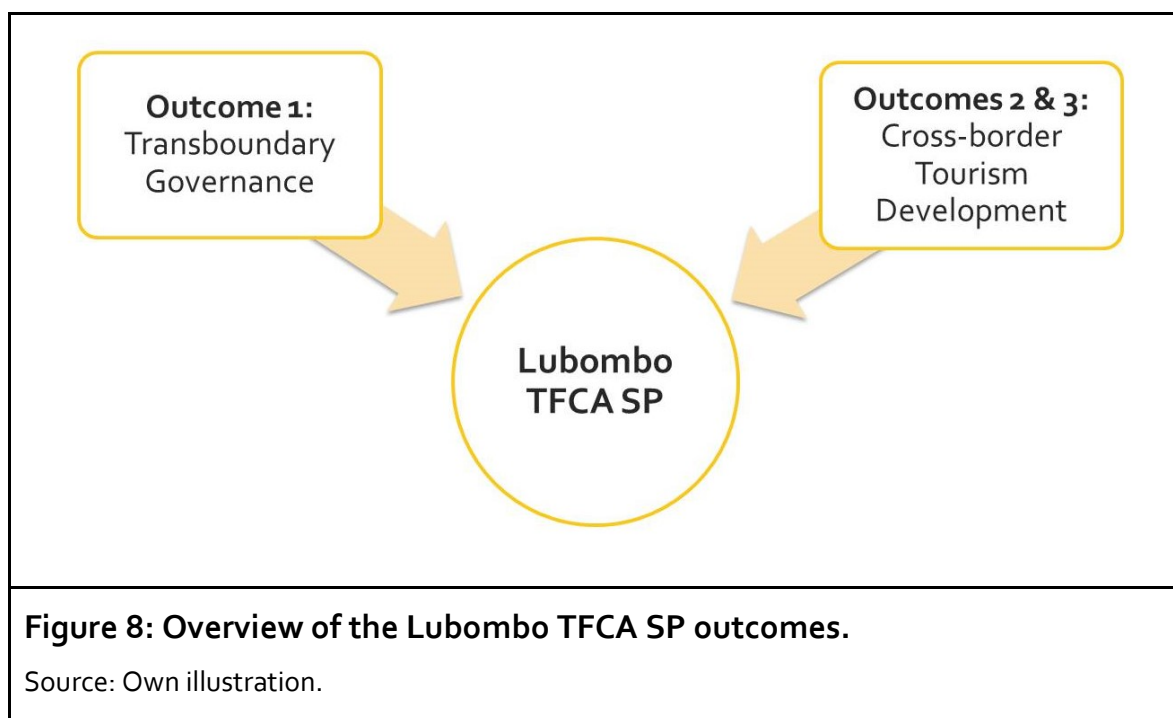
Building on the experiences of the first project phase of the TUPNR project which encompassed Mhlumeni and Goba community (06/2012–05/2015), the aim of the second phase was to build on the learning experiences of the previous phase and scale up achieved impacts. The following sub-chapter focuses on the objectives and components of the LTFCA SP.

Overall Objective

Despite its natural assets, the LTFCA lacks tourism development capacities in planning, management, and marketing; offers few investment incentives; and is saddled with institutional barriers to cross-border travel. SADC's regional policy strategies prioritise tourism as a means of promoting economic development and

regional integration, especially in rural areas (SADC, 2013). In line with the overall objective of the SPs to strengthen the respective TFCA structures and improve NRM through community participation, the LTFCA SP aimed to achieve the following outcomes (see Figure 8):

- to create functional transboundary governance structures in three key nodes of the TFCA that will manage local resources and coordinate cross-border development in these areas;
- to create capacity to implement and manage joint conservation and tourism projects in the TFCA through targeted training, information exchange, and joint learning mechanisms and;
- to develop the touristic assets of the TFCA across the landscape and create more tangible benefits for the communities.



As per the agreement between PPF and GIZ, the SP aimed to promote cross-border community-based NRM and local governance support in three regions: (1) Lubombo Conservancy-Goba and Usuthu-Tembe-Futi (LCG-UTF TFCA), (2) Songimvelo-Malolotja, and the (3) Maloti-Drakensberg Transfrontier Conservation Areas. While the evaluation team was assigned to focus only on the activities promoted in the LCG-UTF TFCA, unexpected time restrictions and circumstances beyond the evaluation team's control compelled the team to limit

their investigations on the LCG sub-component of the LCG-UTF TFCA with its activities supporting transboundary governance and cross-border tourism development, as explained in Chapter 4.2.3.

The LTFCA SP had a total budget of 750,000 EUR and an initial duration from December 2016 until June 2019. No-cost extensions were granted until April 2020.

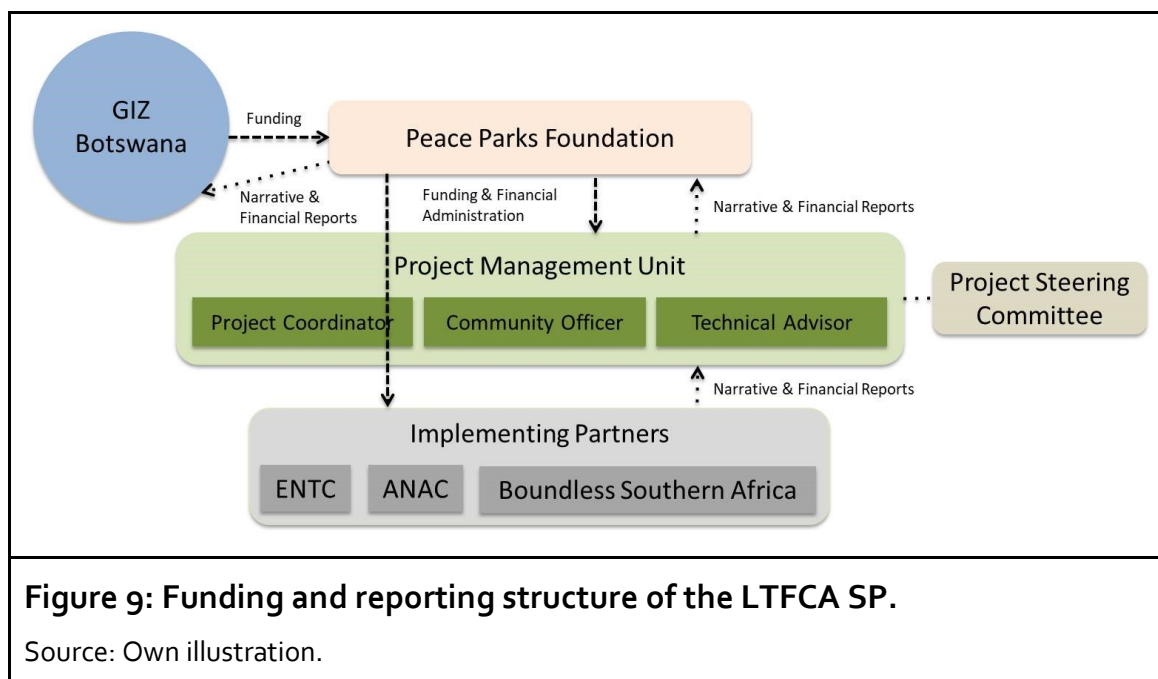
Implementation Structure

The structure of the LTFCA SP is similar to the project in the Malawi-Zambia TFCA. The GIZ on SADC level provides the funding in the form of a financing agreement to PPF, which serves as the financial and administrative manager of the SP. The main actors, omitting community-level institutions, are described below.

- *PMU*: The PMU in the LTFCA consists of one project coordinator, one community outreach officer, and one technical advisor to coordinate and implement the project activities in close cooperation with the implementing partners.
- *ENTC*: The goal of ENTC is to preserve the natural and cultural heritage of Eswatini by sustainably utilising these resources and promoting environmental awareness in the population. The governmental organisation serves as the SP's implementing partner on the Eswatini side and is involved in all three outcomes of the SP.
- *ANAC*: This state institution is tasked with the conservation of biodiversity and sustainable development of ecotourism across Mozambique. ANAC is the implementing partner of the SP on the Mozambican side and, therefore, also involved in all three project outcomes.
- *Boundless Southern Africa*: The marketing initiative Boundless Southern Africa aims to promote TFCAs in the SADC region as tourism destinations. The organisation is supporting the outcomes associated with ecotourism as an implementing partner.
- *External Consultants*: External consultants were contracted by PPF via the PMU to provide technical support in finalising a number of SP deliverables, in particular the Situational Analyses (SAs) and the Eco-business Planning Guideline (EBPG).

Figure 9 shows the organisational structure of the LTFCA SP regarding financing and reporting. The reporting structure of PMU, PPF, and GIZ is the same

as in the Malawi-Zambia TFCA SP. ENTC, ANAC, and Boundless Southern Africa send financial reports to PPF and narrative reports to the PMU.



4.2.3 Project Components

In the following, the project components of the LTFCA SP are described in greater detail to give a deeper understanding of the project outcomes.

Transboundary Governance

The first project outcome was the establishment of functional transboundary governance structures in key nodes of the TFCA; the governance structures are tasked with managing local resources and coordinating cross-border development. This outcome was linked to outputs including project steering and institutionalisation, operational Joint Management Committees (JMCs), and stakeholder engagement. The former was to be achieved through the establishment of a Project Steering Committee (PSC) and the coordinating PMU. The JMCs shall be made operational through activities such as establishing community trusts and joint operational strategies. Stakeholder engagement was to be strengthened through national and community stakeholder and TFCA forums.

Cross-border Tourism Development

The second intended outcome of the SP was the creation of capacities to implement and manage joint conservation and tourism projects within the

Lubombo TFCA through targeted training, information exchange, and joint-learning mechanisms. This outcome was linked to the main outputs of country-specific SAs and an EBP as a method of integrating community participation in ecosystem management, sustainable resource use, and enterprise development. Training and information exchange were meant to be enhanced through, for example, training needs assessments.

The third outcome referred to the development of touristic assets across the landscape and creation of tangible benefits for the communities. One key deliverable of this outcome was a fully operational bush camp in Mhlumeni and the Mhlumeni-Goba Transboundary Trail (MGTT), both of which should involve the Mhlumeni and Goba communities in Eswatini and Mozambique, respectively. Further activities under this outcome were promotional events and marketing of the operational tourism products.

5 Results

In this chapter, the overall SP design as well as the implementation of individual project components of the two SPs are assessed separately in order to determine whether the approaches were suitable to meet the challenges and objectives in the TFCAs.

5.1 Assessment of the Support Project Design

In contrast to the subsequent in-depth evaluation of the individual SP components' implementation according to OECD-DAC criteria (see Chapter 5.2), the overall design of the SPs is examined in this section. It looks at factors such as project length, geographical scope, and the financing structure of the project. The analysis is not based on ratings.

The original project duration for both TFCA's SPs was extended to allow for implementation of all activities before the project phases out. Despite this, the PMUs and implementation partners still considered the duration too short to generate noticeable outcomes at the community level or to consolidate established structures. In Malawi and Zambia, this problem was magnified by the variety of project components and relatively large number of activities. Nonetheless, it is important to highlight that the components selected for the SP complemented each other in both SPs. For instance, in Malawi and Zambia, the combination of long-lasting outputs with tangible benefits significantly contributed to the involvement of communities in nature conservation practices. Moreover, the designed geographical scope included as many areas and communities of the TFCAs as possible, effectively avoiding conflicts between neighbouring communities. This posed difficulties for project implementation; in the LTFCA SP for example, the project included three fragmented core areas. Although this political decision ensured no crucial parts of the TFCA were left out, it entailed long distances to coordinate activities between these islands.

GIZ and PPF entered a financing agreement. PPF was selected to channel funding to implementing partners because it has a proven track record of managing donor funds; this allowed for efficient implementation. As financial administration was done from PPF headquarters in South Africa, the supervision of implementing partners on the ground was challenging, particularly as the complex management structures of both SPs (see Figure 5 and 9) required a high level of coordination. In the Malawi-Zambia TFCA, for instance, the selection and

preparation process of partners for the livelihood component was delayed because so many interests were involved in the decision-making process. Nevertheless, the outsourcing of project components to locally-experienced and successful partners (COMACO, CADECOM, and IFAW) allowed for realisation of synergies, especially in community outreach and activity logistics. Also, the outsourcing of activities to local and governmental focal persons or consultants decentralised the SP implementation and partly resulted in satisfying, comprehensive outcomes, but also in delays when preferred consultants were unavailable. In the Malawi-Zambia TFCA, the blended financing approach, which allowed partners to align their project activities with other institutions' and provide their own funds, allowed for greater efficiency in implementation and reduced the risk of duplication.

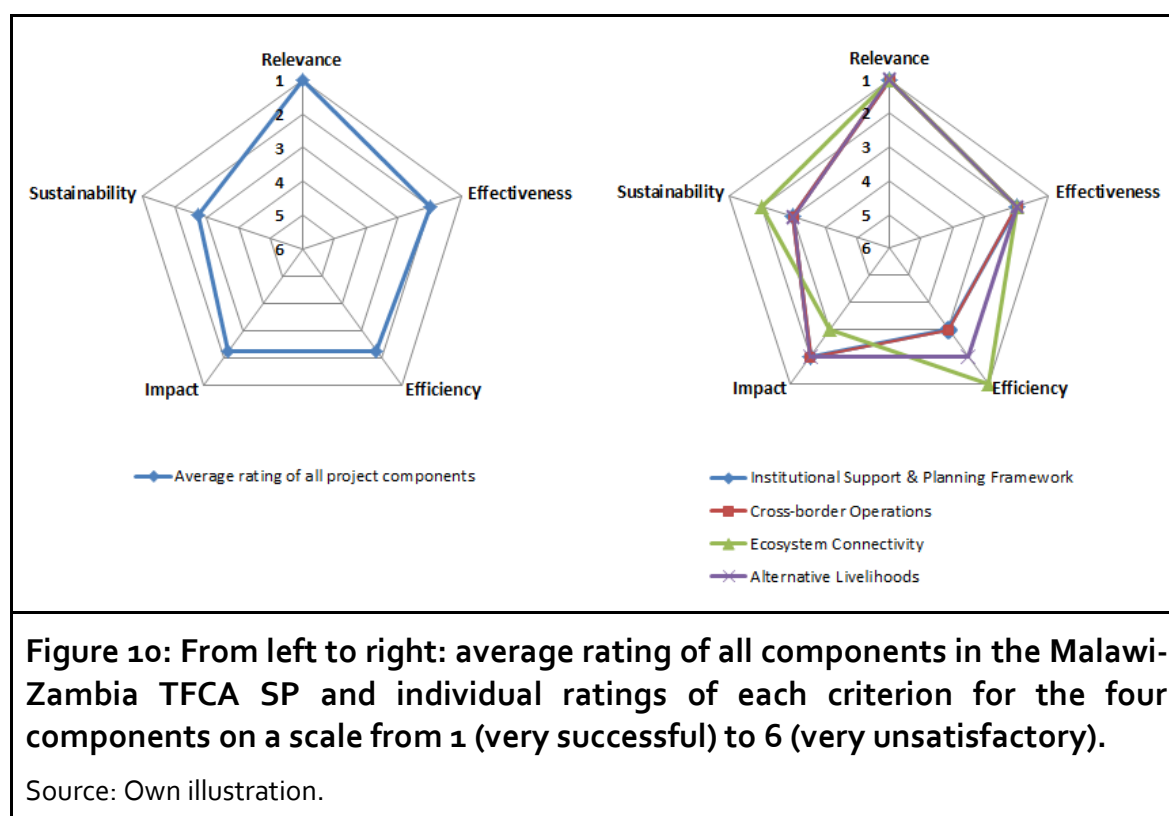
Despite gender not being explicitly addressed in the project design, many community recipients were women, who were identified as financial supervisors and conservation multipliers in their households and communities.

Regarding exit strategies, the design of both SPs incorporated supporting implementing partners with consultants to assist in their applications for further funding. Having taken part in these SPs, the implementing partners have gained credibility amongst donors and partners and are now better positioned to extend funding and enter partnerships with similar projects. For example, relationships that the LTFCFA formed with Boundless Southern Africa and All Out Africa during the SP are valuable for the project's sustainability. Similarly, in the Malawi-Zambia TFCA SP, the TFCA Financing Facility supported by KfW, the Zambia Integrated Forest Landscapes Project financed by the World Bank, and cooperation with IFAW are feasible options to continue funding beyond the SP phase-out.

5.2 Evaluation of Malawi-Zambia TFCA Project Implementation

Overall, the Malawi-Zambia TFCA SP was rated *successful* according to OECD-DAC criteria. As illustrated in Figure 10, all components were *very successful* in terms of relevance; *successful* in terms of effectiveness; and *successful* in their impact, except for ecosystem connectivity which was rated *rather successful*. Results were less consistent regarding efficiency, where the component ecosystem connectivity was rated *very successful*, alternative livelihoods was rated *successful*, and cross-border operations and institutional support and

planning framework were *rather successful*. The criterion sustainability was rated lower with ecosystem connectivity being *successful* and the remaining three components *rather successful*.



5.2.1 Relevance

A number of factors were considered when determining whether individual components of the SP were *relevant* including harmonisation with local needs and priorities, with national and regional strategies, and with donor policy. All four components were rated *very successful* in terms of relevance.

All four project components reflected the objectives of international standards, norms, conventions, and resolutions (e.g. the United Nations Convention on Biological Diversity) and responded directly to funding partners' policies and strategies, like the BMZ's Forest Action Plan (BMZ, 2017) which stipulates twelve fields of action to increase the area under conservation and participatory management of forest resources and to promote the reduction of emissions from deforestation and forest degradation.

Relevance of the SP Component “Institutional Support and Planning Framework”

Institutional support and planning framework were assessed as *very successful* in respect to relevance. The component aligned with both SADC and GIZ policies and more specifically, with the SADC TFCA Programme components of advocacy and harmonisation, enhancement of financing mechanisms for TFCAs, and capacity building of TFCA stakeholders. It was also consistent with the TUPNR Programme’s objective of supporting the SADC Secretariat and member states implementing SADC protocols.

Moreover, the component is well aligned with the national policies and strategies of Malawi and Zambia; for instance, the development of GMPs in Kasungu and Lukusuzi NPs was already a requirement under the Zambian Wildlife Act (2015) and the Malawi National Parks and Wildlife Act (2017). Similarly, the SP called for the creation of CRBs for communities to manage wildlife resources; this was already a requirement in Zambia where the establishment of CRBs is provided for under the Wildlife Act (2015) and the National Parks and Wildlife Policy (1998). Similarly, in Malawi, the Wildlife Policy (2000) and the National Parks and Wildlife Act (2017) both embrace a collaborative management approach to protected areas and wildlife.

All interviewed stakeholders affirmed the essentiality of institutional support and planning framework instruments in the TFCAs. The establishment of various committees (e.g. JPMC and LAC) to strengthen cross-border governance at the park-management level was highly relevant as park management cooperation and collaboration regarding TFCA management was lacking before the SP, as verified by the DNPW (Zambia): *“We realised that the most important governance levels for the TFCA to function are on the district- and park-management levels”* (DNPW Zambia). These committees create an institutional platform for the TFCA component to coordinate bilateral efforts in nature conservation.

Likewise, the component gave communities a voice in NRM through the establishment of CRBs in Chikomeni and Mwasemphangwe in Zambia and the support of KAWICCODA in Malawi. The use of chiefs and traditional leaders as patrons of these resource boards/committees was appropriate to the local context as it facilitated local participation and promoted cooperation within communities.

Relevance of the SP Component “Cross-border Operations”

Cross-border operations was rated *very successful* in terms of relevance. In an international context, the component was in line with SADC protocols such as the

SADC Law Enforcement and Anti-Poaching (LEAP) Strategy and the TFCA Programme. Although both stress the importance of cross-border collaboration in information exchange and investigations due to the interconnectedness of ecosystems, cooperation between Lukusuzi and Kasungu NPs was not institutionalised until the SP started.

Similarly, the component's activities were highly relevant to the implementation of the National Biodiversity Strategies and Action Plans of Malawi and Zambia in the Kasungu-Lukusuzi area, which seemed to be lacking government support, especially in Zambia.

The activities to improve cross-border operations were relevant to local communities as they enhanced community involvement in conservation and law enforcement, e.g. through fire management trainings and sensitisation meetings. The trainings in HWC mitigation corresponded to community needs very well, since there are only few fences around the NPs and animal migration between the NPs occurs regularly. A government official in Lusaka added to that by stating: *"Cooperation between Zambia and Malawi is important because animals know no borders. Human-wildlife conflict management is even better if neighbouring countries cooperate."*

Lastly, the component's activities were crucial for improving the park authorities' capacity to plan and conduct cross-border operations through joint trainings, meetings, and procurement of vehicles for the NPs. Stakeholders described the cross-border radio system as crucial for future planning and joint operations.

Relevance of the SP Component "Ecosystem Connectivity"

The component *ecosystem connectivity* was evaluated as *very successful* in terms of relevance. Due to the migratory patterns of wild animals living in the Lukusuzi and Kasungu NPs, connectivity between the two parks is of great relevance for the habitat of these animals and therefore for biodiversity in general. The relevance of this component was also highlighted in the specific objectives of the treaty for the establishment of the Malawi-Zambia TFCA, which stipulates to: *"Promote and facilitate the development of a complementary network of protected areas within the Malawi-Zambia TFCA linked through corridors to safeguard the welfare and continued existence of migratory wildlife species."* (Government of Malawi, 2015; Government of Zambia, 2015)

At first sight, the relevance of improving ecosystem connectivity between these NPs for local communities was not visible, as improved connectivity can

result in increased HWC. However, considering the financial benefits derived from carbon revenue and the positive impacts of land use planning in the long term, the component has also been rated as highly relevant to local communities.

The activities implemented under this SP component have been very relevant to the component's objective of securing, maintaining, and restoring ecosystem connectivity by strengthening green zones and community conservation areas around and between the two NPs. The demarcation of the extended boundaries of the CCAs serves as a very basic land use planning tool to sketch out areas for conservation and agriculture. This could reduce uncoordinated settlements and uncontrolled farming in the future, while reducing HWCs in the long term. Finally, the formation of forest management groups and trainings in geographic information system fostered CCA implementation and empowered communities to protect their natural resources.

Relevance of the SP Component “Alternative Livelihoods”

Overall, the project's *alternative livelihoods* component was classified as *very successful* in terms of relevance. It is fully in line with the strategic and policy framework of SADC. It goes beyond the scope of individual strategies such as the Regional Biodiversity Strategy or the LEAP Strategy and is pursued as a cross-cutting issue throughout SADC countries. The development of alternative livelihoods in combination with nature conservation efforts answers to the national policies and strategies of Malawi and Zambia; however, they are not one of the core project components due to budget restrictions and other outstanding issues. For the local populations in Malawi and in Zambia, the development of alternative livelihoods has been of utmost relevance: there has been a high acceptance from traditional community leaders regarding the implemented activities. This is possibly influenced by the fact that all activities were based on local realities, for example, the promotion of basic, local food products.

All project activities implemented under the livelihood component were highly relevant to achieve the component's objective of “*reducing the pressure of unsustainable use of natural resources [...] through the promotion of measures that create alternative livelihood options to the local communities [...]*”. All activities aimed to create increase food production, improve household dietary intake, and bolster income generation. Interventions such as livestock programmes and beekeeping were suitable to create monetary benefits. For all agricultural products promoted by the SP, there has been a high market demand in the region. These alternatives have brought benefits and discouraged local communities from profitable illegal practices. Beekeeping, for instance, was

regarded as a highly relevant conservation measure, as the success of this activity strongly depended on an intact forest and therefore encouraged its conservation. COMACO's CEO aptly put it: "*Conservation has to start with the people, they are the custodians of nature.*"

5.2.2 Effectiveness

Effectiveness has been evaluated in two ways: firstly, planned activities' achievements were evaluated based on the progress reports and secondly, the activities' contributions to the components' objective were assessed based on progress reports and collected data. Considering all four components' objectives, the overall effectiveness of the SP was rated as *successful*.

Effectiveness of the SP Component "Institutional Support and Planning Framework"

The component *institutional support and planning framework* was rated *successful* because almost all component-related activities had been accomplished or were near completion at the time of evaluation. Multi-stakeholder dialogue, especially through meetings conducted under the SP, effectively contributed to the achievement of the objective of "*strengthening cross-border governance at park management level*" and partially contributed to the objective of "*improving cross-border communication and cooperation*". Regular exchange between DNPW Zambia and DNPW Malawi began through the above-mentioned meetings and continued outside of SP-mandated meetings, especially at the park-management level. Cross-border governance improvement at the district and community levels was limited to SP meetings.

The JMPC has been established and is functional, while ToRs for the LAC have been drafted. The PMU and other stakeholders indicated that the LAC will be functional before the project ends. Apart from the TFCA-related committees (i.e. JPMC and LAC), two project-related committees, a Project Joint Coordinating Committee and a Project Joint Steering Committee were established. The Project Joint Coordinating Committee provided oversight to the joint implementation of project activities whilst the Project Joint Steering Committee oversaw the GMP and IMDF planning processes. These committees included stakeholders from international, national, provincial, district, and community levels in Malawi and Zambia.

Initial meetings to appoint members to these structures were held and a governance training for members of project committees was conducted. These committees met to discuss matters relating to the project and the TFCA

component. It was evident from our interactions with stakeholders that these committees were fundamental to effective planning and joint operations, though the lack of clarity on their roles and responsibilities amongst members was criticised by some respondents.

Similarly, in Zambia, two CRBs were established under the SP to represent communities in the TFCA governance structures. In Malawi, KAWICCODA was supported with seed money for IGAs and officially registered to represent the Village Natural Resource Management Committees (VNRMCs) from nine TAs.

A GMP for Lukusuzi NP has been drafted, while the GMP for Kasungu NP has been reviewed and updated by stakeholders in both countries. Lastly, an IMDF for the Kasungu-Lukusuzi component of the Malawi-Zambia TFCA has been drafted with support from PPF including data collected from community consultations through several consultations. The multi-stakeholder development of the GMP and IMDF contributed to partial achievement of the objective "*undertaking effective planning processes for the TFCA component*". The plans will specify management actions, provide guidance on the types of developments to be undertaken in the park, and detail how park resources can be sustainably used.

Community participation is explicitly stated as "*an essential element to successful programme implementation*" (SADC TFCA Programme, 2013, p.23) in TFCAs. Because the TFCA concept is a top-down approach originating from intergovernmental agreements, community participation is mainly possible through meetings and community consultations. Communities were largely involved in most low-level decision-making processes. Overall, the component was highly pivotal as it laid the groundwork for other project components.

Effectiveness of the SP Component "Cross-border Operations"

Most of the activities in the component *cross-border operations* were conducted or near completion by the end of the project and contributed to the project components' objective, resulting in a *successful* rating of the criterion effectiveness. IFAW proved to be an experienced partner organisation, collaboratively working with DNPW and communities towards project implementation of this component.

The SP activities' contribution to improve park authorities' capacity to plan and conduct cross-border operations were largely effective. The enhanced communication channel between DNPW Zambia and DNPW Malawi led to improved cross-border operations such as joint border patrols. The cross-border radio system (described below) is expected to significantly contribute to the

component's objective as well as objective 2 of component 1; however, it was not yet functional at the time of the evaluation.

Particularly successful were activities to improve the living and working conditions of field officers (including rehabilitation and construction of staff houses, maintenance of the Lukusuzi NP Head Office, procurement of vehicles, provision of field rations, and provision of fuel). This motivated officers and allowed them to conduct operations in the NPs. In Kasungu NP, for instance, the number of long patrols (lasting three to six days) conducted per six-month period increased considerably. DNPW park staff and community members in both countries attended training on fire management, investigation skills, joint operations, monitoring and evaluation (M&E), and governance (the latter targeting the JPMC and CRBs). Some training sessions were conducted jointly which improved trust and exchange between the NPs as well as between field officers and communities.

The use of local tradespeople for SP-related construction (see Figure 11) provided additional income and skills to community members and improved community acceptance of the project.

The SP also facilitated joint border patrols and investigations. Despite the proximity of the NPs, such close collaboration was new to the DNPW staff as they *"used to work as islands"* (DNPW Zambia).

The cross-border radio system was not complete at the time of evaluation due to delayed procurement and radio tower construction. It is expected that the system will be operational by the end of the SP. Other proposed activities not yet concluded include the preparation of SOPs for joint operations, HWC trainings for communities in Zambia and most TAs in the Malawian project area, cross-border meetings between CRBs and KAWICCODA, and meetings between traditional leaders of both countries.



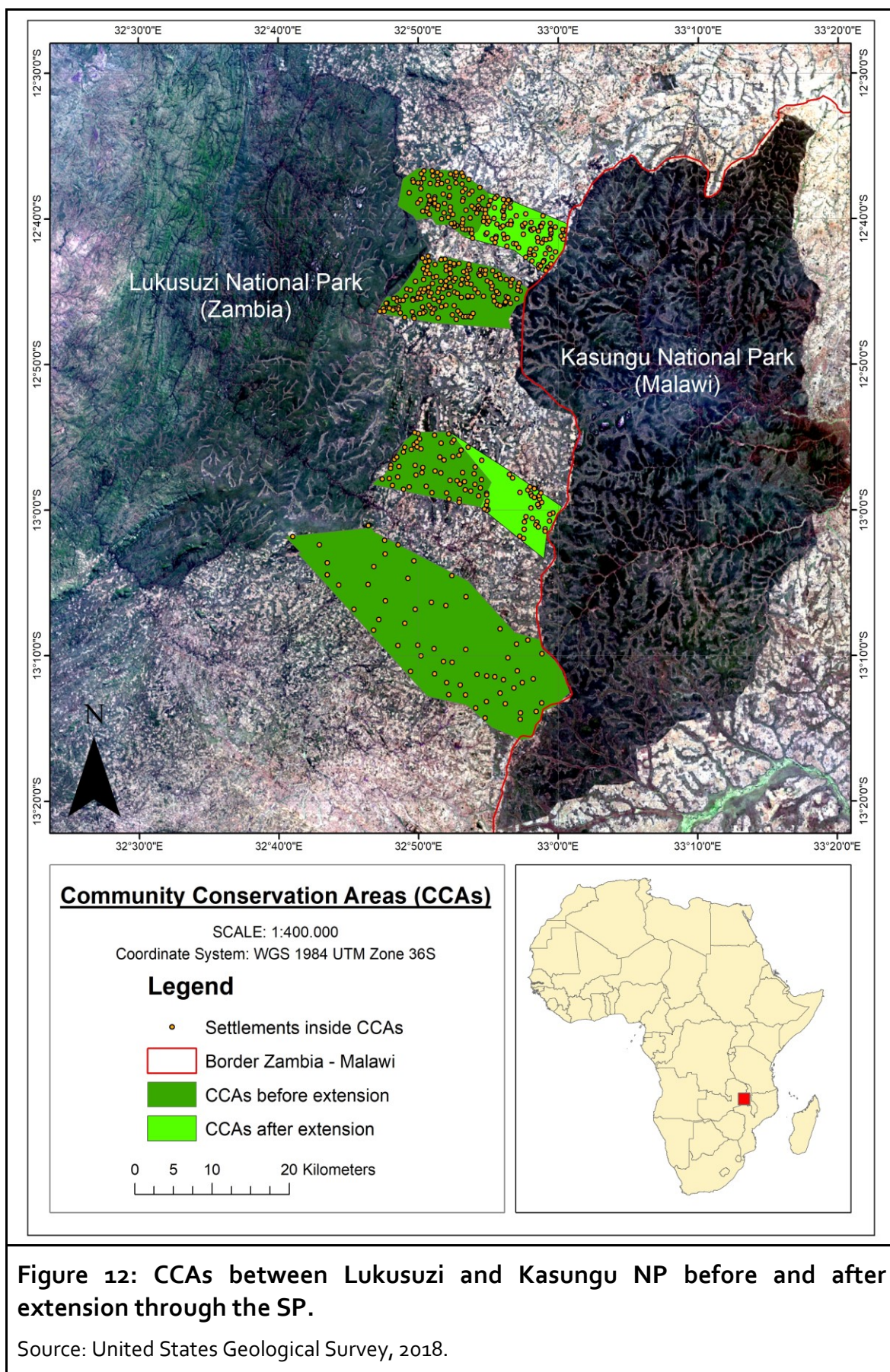
Figure 11: New operations complex for Lukusuzi NP.

Photo: Sarah Marie Müller.

Effectiveness of the SP Component “Ecosystem Connectivity”

The *ecosystem connectivity* component was *successful* in terms of effectiveness, as all activities have been implemented as planned and effectively contributed to the expansion of CCAs in the TFCA, successfully connecting both NPs.

Two of the four CCAs between Kasungu NP and Lukusuzi NP were expanded to serve as bio-corridors between the parks. The boundaries of the CCAs were marked with five additional beacons and GPS coordinates of the CCAs were recorded. In total, an additional area of 13,732 ha of community land was set aside for conservation. As depicted in Figure 12, all four CCAs now connect Lukusuzi NP and Kasungu NP. The four CCAs in both chiefdoms cover an area of 84,082 ha, which is around 49 % of the territory of the chiefdoms of Chikomeni and Mwasemphangwe.



Exact georeferencing of human settlement boundaries within the CCAs are not yet available (location/point data is available), so spatial dynamics of land use in these settlements cannot be analysed. The CCAs are densely populated, posing a major obstacle to park connectivity as HWC are anticipated. Currently, there are about 500 human settlements inside these bio-corridors.

Community Forest Management Groups were formed in each of the chiefdoms. They regularly conduct meetings with community members to talk about nature conservation and report irregularities in the rules established in the CCP, which are available in both English and the local language. The extension of CCAs was initiated with the consent of local chiefs. Communities were consulted and village headmen accompanied COMACO staff to delineate CCAs with georeferenced beacons.

Effectiveness of the SP Component “Alternative Livelihoods”

The effectiveness of the *alternative livelihoods* component was considered *successful*. Most planned activities were implemented or are expected to be implemented before the project ends. The main outcome (the introduction and implementation of alternative livelihood measures) has been achieved for the most part. The second outcome (the improvement of co-management arrangements) was not actively pursued within the livelihood component. As planned, the implementation of activities was outsourced to COMACO and CADECOM (for more information on COMACO and CADECOM see Infobox 1 and 2).

In Zambia, the overall satisfaction amongst recipients of seeds (soybeans, peanuts, cowpeas, and vegetables), goats, chickens, and beehives provided by COMACO was high (see Figure 13). In total, 7,000 kg of seeds were distributed to 400 farmers and 400 of 500 planned beehives were distributed to 100 households. These two activities were considered especially impactful. Farmers were able to request their desired type of input and usually received it. Seed recipients also benefitted from market access provided by COMACO. While a progress report stated that two roadside markets were established, the on-site visit and interviews with the COMACO coordinator revealed only one was set up. COMACO trained 81 lead farmers in conservation farming, beekeeping, agroforestry, and livestock. The lead farmers shared their learning with the 4,730 farmers in the SP.

Other activities in the proposal were also fully implemented; for example, lead farmers received bicycles and motorbikes allowing COMACO to reach 4,755 farmers, exceeding their target by about 700.

Mixed results were achieved by COMACO and DNPW's transformed poachers programme; not all transformed poachers received training and inputs in a timely manner. While some criticised the irregularity of visits, COMACO was generally praised as the government's agricultural extension service is often unable to reach this region.

The two Zambian CRBs met regularly to exchange ideas, especially ideas about SP-funded IGAs. The SP encouraged CRBs to invest 5,000 EUR in an IGA of their choice. Considerable community participation via the CRBs allowed for the launch of a maize mill in Mwasemphangwe (officially launched during the evaluation visit) and for co-financing a community-owned lodge in Chikomeni which will create income through tourism.



Figure 13: Chickens and chicken coop built by COMACO-trained farmers in Mwasemphangwe chieftdom (Zambia).

Photo: Sarah Marie Müller.

In Malawi, ten animators were selected from each of the TAs and were trained as trainers. The 90 CADECOM-trained animators provided training on livestock

management, sustainable agriculture, forest management, and beekeeping in communities. The tree planting training was perceived as especially helpful when compared to trainings offered by other organisations in the past.

CADECOM distributed sweet potato vines, goats, chickens, and tree seedlings in nine TAs. As prices were low at the time of purchase, the initial goal of distributing 250 vines was exceeded by 750. Unfortunately, their cultivation was not successful. According to one interviewee, only two of the 140 people who received vines managed to grow them because the vines were not in good condition and were brought too late in the rainy season.

Compared to COMACO, the satisfaction with the inputs provided by CADECOM was low. Some farmers reported they were not consulted on their input needs and preferences and received inputs they would not have asked for.

Additionally, the national coordinator of CADECOM suggested the whole region suffered from drought during the project period.

On a positive note, CADECOM provided training to existing community structures like beekeeping clubs, VSL groups, and VNRMCS and facilitated the formation of new ones (e.g. VSL clusters). The budgeted beehives and VSL tool kits had not been distributed at the time of the evaluation and the budgeted procurement of 90 push-bikes for animators was expected to happen before the project ends. The provision of bikes is considered essential as an incentive for animators and a significant part of effective and sustainable project implementation in Malawi. Other activities that have not yet been implemented (e.g. goat distribution) are expected to take place before April 2020.

In summary, COMACO and CADECOM's livelihood activities had a positive effect on reducing unsustainable use of natural resources.

While outcome 2 (the improvement of co-management arrangements) was not prioritised in the context of alternative community livelihoods, it is worth highlighting that the communities adjacent to Lukusuzi and Kasungu NP reported that formerly hostile relationships with DNPW staff improved significantly over the duration of the SP. This may be partially traced to the outreach activities and HWC support provided by DNPW and sensitisation meetings by provided by COMACO and CADECOM. One goat recipient in Malawi put it this way: *"Nowadays, if wildlife comes into our village, we call DNPW [Malawi] for help. Before we used to kill the animals but the sensitisation from DNPW improved our relationship with wildlife."*

Community members in Malawi were allowed to enter the NP to, for example, hang up beehives or collect firewood. In return, they committed to not conducting illegal activities in the park. There have been no written co-management agreements between DNPW and the communities.

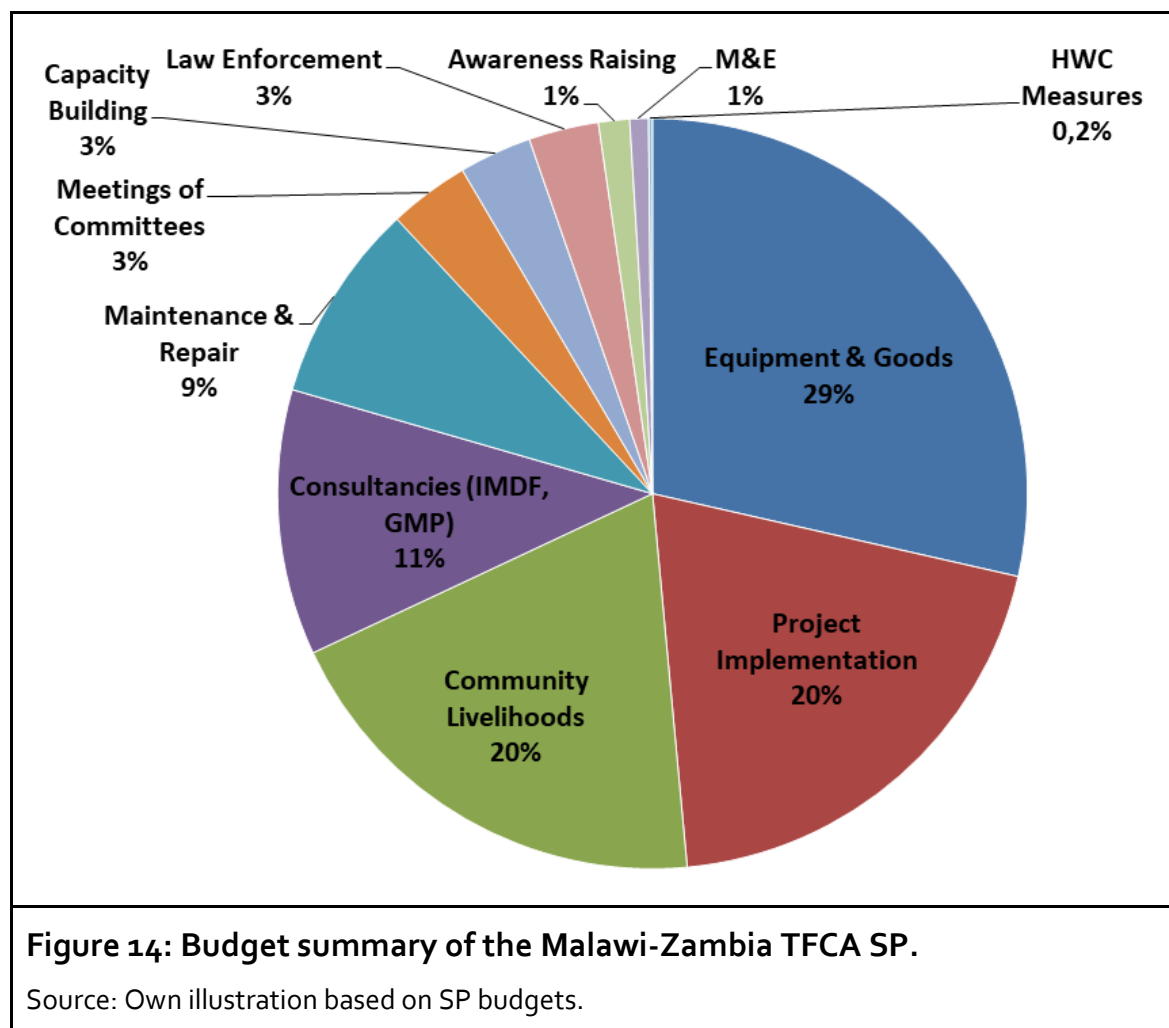
While the SP did not have a specific gender component and neither COMACO nor CADECOM targeted women specifically, many input recipients were women.

5.2.3 Efficiency

Considering the time and financial resources spent to achieve the project results as well as the existence of more efficient alternatives, the overall efficiency of the SP was evaluated as *successful*.

As shown in Figure 14, the amount spent on M&E was about 0.8 % of the overall project budget. Adding the 13,648 EUR (from the livelihood component budget) allocated for the monitoring of implementation partners, the overall M&E budget was only 1.6 % of the total budget. In reality, the cost of M&E is higher, as some M&E processes were undertaken by regular staff and their salaries are not reflected on the M&E budget line.

The overall SP budget showed project implementation costing 20 % of the budget. This is considered adequate in light of the high project administrative requirements.



Efficiency of the SP Component “Institutional Support and Planning Framework”

The component *institutional support and planning framework* was rated *rather successful* under this criterion.

Because institutions and frameworks did not exist prior to the SP (apart from the GMP in Kasungu), time and human resources needed to be prioritised and allocated to this component. Stakeholder engagement through meetings and workshops and the subsequent establishment of committees were amongst the first outputs to be achieved and formed the foundation of the project. However, consultancies to develop the IMDF and GMPs took longer than expected and the lack of clarity between project committees and TFCA committees impeded efficiency as respondents sometimes confused committees and their roles.

According to the revised GIZ supplement grant agreement, an amount of 305,156 EUR was budgeted for capacity building, consultancies, and meetings

under which the establishment of governance structures and development of the GMPs and IMDF have been itemised. The amount represented 20.3 % of the total project budget. Given the importance of a clear institutional framework for the implementation of other SP activities, this relatively large budget allocation is justifiable.

A review of the workplan and budget up until 2018 showed that these activities have been executed according to plan, barring minor adjustments to the budget.

Efficiency of the SP Component “Cross-border Operations”

Concerning efficiency, the project component *cross-border operations* was rated *rather successful*. The establishment of the radio system consumed the greatest budget share, but was also the subject of the most shortcomings. With a total expenditure amount of approximately 344,000 EUR, the procurement was almost four times more expensive than initially estimated in 2016 (approximately 90,000 EUR was anticipated; Labuschagne, 2016). To compensate, cuts were made to other project activities such as the cross-border meetings between traditional leaders from both countries. At the time of the evaluation, radio operations complexes in both NPs were finished, but radio towers were still under construction and the radio procurement from the South African service provider was ongoing.

The cooperation with IFAW generally worked efficiently and they brought in their own funds to aid implementation (25 % of total expenditures). During project initiation in Kasungu NP, the NGO invested more than the agreed amount for the construction of the operations complex since PPF did not provide construction funds on time.

The improved M&E capacities developed through trainings amongst DNPW staff and CRBs were considered useful.

No alternative activities likely to be more efficient in achieving the component’s objectives could be identified; instead, the involved stakeholders reported that the priorities were set correctly.

Efficiency of the SP Component “Ecosystem Connectivity”

Improving *ecosystem connectivity* between the two NPs was done at a relatively low cost and with great effectiveness and was therefore evaluated as *very successful* in terms of efficiency. All activities under this component were conducted with a total cost of 12,000 EUR.

Since local people were trained in conservation and formed Community Forest Management Groups, overall monitoring and enforcement costs were reduced while the sense of ownership increased.

Due to prior promotion of land use planning by other actors, it was not easy to convince communities of the benefits of CCAs and a lot of environmental awareness raising was needed. Overcoming this resistance through a COMACO and a community-based approach to land use planning using CCAs was probably the most cost-effective and socially-acceptable approach towards improving ecosystem connectivity.

Efficiency of the SP Component “Alternative Livelihoods”

With regard to the *livelihood* component, a rating of *successful* was given for the efficiency criterion as the activities conducted achieved considerable results at low cost. Considering that 6,000+ farmers were reached by the project, the expenses accrued to the livelihood component (292,000 EUR) accounted for a relatively small budget share of 19.5 %. It should be noted that 43,000 EUR from the initial livelihood budget of 335,000 EUR was reallocated to other activities including the radio system.

Livelihood intervention implementation started late due to the implementing partners’ unexpectedly long preparation phase. Nevertheless, in Zambia, most of the planned activities were conducted before the close of the project; while in Malawi, a few component activities still need to be implemented before April 2020.

In Zambia, strong synergies were exploited by making use of COMACO’s own human and financial resources. COMACO covered half of its budget from its own sources, for example, for technical experts and to complement project activities. CADECOM’s expenditures on human resources and administration were small compared to the total budget and scope of interventions. Both implementing partners made use of the lead farmer/ animator system for capacity building, which reduced the cost per training per farmer by 50 % for COMACO.

The agreements between GIZ, PPF, and the implementing partners with regards to reporting and funds release was more challenging than initially expected and led to some delays in the cash flow from PPF. 13,648 EUR (4.7 %) of the livelihood budget was allocated to a Joint Local Coordinating Committee for the monitoring of COMACO, CADECOM, IFAW, and DNPW in Malawi and Zambia. The additional monitoring attempt should be acknowledged as this committee was not foreseen in the initial project proposal. However, whether the

results of the specific monitoring activities were linked appropriately to the operational planning could not be assessed. Project staff reported that resources for M&E processes on the project level have been insufficient. In general, the overall approach of COMACO's monitoring system in terms of conservation compliance was considered efficient, as it is built on existing and functioning structures. According to CADECOM, the SP has created a joint monitoring approach between the NGO and DNPW. However, since further information on the implementation of this M&E could not be collected from CADECOM, its success could not be assessed.

5.2.4 Impact

In the following discussion, impacts (positive and negative, direct and indirect, intentional and unintentional) are evaluated. Given the SP's short timeframe and the timing of the evaluation, it is only possible to consider early or likely impacts resulting from SP activities. Overall, the impact of the four components was rated *successful*.

Impact of the SP Component "Institutional Support and Planning Framework"

Based on observed and perceived impacts, the component *institutional support and planning framework* was graded *successful*. Key respondents from DNPW Malawi and Zambia pointed out that the committees created under the SP were already part of the bilateral TFCA treaty, but only became functional under the SP. At the park-management level, the JPMC enhanced communication between park management through the exchange of information and collaboration between officers in joint operations. Before the SP, officers barely knew each other and there was no structure to facilitate cross-border collaboration. The Division Manager of DNPW Malawi emphasised the impact of the established committees by saying:

"Through the joint park management committee, the two DNPW were brought much closer together. We do not need a lot of experts to maintain all this and support each other. What was really missing was to set up all this and the support project has really achieved its objective."

Thus, one project impact was to bring stakeholders together through these committees and their frequent meetings. Conservation officers in both countries emphasised the need for further governance training to improve their skill set and be prepared to achieve long-term impacts from cross-border cooperation. Further, the relationship between DNPW and local communities in both Malawi

and Zambia improved through the SP. This led communities to associate park authorities with benefits and activities.

Regarding the improvement of planning processes in the TFCA, the evaluation was difficult for the following reasons. It was not possible to assess the real impacts of the GMPs and the IMDF, since they are not yet in use. Nonetheless, in tandem with the established committees, the GMPs are expected to guide the work of park authorities while the IMDF will integrate the needs of both parks. The incorporation of a livelihood component into the GMPs is laudable; it will provide guidance on how the local communities surrounding the NPs can access the park resources and how these communities can play a role in resource protection and management. The IMDF will help in activity coordination in both NPs and serve as a basis to acquire funding. The IMDF is a strategic framework that brings local government to the TFCA table. The true value of this IMDF lies in showing a vision for the Kasungu-Lukusuzi component, prioritising investments to create development and conservation. Integrated plans such as this need to be aligned with district development plans; hence, the great cost and high stakeholder participation in the process is unique to this TFCA. With these plans, a forum for long-term communication and planning is foreseen and requires continuous cooperation from management on both sides. In general, all stakeholders were very optimistic about the future usefulness of the developed plans to aid in effective planning processes in the TFCA.

Regarding the impact on communities, the establishment of resource boards/committees has given local people a platform to participate in the management of natural resources. In Zambia, the CRBs were tasked with recruiting community scouts for Lukusuzi NP, who were to be paid from revenues generated in the park (currently, scouts are paid by IFAW). In Malawi and Zambia, collaboration between DNPW, KAWICCODA, and the CRBs has drawn the departments closer to communities. Additionally, decision-making in the communities has become more inclusive as evidenced by cooperation in the conception of the IGAs. That said, there have also been negative effects on communities. For instance, the CRB has reported their concern that a lodge in Mwasemphangwe will likely limit access to water to farmers and animals near the dam at the construction site and will only directly benefit a few people in the community. Though laudable, a community lodge is not currently profitable as its success depends on the restoration of Lukusuzi NP as a tourist destination. This was echoed by a government official who said that *“the community should have done another IGA in the short term and waited a few more years to build the lodge”*. An unfortunate impact has been slight animosity from communities towards

members of the CRB in Mwasemphangwe to the extent that they have been banned from entering one community.

Impact of the SP Component “Cross-border Operations”

Based on current and likely effects, the activities under the component *cross-border operations* were rated *successful*. Compared to the complete lack of cooperation between the NPs before the SP, the capacities of park authorities to plan and conduct cross-border operations have been significantly improved by the procurement of equipment and vehicles, joint trainings, and the creation of cross-border communication and meeting opportunities. The latter is underlined by DNPW staff from Malawi, who stated: “*Before the GIZ project there was no cooperation at all between the parks; we weren't even talking to each other. But now we have a much better relationship.*” Additionally, the NP staff is more motivated and committed to their jobs as a result of the improved working and living conditions. Although changes in mindsets take time, it has been observed that community sensitisation meetings and joint trainings positively affected relationships with DNPW and community acceptance of and participation in conservation measures. This was especially true in Zambia, where DNPW staff could not enter some villages prior to the SP because they were met with hostility. The establishment of CRBs as a link to the NP staff and the trust-building involvement of COMACO played important roles in this context. Following extended awareness raising and law enforcement measures, a decrease in poaching and increase in wildlife numbers has been perceived by communities, COMACO and the DNPWs (for instance elephants in Kasungu NP and kudus in Lukusuzi NP). However, at least nine groups and four experts (DNPW staff and implementing partners) stated that this had the unintended negative impact of worsening the problematic HWC situation around both Lukusuzi and Kasungu, while an additional three groups and one governmental official mentioned ongoing HWCs in the area. For example, 388 cases of HWC were reported to DNPW Malawi between December 2018 and August 2019, 93 % of those involved elephants leaving the park. Aggravating this, the NPs are only partially fenced.

Impact of the SP Component “Ecosystem Connectivity”

The impact of the component *ecosystem connectivity* was evaluated as *rather successful* since the main intended impact (i.e. improved ecosystem connectivity for wildlife movement) is not yet visible in terms of reduced deforestation (see Figure 6) and some negative effects have been observed with regards to HWC.

According to community members in both countries, there was a lot of poaching, charcoal production, and destruction of nature before the SP started in 2016. While illegal and unsustainable practices have decreased, the establishment and extension of CCAs, enforcement through CCPs, and environmental awareness raising has not yet led to a significant reduction in deforestation in these areas, as depicted in Figure 6. However, taking into consideration the historically high deforestation rates (2.3 % between 2003 and 2013 (VCS, 2013)) and population growth of 2.6 % in the area, the stabilisation of deforestation rates can be considered a success.

As the effects of improving connectivity on deforestation can only be measured over the long term, monitoring deforestation in CCAs will be key in future impact analysis.

It must be highlighted that activities promoted through the livelihood component of the SP had major effects on human behaviour change for sustainable practices and, therefore, ecosystem connectivity. Community members have incorporated new practices into their day-to-day lives, including using tree branches for firewood (rather than cutting whole trees) and planting new trees for fuel wood. Their relationship with wildlife has improved and they are now appreciating ecosystem services and reporting incidents with wildlife to DNPW. Encroachment into national parks has decreased as people tend to use their own resources from CCAs. This is illustrated by the quote of a COMACO employee, who stated: *"You can only sit at a table and discuss conservation if both of our stomachs are full"*.

One negative effect of the ecosystem component is the high risk of increased HWC for the people living inside the CCAs (see human settlements in Figure 12); this must be accounted for in the future. Until now, the management of HWC does not receive sufficient attention and options for farmers to protect their agricultural fields are limited.

Impact of the SP Component "Alternative Livelihoods"

The *alternative livelihood* component had considerable and mainly positive effects and was classified as *successful* in terms of impact.

A remarkable effect of this component has been the change of mindset of communities in Zambia and Malawi as people have realised the benefits of nature conservation efforts. The application of conservation farming techniques (e.g. mulching), beekeeping, and agroforestry (e.g. *Gliricidia* planting) has slowed agricultural expansion. In three focus groups, farmers also explicitly reported

improved soil fertility and yields resulting from the implementation of conservation agriculture. The effects of COMACO's and CADECOM's work were summarised by two interviewed community members as follows:

"CADECOM found the golden ticket of conservation and community livelihoods: People now have their own forests and goats and don't have to illegally extract resources from the park anymore."

"Before, us charcoal makers could never conserve nature. The alternative activities [provided by COMACO] help us to protect the trees and we learned about the direct and indirect benefits of nature."

The inputs and trainings provided (goat rearing and tree planting, for example) provided broadly-accepted alternatives for meat and firewood production and resulted in less poaching and charcoal making. The awareness-raising campaigns and other activities have also positively contributed to decreased poaching, bushfires, and tree-cutting. No negative impacts on nature conservation resulting from livelihood activities were identified.

According to the Mwasemphangwe cooperative, community livelihoods changed *"tremendously"* as a result of the SP; this statement was mirrored by several farmers who believed their incomes and food security had increased and their livelihoods diversified. Increased income as a direct result of received inputs was mentioned by 15 of 32 group discussions in Malawian and Zambian communities.

An average harvest of 20 kg honey per hive, sold at 10 Zambian Kwacha per kilo, could create 2,000 Kwacha (124 EUR) income per family per year if all five distributed beehives per household are colonised and two harvests per year seasons are conducted. Because beehive recipients have not yet had the time to generate this money, this figure serves as a projection of the activity's monetary impact.

The SP activities also encouraged a more diversified and nutritious diet. While vegetable gardening (e.g. tomatoes, onions, and cabbage) with organic fertilisers was good for generating quick additional income (see Figure 15), its revenue depended on scarce water resources and access to markets. Long-term lucrative effects are expected to result from seed multiplication and livestock rearing. The activities had a positive impact on vulnerable households, as they were explicitly targeted by the community in the pass-on livestock programme. Compared to past projects, more women participated in activities and engaged in activities traditionally conducted by men like beekeeping. Some project participants

commented that women had gained some independence from their husbands through the generation of their own income and inter-household conflicts over expenditures seemed fewer. VSL activities were reported to have increased household incomes and allowed for investment opportunities in cattle, for example. While *"for livelihood programmes it is difficult to see a meaningful impact in that short period of time"* (DNPW Zambia), the inputs and trainings provided increased agricultural productivity. However, some interviewees also reported that the income was still not enough to pay school fees for all children, for instance. A negative impact mentioned in all communities visited in Malawi and Zambia was the increase of HWCs that resulted in damaged crops. Moreover, since not all farmers within the communities were eligible for COMACO's support, some felt neglected. Some also suspected the lead farmers favoured certain community members which negatively affected social cohesion within communities.



Figure 15: Vegetable gardens in Chikomeni chiefdom, Zambia.

Photo: Christopher Eichhorn.

5.2.5 Sustainability

Based on the ratings of the SP components, the SP is rated overall as *rather successful* in terms of its social, environmental, and financial sustainability. This shows that the maintenance of many project achievements is likely, but there are also certain risks to the extension of these achievements after funding ceases. A

positive aspect of the project design for sustainability is that support for fundraising for the post-project period was incorporated in the project design. Moreover, some synergies with other programmes working in the region were identified, under which some of the SP outcomes could be funded in the future. Some of these programmes and organisations include the ZIFLP through the World Bank, IFAW support to DNPW in Malawi and Zambia, and the proposed regional SADC TFCA Financing Facility co-financed by KfW.

Sustainability of the SP Component “Institutional Support and Planning Framework”

Based on the viability and lifespan of established outcomes and the availability of human and economic capital, the component of *institutional support and planning framework* is rated *rather successful*.

Stakeholders are optimistic the established governance structures are sustainable; however, without a clear strategy and the necessary budgetary support, this optimism is illusory. A staff member of DNPW Chipata rightly surmised: “*Yes, we are willing to maintain the committees but willingness without [the] financial backing is only a dream.*”

During interviews, ideas for sustaining the established structures were mentioned and the most feasible one was to apply for external funding again. A rather far-fetched, but more sustainable plan would be to rely on revenues generated in both NPs; however, neither Kasungu nor Lukusuzi NP generate enough (or any at all) revenue from tourism. According to the progress report for the period September 2018 to February 2019, no visitors came to Lukusuzi NP except those visiting the park on official duties, hence no income was generated. On the other hand, Kasungu NP received 476 visitors during the same period and generated 576 USD in revenue, which is totally insufficient to cover park operating costs.

Planning frameworks such as the GMPs and the IMDF are more sustainable. Once the plans are approved and effectively in use, they are expected to guide decision making over ten years before being reviewed and updated. Since all NPs in Malawi and Zambia are required by law to operate with these plans, it could be assumed that the respective governments will bear the cost of future review processes; however, without government commitment, this is not guaranteed.

Regarding the two CRBs in Zambia and KAWICCODA in Malawi, linking the TFCA with local governance structures has ensured buy-in from communities and the sustainability of these structures. In Zambia, the IGAs in Mwasemphangwe

and in Chikomeni are expected to support the future work of the CRBs. Still, it must be emphasised that the maize mill in Mwasemphangwe seems far more realistic in terms of cost recovery and direct community benefit than the planned lodge in Chikomeni even though the idea of a guesthouse to generate income in Chikomeni has attracted some interest amongst other donors (the World Bank). In Malawi, in addition to the 10,000 EUR allocated to KAWICCODA's IGAs⁴, DNPW plans to train KAWICCODA and the VNRMCS in fundraising, so that they can solicit funds from other sources rather than relying on the benefit-sharing policy of Kasungu NP and IGA revenues.

Sustainability of the SP Component "Cross-border Operations"

The sustainability of the component *cross-border operations* was evaluated as *rather successful*. It was positively noted that DNPW staff on local, district, and national levels showed great interest in maintaining the project achievements due to their inherent benefits for park management. DNPW staff in Malawi stated: *"The maintenance of all the equipment, fuel, and radio system can be provided by the government now. We will have our own rangers being trained who will be able to provide basic maintenance of the system (...) supported by the radio experts."*

Moreover, IFAW will continue their current project in the two NPs until 2022, having a long-term vision for the TFCA landscape. The NGO is committed to support the radio system operation, field officer training, payment of community scouts under the CRBs, and further planning of other community outreach activities. There is also the prospect that the ZIFLP will support Lukusuzi NP and the surrounding area. However, governmental budgets for conservation and the southern component of the TFCA are generally limited, particularly in Zambia. Even essential running costs for fuel, food rations, and uniforms could barely be covered by the DNPW budgets of both countries in the past, throwing the government's ability to continue to support SP activities into question.

Social sustainability in terms of community support to the SP could be obstructed by the risk of increased HWC, which is difficult to mitigate with the limited numbers of field officers and lack of park fencing.

4 The 10,000 EUR given to KAWICCODA for IGAs were mostly spent on office renovation for the Association, investments in honey production (60 beehives were given to three beekeeping clubs on a loan basis), and acquisition of land earmarked for a campsite.

Sustainability of the SP Component “Ecosystem Connectivity”

The *ecosystem connectivity* component was assessed as *successful* in terms of sustainability due to two main factors. Firstly, key actors (like local chiefs) have been convinced of the long-term benefits of conservation and the community’s environmental awareness is growing; therefore, there is quite a lot of support for the recently established CCAs and the enforcement of rules through CCPs. This acceptance can also be traced back to the tangible benefits that community members have obtained from conservation. Secondly, the CCAs have already been formalised and turned into Community Forests⁵ under the Zambian Forest Bill of 2015 through the Ministry of Land and Natural Resources. These areas are now successfully managed by recently formed Community Forest Management Groups, which are juridical entities under Zambian law. Due to this degree of formalisation of the protection and management of natural resources, future conservation of these areas is considered likely. Nevertheless, the sustainability of the CCAs and the achievements of trainings and sensitisation activities still depends on COMACO’s presence in this area. It is expected that conservation efforts will continue to be financially rewarded through carbon revenue as evidenced by an agreement between COMACO and the World Bank’s Biocarbon Fund, as explained in Infobox 3.

5 Community Forests are forests controlled, used, and managed under an agreement between a Community Forest Management Group and the Ministry of Lands and Natural Resources (Zambian Forest Bill of 2015).

Infobox 3: COMACO Landscape Management Project

Based on an agreement between COMACO and World Bank's Biocarbon Fund, the COMACO Landscape Management Project has been promoting sustainable agriculture and forest conservation since 2012. Carbon revenue from reduced deforestation provided significant income to compliant communities in the project area. Since the project's inception, one million USD was generated from the sale of verified carbon credits. COMACO's benefit sharing scheme stipulates carbon revenue is shared between chiefs (20 %), COMACO (40 %), and the communities (40 %).

Chikomeni and Mwasemphangwe communities received around 168,000 USD during project implementation. This amount was disbursed to forest management groups and significantly increased the communities' interest in conservation. Initial payments under this programme allowed communities to purchase a truck to transport the communities' agricultural produce to markets and to drill boreholes.

Sustainability of the SP Component "Alternative Livelihoods"

The *livelihood* component was evaluated as *rather successful* in terms of sustainability. Both implementing partners, COMACO and CADECOM, built their activities on existing and locally-rooted structures which makes it more likely that they will continue to exist after the end of the project. Associations such as VNRMCS in Malawi existed prior to the project, but only became functional through project inputs. It is unclear whether the developed capacities of these structures are sufficient to continue without external support. In Zambia, the system of cooperatives and lead farmers was functional before the project and was only supported in terms of inputs and daily allowances for lead farmers. In Malawi, the training of village animators was not only vital to facilitate the implementation of activities, but the fact that the animators are all based in the communities is crucial for the sustainability of the interventions. However, it can be questioned whether a system which is solely based on voluntary arrangements is sustainable in the long term.

In both Zambia and Malawi, there is still a high dependency on project inputs (especially seeds), which puts long-term sustainability at risk. While activities such as seed multiplication are oriented to sustainability, farmers still depend on COMACO as the sole supplier of high-quality seeds. However, COMACO as a

market-driven organisation is expected to continue some of its business activities in the future, while on the Malawian side, input provision is expected to stop completely as CADECOM, without follow-up funding, will pull out after the project phases out.

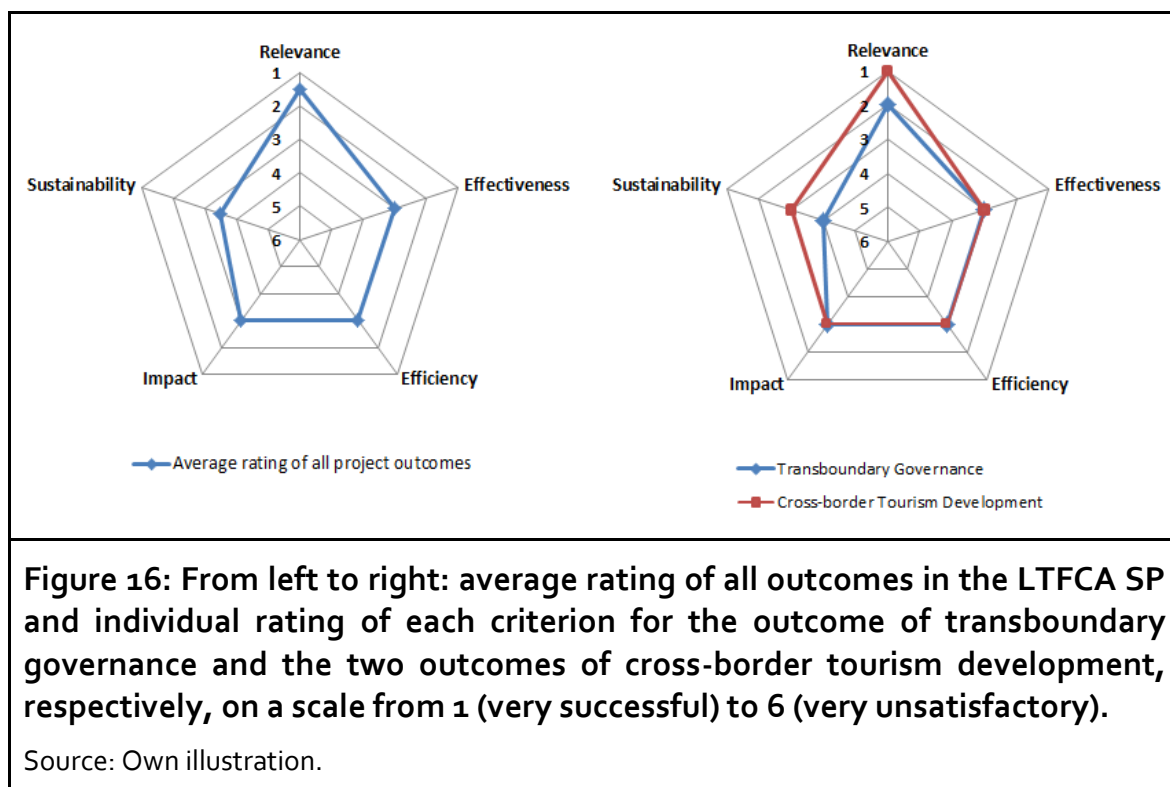
Even though some of the structures are still weak, social acceptance among recipients has been high. COMACO and CADECOM are trusted partners and supported by traditional leaders. Increased awareness of the value of nature through trainings and sensitisation contributed to the interventions' acceptance. Nearly all interviewees declared that they will continue doing the activities and apply the acquired skills even when project support stops. All but one of the 14⁶ transformed poachers who were consulted during the study, stated that they would never go poaching again. "*The world is changing, you must surrender your weapons*", one transformed poacher in Chikomeni chiefdom (Zambia) claimed during the interview.

All livelihood measures were developed based on ecological sustainability. They either aimed at having a direct impact on nature conservation (e.g. tree planting or beekeeping) or functioning as substitutes to unsustainable practices (e.g. conservation farming or livestock programmes instead of poaching).

5.3 Evaluation of Lubombo TFCA Project Implementation

This evaluation assessed the three main outcomes of the LCG sub-component of the LTFCA SP as *rather successful* with more-or-less satisfactory and predominantly positive achievements. As illustrated in Figure 16, apart from relevance where the SP was rated *(very) successful*, all outcomes of the sub-component were rated *rather successful* and *rather unsatisfactory* according to OECD-DAC criteria.

6 This number includes former poachers who were not part of the exclusive transformed poachers' group discussion but were identified during other group discussions and interviews.



5.3.1 Relevance

After averaging the ratings of all three SP outcomes for relevance, the LCG sub-component was rated *successful*. The outcomes were relevant to the achievement of the objective and met the priorities of target groups.

Relevance of the SP Component “Transboundary Governance”

Outcome 1 to “*establish functional transboundary governance structures of the TFCA that will manage local resources and coordinate cross-border development*” was rated *successful* since it is relevant in the international context of contributing to the implementation of SADC protocols. Transboundary governance structures successfully improved community participation and decision making, particularly JMCs which included community trusts.

Where possible, the above outcome built on existing community structures and touristic products or supported the establishment of new community trusts for the formation of transboundary governance structures. This type of structure has been identified as fundamental for TFCAs on a developmental and management level. They also provide an entry point for formal cross-border cooperation, particularly in the absence of strong institutions that provide a platform for cross-border exchange (like the JMCs). JMCs offered a platform for

ENTC and ANAC to coordinate activities and participate in multi-stakeholder decision-making processes.

Transboundary governance structures are relevant to communities for two reasons. Firstly, they have the potential to bring neighbouring communities together, promote exchange, and improve their relationships. Secondly, they potentially enhance the management of touristic products offered in the area through expertise exchange within the structure. Despite this, communities did not perceive transboundary governance structures as an urgent need, but rather prioritised their own needs (mainly alternative income opportunities) which were only indirectly addressed by transboundary governance structures. Their relevance is, therefore, limited from the community perspective.

Figure 17 shows the most urgent challenges for the Goba community based on a ranking exercise conducted with five community leaders (a translated version can be found in Annex 7). The top three community challenges were identified as unemployment, electricity, and water supply.

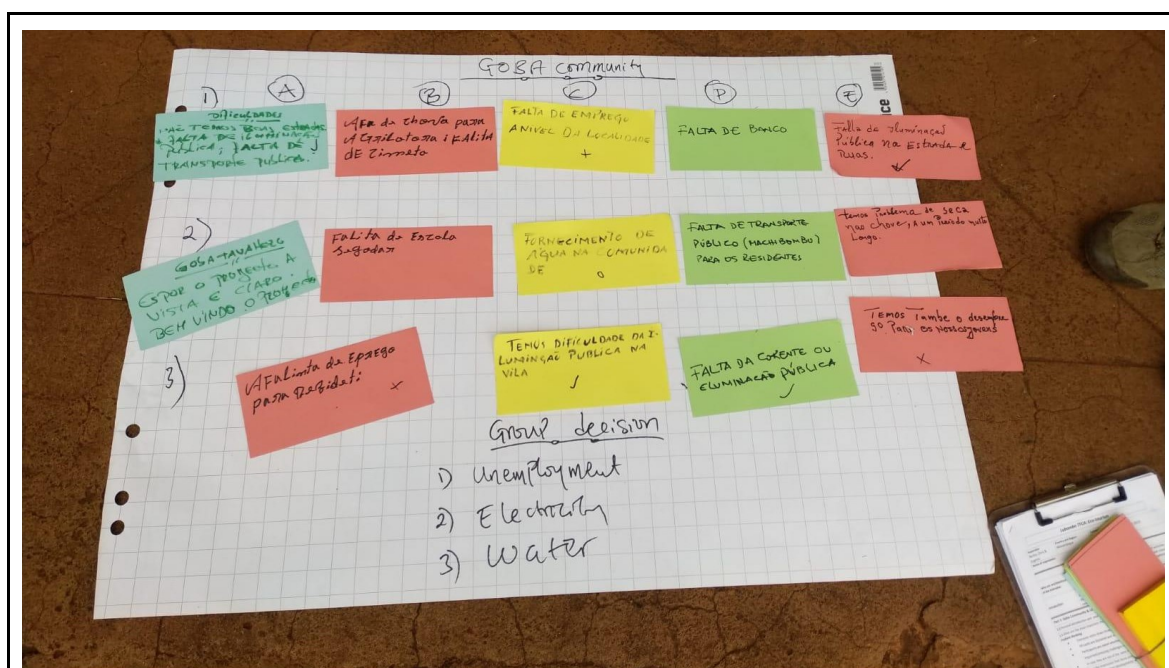


Figure 17: Ranking exercise with leaders of the Goba community.

Photo: Bartholomew Ayinbila A-obe.

In contrast, an activity that was perceived to be of high relevance amongst implementing partners and communities was the Young Environmental Ambassadors (YEA) Programme, to the extent that youth were identified by

implementing partners as an especially difficult-to-reach target group (see Infobox 4).

Relevance of the SP Component “Cross-border Tourism Development”

The two outcomes associated with the cross-border tourism development within the LCG sub-component are outcome 2 “... (to) *create capacity to implement and manage joint conservation and tourism projects in the TFCA*” and outcome 3 “... [to] *develop the touristic assets [...] and create more tangible benefits for the communities*” and were rated *very successful* regarding their relevance as they are strongly embedded in strategic and policy frameworks and addressed a core problem faced by the target group.

The SADC Regional Infrastructure Development Master Plan (2012) refers to tourism as a way forward to enhance sustainable development in the region. This is further outlined in Component 7 of the SADC Programme for Transfrontier Conservation Areas (2013), which endorses the development of TFCAs into marketable regional tourism products.

Infobox 4: TFCA Young Environmental Ambassadors (YEA) Programme

What? The YEA Programme was a four-day camp for environmental awareness-raising and conservation-themed learning activities such as nature walks, game drives, workshops, lessons, storytelling, cultural exchanges, career guidance sessions, and education through play.

Who? 30 youth aged 14–15 years from Mozambique, South Africa, and Eswatini were selected.

Why? The programme contributed to the participants’ understanding and sense of value for natural and cultural resources within the Lubombo TFCA, as well as the importance of preserving these assets as shared resources.

How? The YEA Programme was designed after members in community fora voiced their request for the establishment of projects that specifically focus on youth development and education in TFCAs (PPF, 2019).

The outcomes were fully in line with the national strategies and policies of Eswatini and Mozambique. The National Development Strategy of Eswatini (2016) strongly encourages “*community participation in the use and management of natural resources*” (p. 24) and advocates for the “*creation of an enabling*

environment for the innovative investment in the tourism industry” as well as for the *“development of potential tourist attraction sites”* (p. 27). Furthermore, *“cooperation with neighbouring countries in developing and promoting tourism in the region”* (ibid.) is supported. The National Biodiversity Strategy and Action Plan of Mozambique (2015–2035) stresses that one major limitation of tourism is the weak capacity in infrastructure and a weak involvement of local communities in the management of tourism activities due to their limited capacities (NBSAP, 2015). The Second Strategic Plan for the Development of Tourism in Mozambique (2014) identifies three core implementation goals: a) integrated development planning, b) improved product and services, and c) improved marketing and sales, all, among other approaches, to be realised by the development of TFCAs. With regard to cross-border cooperation, regional experiences of stakeholders who develop cross-border tourism products have shown that the establishment of such tourism products leads to better cross-boundary interaction, understanding, and collaboration.

In order to achieve outcome 2 of the LCG sub-component, the development of an EBPg and two SAs as well as stakeholder engagement activities have been found to be of relevance. Local stakeholders and international stakeholders have different ideas about how to plan and be involved in eco-business and making a joint EBPg can help avoid confusion and create clarity. The SAs of Eswatini and Mozambique shall serve as the basis for future regional environmental planning and highlight potential investment opportunities in the countries, which is crucial to capitalise on the potential of touristic assets.

Concerning outcome 3, the cross-border tourism product that is envisioned under this outcome (the MGTT) focuses on the generation of employment opportunities and a stronger presence of the Goba and Mhlumeni communities in the tourism sector. Amongst communities, unemployment was identified in SAs as the biggest challenge in the region since agricultural development opportunities are limited. The establishment of two campsites along the MGTT adds value to the trail and, according to a member of the PMU, will *“uplift livelihoods of the communities in the border region”*. In addition, cross-border tourism is seen as relevant for linking communities and reinforcing cultural linkages between them, especially since border crossing is common in the region as people from both sides of the border are often related.

5.3.2 Effectiveness

The LCG sub-component’s SP’s outcomes were rated *rather successful* regarding effectiveness. The activities associated with the three outcomes could

not all be implemented successfully and only partly achieved their objectives. On the one hand, transboundary governance structures were mostly established, but their capacity to manage resources and coordinate cross-border development remains limited since only the unfinished MGTT can be defined as a cross-border cooperation result. On the other hand, the development of touristic assets was, in the end, limited to the establishment of the MGTT, the Goba bush camp, and the furnishing of the Mhlumeni bush camp, which only delivered some tangible benefits to the Mhlumeni community before the end of the project. Finally, capacity building in tourism management and joint conservation was limited to the Mhlumeni community since there is no operational bush camp in Goba yet, therefore, no trainings were conducted in that community to date. Other activities concerning this outcome have been only partially completed and are likely to be completed before the end of the project.

Effectiveness of the SP Component “Transboundary Governance”

For assessing the effectiveness of outcome 1 associated with *transboundary governance*, the existence of functional governance structures, the level of community participation, and the level of transnational stakeholder cooperation were considered. Because the outcome was more-or-less achieved as expected, albeit moderate shortcomings, it was rated *rather successful*.

In regard to project steering through functional government structures, a PSC and PMU were established. At the time of the evaluation, these structures were functional. Further, under the establishment of operational JMCs, a new local structure with ToRs was established in the Mhlumeni-Goba area of the LTFCA. Interviews with the Goba community and ANAC in Mozambique confirmed that one community forum and other informal meetings took place across borders. Moreover, the project initiated stakeholder engagement and held community meetings in Eswatini and Mozambique to consolidate the registration of community trusts. The meetings yielded the formalisation of the Mhlumeni Community Trust and Ntava Yedzu in Goba. The established community trusts were taken through the first steps of constitution drafting before they were officially registered and, together with the PMU, draft constitutions for both community trusts have been developed. However, the expansion of existing structures with revised terms of references was only partially accomplished, while the design and review of two Joint Operational Strategies has not been carried out at all. The delay at the start of the project was cited by respondents as the reason for the partial achievement of this target.

When it comes to stakeholder engagement, two of the five results have not been achieved; the remaining three have only been partly achieved. The design of a stakeholder engagement strategy has commenced, but is not yet finalised. A planned TFCA stakeholder forum has not been created. A TFCA community forum and one of the three planned country-based stakeholder forums have been established. It is expected that PPF will spend the remaining project funds for outcome 1 on a governance workshop and a PSC meeting.

Effectiveness of the SP Component “Cross-border Tourism Development”

The two outcomes associated with *cross-border tourism development* in the LCG sub-component were assessed as *rather successful* regarding their effectiveness because most associated activities have been implemented or are likely to be implemented before project completion in April 2020.

Under outcome 2, the commissioning, writing, review, and dissemination of SAs for both Mozambique and Eswatini was planned. However, only a draft version of the SA for Mozambique exists, while the research for the SA for Eswatini is still ongoing (a preliminary landowner assessment and zonation and a Lubombo landscape corridor analysis had just been finalised when the evaluation visit took place). The EBPg has not been finalised yet. Training needs assessments were carried out as planned; the Mhlumeni Community Trust recalled a meeting in which the community could articulate their needs and their views on their participation in the project. The planned hospitality training was changed to a trail-construction training for the MGTT and was implemented before construction started. Additionally, the Mhlumeni community was consulted through the eco-business planning process.

Concerning tourism product development as part of outcome 3, the anticipated “*substantially improved ecotourism products based on a well-designed community-based trail network*” was only partly achieved, as was the creation of more tangible benefits for communities. The proposal aspired to develop five cross-border tourism products in the whole LCG-UTF component; however, it was realised that it was only feasible to implement one product during the project term, namely the MGTT including the Mhlumeni Bush Camp. A business plan for the MGTT was prepared and submitted to GIZ (Lubombo TFCA Project Management Unit, 2019). At the time of the evaluation, the trail had been constructed up to the Mozambican border. The camp, a tented accommodation and an outdoor area at the edge of the community grazing area, was furnished and is operational as planned (see Figure 18). While the camp received a total of 117 guests in 2019 (January to September) with a generated income of 52,510 SZL

(about 3,260 EUR or 27.80 EUR per tourist), its operation is negatively influenced by a lack of electricity and water. Community ownership of the camp is high, as community members were involved in the initial decision-making process camp construction and day-to-day operations through community volunteers backed by management from the Mhlumeni Community Trust. Tangible benefits for the Mhlumeni community were realised through the camp, as the tourism site allowed some community members to diversify their sources of income (e.g. by selling handcrafts and traditional dance shows to tourists).

During the course of the project, it was decided to allocate a share of SP funds to establish a container camp in Goba as part of the MGTT product. The containers for the camp in Goba have been ordered; however, their procurement had not been confirmed by GIZ at the time of the evaluation visit. An overall concept note for the MGTT was developed including a rough financing plan for the two camps, but concrete business plans for the camps were not yet finalised. There were some critical voices from the Goba community and its leadership about the camp's future due to its distance from the community. In general, community participation in Goba can be considered low compared to Mhlumeni. The idea for a tourism product, for example, originated not from within the Goba community, but was proposed by the PMU and endorsed by Ntava Yedzu. *"Tourism is what the community needs, so it makes sense to promote it through the project"*, the chairman of the Goba Community Trust stated during the interviews.

While there was considerable progress on the MGTT, this cross-border tourism product is not yet operational due to local shortages of skilled labour and building materials. As a result, no SOPs had been developed at the time of this evaluation.



Figure 18: View from the dining room's terrace at Mhlumeni Bush Camp, Eswatini.

Photo: Nadja Frercksen.

Regarding the marketing and branding of deliverables, the Lubombo TFCA's investment portfolio (the Biodiversity Investor Catalogue) has been advertised as a pilot project on the Biodiversity Economy Investment website of the South African Department of Environmental Affairs⁷. Boundless Southern Africa drafted the planned cross-border tourism strategy, provided input for other project-related documents, and offered marketing support in the forms of destination awareness drives and investment seminars. In February 2019, the MGTT was included in the Boundless Southern Africa Cross-border Tourism Experiences brochure (see Figure 19), which was distributed at international, regional, and national trade and consumer shows. The Mhlumeni Camp and the trail are also promoted on Tripadvisor and Facebook and will be featured in the Lonely Planet Magazine in December 2019.

⁷ See <http://thegamechanger.co.za/>



Figure 19: Cover and excerpt from the Boundless Southern Africa cross-border products brochure.

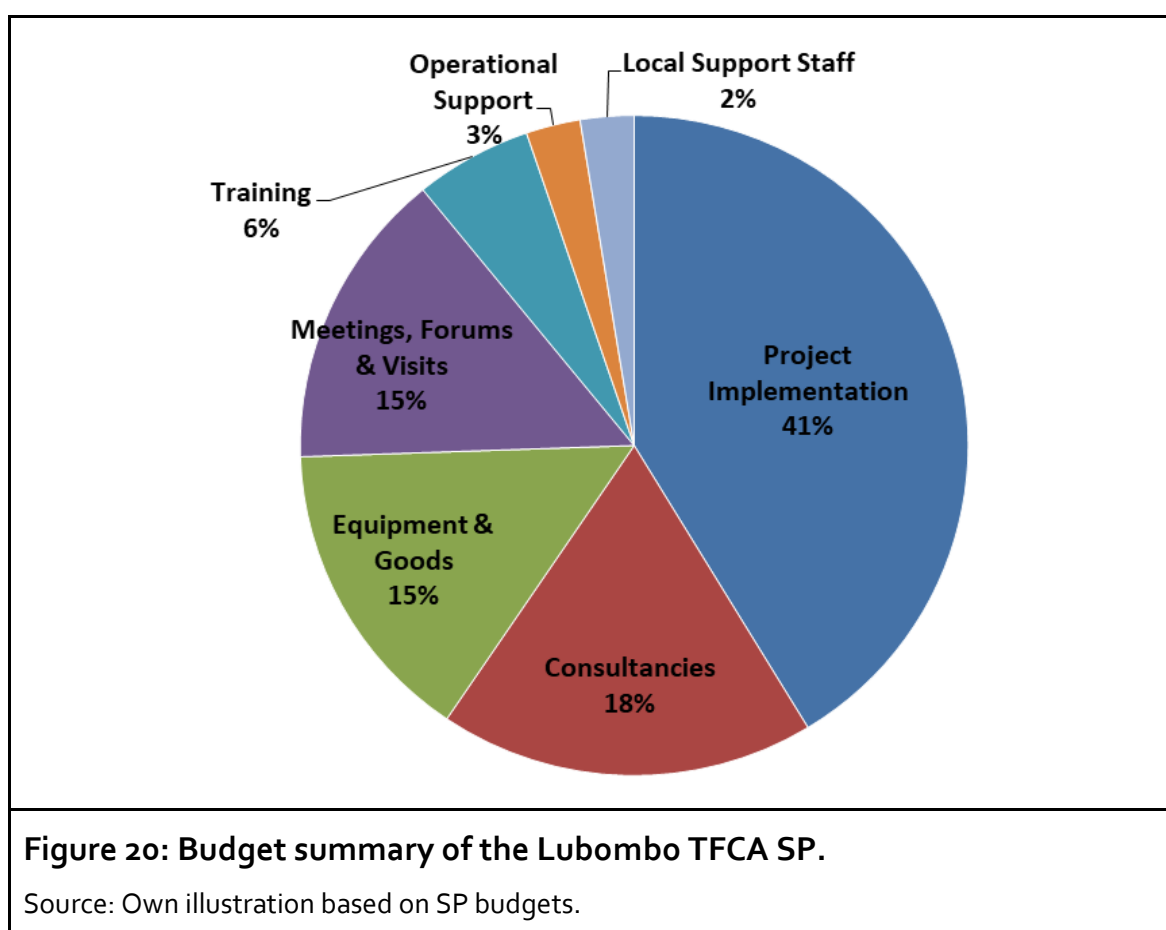
Source: Boundless Southern Africa, 2019.

When it comes to stakeholder cooperation, there have been a few challenges within the project's LCG sub-component. The cooperation between the PMU and ANAC was difficult at times, which was complicated by the fact that ANAC has a weaker presence in the Mozambican community compared to ENTC in Eswatini. This can be explained by the fact that the process of establishing the Goba Conservancy is not finalised yet, hence, ANAC does not have an official mandate there. Another challenge was the lack of community cohesiveness; recent settlement of the area as a result of internal displacement during war times has created a socially fragmented community and this lack of cohesion contributed to confusion concerning roles and responsibilities as well as a lack of organisational structure within the Lubombo Conservancy. On a positive note, regular meetings were held throughout the project to ensure continuous communication between stakeholders. This led to enhanced information exchange between ENTC, NGOs like the Italian Cooperation for the Development of Emerging Countries (Cooperazione per lo Sviluppo dei Paesi Emergenti; COSPE), the immigration department, and park management. There have been meetings between Mhlumeni and Goba community representatives to discuss issues related to tourism as well as with representatives from the nearby Shewula community who provided advice based on their experience with community-owned tourism products. On the community level, an agreement made with Mlawula Nature

Reserve to provide rangers for tourists who enter the Reserve as part of the MGTT.

5.3.3 Efficiency

The overall efficiency of the SP's LCG sub-component (combined efficiency ratings for *transboundary governance* and *cross-border tourism development*) was *rather successful* considering the time and human resources used for achieved results. The financial efficiency could not be assessed in detail as the total project budget could not be differentiated to assess the efficiency of only LCG-related activities and sub-outcomes (see Figure 20).



Efficiency of the SP Component “Transboundary Governance”

Outcome 1 to establish functional *transboundary governance structures* within the LTFCFA was rated as *rather successful* concerning its implementation efficiency. JMCs as an approach within the SP were identified as risky for implementation efficiency because progress within these structures strongly

depended on those representatives with decision-making power being present at all meetings, resulting in delays when they were absent. It is equally noteworthy that the signature of the ToRs for the Mhlumeni-Goba JMC was still pending despite being declared functional in September 2018. PPF identified measures for better implementation efficiency which resulted in an improved SP expenditure rate. These measures included the decentralisation of the implementation of project tasks by involving the project focal persons more thoroughly and the expansion of the PMU's financial and administration capacity. The latter two issues were identified by PPF as crucial constraints to efficiency in progress reports 2 and 3 as well as in an interview with PPF representatives.

Efficiency of the SP Component “Cross-border Tourism Development”

The implementation efficiency of the outcomes and deliverables associated with *cross-border tourism development* were rated as *rather successful*. As mentioned above, budget and activity amendments were approved during the course of the project allowing for changes considered by the evaluation team to be more efficient (for example, the initial budget line “*Pilot testing and promotional event by joint governance structures and PMUs*” was changed to “*Ecotrail Lubombo*”).

Two main obstacles for efficient project implementation were identified by the evaluation team. Firstly, communication and information sharing by the PMU was criticised by stakeholders as insufficient. For example, due to an information deficit, the camp establishment in Goba was reportedly delayed because the responsibilities and payment modalities for an environmental impact consultant were unclear and the planning of implementation steps was inappropriate.

Secondly, the Mhlumeni camp's financial efficiency is limited; currently, the income generated within the camp covers running costs only and, if assessed critically, not even that, as staff members do not receive a salary and the electricity and water provision is insufficient. Alternative tourism products to the camp in Goba were not discussed among the relevant stakeholders. Further, while outsourcing activities to consultants in development cooperation is a common practice that can potentially increase efficiency, the completion of the SAs was significantly overdue due to the unavailability of suitable consultants. This is unfortunate as the project activities should have considered the results of these analyses.

5.3.4 Impact

The overall impact of the three outcomes of the LCG sub-component was rated *rather successful*. Considering the timeframe and the time it takes to generate impacts from such projects, only observable impacts were assessed while others can only be inferred.

Impact of the SP Component “Transboundary Governance”

With regards to impact, outcome 1 associated with *transboundary governance* was evaluated *rather successful*. One positive impact was the strengthening of institutional capacity through the establishment of the Mhlumeni-Goba JMC. This committee served as a platform for discussing topics relevant to the TFCA and tourism development, especially the MGTT. Such platforms also have the potential to showcase tangible benefits for stakeholders. The Goba community, for example, engaged in exchange with the neighbouring community of Mhlumeni and received insights and advice on how to initiate the analogous project of a community bush camp. Cooperation with the cross-border eco-trails project also started in the JMCs. At the same time, this exchange between communities has contributed to the creation of a common understanding of the regional scale of natural resources and has the potential impact of creating a common goal through the cross-border tourist products developed under the SP.

Because of the lack of national authorities’ on-the-ground presence, joint governance structures like the JMCs, community forums, and community trusts play an important role in creating institutionalised cooperation and communication between stakeholders of the TFCA. Implementing partners identified these structures as adding value to nature conservation and livelihood programmes whilst enhancing existing initiatives.

It is noteworthy that there is still mistrust amongst communities against projects and national authorities, especially in Goba. Transboundary governance structures in Mhlumeni-Goba, where communities are part of decision-making and interaction with these authorities is regular, contributed to trust-building and possibly to improved stakeholder relationships.

Lastly, the YEA Programme was effective in relieving tension between conservation authorities and communities in both countries through the joint organisation of this programme. Another likely impact of this pilot programme is that participants can now act as multipliers in their communities and continue to conduct sensitisation and educational campaigns on the relevance of natural resources.

Impact of the SP Component “Cross-border Tourism Development”

The two outcomes associated with *cross-border tourism development* were evaluated as *rather successful* with regards to impact as the activities had small but positive effects (intended and unintended).

While the successfully established camp in Mhlumeni created additional economic opportunities for community members, low numbers of visitors have resulted in insignificant tangible benefits for them. Interestingly, according to Progress Report 4, the establishment of the camp indirectly led to a donation of 60,000 EUR from a British student group who stayed at the camp and subsequently raised funds for the establishment of a high school in Mhlumeni, which is currently underway. Generally, community members expressed positive feelings about the camp and the MGTT, as they believe that both can potentially lead to more income opportunities. Camp revenues have been saved in the Community Trust’s bank account. It is envisioned this money will finance community projects; indeed, the trust has already made 300 EUR available to support the construction of the high school. As the camp in Goba is just getting started with its construction, impacts have not yet been observed.

Joint learning was strengthened through the facilitated visits of Mhlumeni and Goba community members to Shewula Mountain Camp as well as the visit of Goba community members to the Mhlumeni Bush Camp. A positive impact on nature conservation through the awareness-raising activities was increased knowledge of nature conservation amongst community members in Mhlumeni. In general, the ecotourism approach is considered beneficial for nature conservation in the region; no direct negative environmental effects resulting from the interventions have been observed.

5.3.5 Sustainability

With the approved no-cost extension, the LTFCAs SP will end in April 2020. The social, economic, and ecological sustainability of the three project outcomes is rated *rather unsatisfactory*, meaning there are moderate risks to maintaining the achievements beyond the end of the project.

Sustainability of the SP Component “Transboundary Governance”

In assessing the sustainability of *transboundary governance*, aspects varying from the practicality of established institutions, trainings, monitoring and evaluation systems to socio-economic aspects were appraised. Following this, this component was rated *rather unsatisfactory*.

Essentially, governance structures established under the SP are crucial for the continuous administration of the LTFCFA and should persist in the medium- to long-term. It is unclear how stakeholder events will be funded after the end of the project. Interviews revealed stakeholder's optimism for maintaining these structures as evidenced by a number of self-funded smaller meetings in the Mhlumeni community. Factors such as the park arrangements in place, close proximity of Mhlumeni and Goba, and the interconnectivity of community members present opportunities to sustain the structures established under the project. Management committees and community forums have a very good chance of continuing beyond the project if this optimism is translated into financial commitment from ENTC and ANAC. This, however, seems very unlikely after ANAC representatives revealed there is no plan to finance JMCs in the future. Similarly, they do not expect governmental buy-in in the next years, which is why the continuation of transboundary governance structures will depend on external funding.

That being said, some measures have been put in place to sustain the outcomes fulfilled under the activities associated with transboundary governance. For example, the Governance Workshop planned for November 2019 was expected to provide the basis for institutionalised cooperation between stakeholders in the form of ToRs, organisational protocols, financial aspects, and best practice strategies. According to ENTC, another idea is to finance future committee meetings via cost-sharing between host and guest countries. However, according to a PPF representative in Mozambique *"there is doubt that the Swazi and the Mozambican governments will be able and committed to set aside money for that purpose in the future"*. While the YEA Programme is considered a promising intervention for sustainability due to its focus on environmental education for the coming generation, its continuation depends on external or governmental funding as well.

With respect to community participation, community trusts in Mhlumeni and Goba and community forums has contributed to buy-in and commitment from local communities, which can increase the sustainability of stakeholder engagement. By giving communities an active role in NRM through this institutional arrangement, the relationship between authorities and communities has improved. ENTC, for instance, is confident about the community's acceptance of these arrangements as evidenced by chief's renewed positivity and frequent communications amongst them, but admits more needs to be done to guarantee their sustainability. In Mozambique, ANAC highlighted their revived relationship

with communities as a basis for future engagement, although communities still do not fully trust national authorities.

Sustainability of the SP Component “Cross-border Tourism Development”

The sustainability of implemented activities and achieved deliverables under the LCG sub-component in the context of *cross-border tourism development* were given the rating *rather successful*. A rough financing plan for the management and maintenance of the cross-border trail and the two camps has been set up. Although the camp in Mhlumeni is not able to generate any profit yet, the staff members show an outstanding commitment to the project. The camp is accepted by the whole community and the community trust demonstrates a lot of interest in making the project a success. However, a significant challenge threatening the success of the camp is a lack of management and bookkeeping capacities. In order to overcome the administrative obstacles, the booking and payment system will be outsourced to the Mbuluzi Game Reserve nearby.

There are even more significant factors interfering with sustainability of Goba’s future camp. First, the business model for the camp management is still unclear to all stakeholders. According to PPF, the management of the camp will be outsourced to external actors and community members will be hired as staff. This does not seem to be clear to the community that believes that the camp will be fully community-owned. Secondly, commitment from the community is mixed: people have accepted tourism as a way to promote local development, but are slowly losing faith due to the slow progress in developing tourism assets in the area. A third obstacle to sustainability is the long distance of 12 km between the anticipated campsite and the Goba community. However, the camp is envisioned as a self-contained camp with little to no on-site personnel; in fact, containers rather than tents or houses are being used, which are cheaper and easier to maintain. While the SP laid the foundation for the tourism product including preparatory work for future action, upkeep and other investments are dependent on uncertain external funding. The World Bank project “Mozambique Conservation Areas for Biodiversity and Development” was brought forward by interview partners as a potential co-financing partner for the camp in Goba.

The MGTT, as part of the Lubombo Eco-Trails, is embedded in the wider regional tourism marketing strategy and, therefore, linked to other tour operators. All Out Africa, for instance, already operates in the Lubombo Conservancy and aims to include the MGTT in its international sales portfolio. For the sustainability of the MGTT, it is crucial that the trails are supported by Boundless Southern Africa which, as the regional marketing initiative to promote

TFCAs, has a broad reach. Another positive effort for sustainability was the inclusion of the Lubombo TFCA in the Biodiversity Investor Catalogue of the Department of Environmental Affairs Biodiversity Economy Investment website. At this point, however, it is difficult to assess whether the two SAs and the EBPB will be contributing to a better investment climate for tourism. Nonetheless, they can be a valuable basis for strategic landscape planning and tourism business development in the future.

6 Concluding Remarks

Capacity building and cross-border stakeholder engagement in both SPs have laid the foundation for more effective management in these TFCAs as envisioned by the SADC TFCA and the SADC/GIZ TUPNR programmes. Both SPs fostered active and voluntary community involvement within the project activities. Incentives, tangible benefits, and grassroots governance have proven to be essential in engaging communities living in and around the TFCAs in nature conservation. Also, cooperation with established and trusted organisations active on the ground increased the outreach and impact of interventions as observed in the Malawi-Zambia TFCA.

Both projects attempted to bring people and nature closer in order to reconcile nature conservation efforts with the socio-economic development of communities close to or in PAs. While both projects are termed *support projects*, they differed in their organisational structure, types of interventions, funding amount as well as geographic scope, which made a direct comparison inappropriate. It can be summarised, however, that the LTFCA SP achieved more process-related outcomes through stakeholder engagement activities; whereas, the SP in Malawi and Zambia produced more tangible results by focussing on input and equipment provision and on stakeholder cooperation.

In both TFCAs, the SP approach built on the success and existing practices of organisations on the ground, as seen in COMACO in Zambia and the Mhlumeni Bush Camp in Eswatini.

The implementation of the SP through a financing agreement with PPF had obstacles, but this project design is recommendable as it increases the ownership and capacities of national partners and associated organisations.

Malawi-Zambia TFCA

The SP in Malawi and Zambia has improved park management capacities and triggered a change in behaviour and attitudes amongst local communities towards sustainable use and protection of natural resources. Nevertheless, there is room for improvement as some targets have not been achieved and some results lack viable sustainability strategies that will consolidate their impacts in the medium and long run.

At the moment, Kasungu and Lukusuzi NPs do not generate enough revenue and are not financially sustainable. It is, therefore, imperative to seek new funding

options as donor support is in itself unsustainable. A concrete recommendation is made in this regard in the next chapter.

The SP established an institutional framework in the form of committees and planning instruments for effective administration in the TFCA component. Governance structures are an important foundation for cross-border management and coordination between parks and grassroots governance was ensured with the establishment of resource boards and committees to give communities a platform to participate in natural resource management. Planning instruments like the GMPs and the IMDF, when fully operational, will guide the work of park management and development in the TFCA, while at the same time act as reference documents in future fundraising.

Cross-border cooperation in park management is highly relevant, especially in regions with soft borders, since animals and illegal activities transcend national borders. Project activities encouraging cross-border operations have improved working conditions and relationships between staff of Kasungu and Lukusuzi NP and their joint community outreach activities have drawn the departments closer to the communities.

The extension of CCAs and creation of bio-corridors were key to restoring biological connectivity between protected areas and minimising HWCs. Nonetheless, the long-term impact of this component will be highly dependent on the degree of conservation, demographic development, household income, and law enforcement within the CCAs as well as community-wide acknowledgement of these areas.

Alternative community livelihood interventions such as agroforestry, livestock management, beekeeping, and the distribution of agricultural inputs were tailored to the local context and maximized the inherent natural qualities of the region. It is evident from the SP that providing alternative livelihoods to communities is a suitable route for sustainable resource management. However, distributing inputs is not enough: communities need continuous support and training until they become self-sufficient.

Lubombo TFCA

The established transboundary governance structures created under the SP (community forums and JMCs) offered a stakeholder exchange platform for implementing project activities, developing common strategies (especially regarding tourism), and coordinating development efforts in the geographically-fragmented LTFCA. Despite this more fluid coordination, the future of national

and cross-border structures is threatened by uncertain governmental financial support.

The SP aspired to combine fundamental strategies in the forms of Situational Analyses and the Eco-business Planning Guideline for future tourism development with community-based tourism products. A key finding was that early trust-building with involved communities is required when introducing new interventions such as ecotourism. Participatory processes, awareness-raising, as well as the recognition of tangible benefits have been crucial for community ownership of these interventions. This is illustrated by the positive attitude change towards nature conservation and tourism among the Mhlumeni community members as well as by the sceptical stance in Goba where tangible benefits from the SP have not yet materialised. The small but positive impacts for individual community members from the tourism product in Mhlumeni have the potential to develop into overall community benefits, for example, through additional income which could be invested in educational or medical facilities. Further, the assessment in Mhlumeni showed that it needs dedicated individuals – termed “*champions*” by the PMU—for these kinds of community-owned tourism projects. The evaluation also revealed how important it is to not make unrealistic promises to communities, for example regarding immediate positive effects of a camp.

Overall, the project activities enhanced community participation and stakeholder mobilisation in the Lubombo landscape, adding value to existing initiatives in the governance and tourism sector. Because structural and institutional capacity building and tourism sector development are long-term processes, the SP, with its short duration, can do little more than initiate these processes. Without a sustainability strategy, the momentum towards success is in danger of failure.

7 Recommendations

The following recommendations are given to the implementing partners, communities, national governments, and donors that have been involved in the TFCA SP or those that will be involved in similar projects. They are based on recommendations from project stakeholders and on findings derived from the evaluation. To facilitate reading, the recommendations are categorised and arranged in the following manner:

- Capacity building = CB
- Community participation and empowerment = CPE
- Legislation = L
- Organisational development (including services) = OD
- Processes and project management = PPM

7.1 General Recommendations to Stakeholders in both TFCAs

Implementing Partners:

- CPE: Empower women through specific activities and make use of their potential as conservation multipliers
- OD: Support organisational capacities within communities by fostering existing community-based organisations, if possible, and/or by supporting the establishment of new ones (e.g. VSL groups, VNRMCs, Community Trusts)
- PPM: Combine long-term activities for communities with short-term interventions to create fast and visible benefits and to manage stakeholders' expectations

Communities:

- CPE: Present communities' needs and promising ideas to local decision makers and implementing partners whenever possible to increase the chance of those needs being met by national or international donors

National Governments:

- L: Establish cross-border visa arrangements for tourists visiting the TFCA (see KAZA UniVisa)
- L: Harmonise rules regarding access to park resources by communities within the TFCA
- L: Mainstream conservation to ensure conservation efforts are not undermined by other economic sectors like agriculture, mining, or infrastructure development in conservation areas
- OD: Ensure government community outreach officers have regular presence in and communication with communities in order to build trusting relationships and improve buy-in for new projects and conservation efforts
- PPM: Pursue TFCA management in the form of a business model to generate the maximum economic potential and strive for financial sustainability

Implementing Agencies and Donors:

- CB: Ensure project management capacities amongst implementing agents in project planning, coordination, and monitoring and evaluation through trainings in the beginning of the project
- CB/PPM: Conduct strict and clear activity monitoring with implementing partners, including baseline evaluations and more quantitative indicators, and strengthen their capacities in financial accounting
- PPM: Engage the private sector in tourism and agriculture (c.f. COMACO) for financial sustainability of nature conservation efforts
- PPM: Consider the provision of drinking water in the context of projects as it is fundamental for improving rural livelihoods in these areas
- PPM: Align activities with project timeframes and financial resources through partner-driven planning to make objectives more achievable
- PPM: Consider carbon revenue from reduced deforestation as an incentive for forest protection (e.g. through synergies with the Biocarbon Fund as realised in Malawi-Zambia TFCA)

7.2 Recommendations for Malawi-Zambia TFCA

Implementing Partners	DNPW (Malawi & Zambia)	<ul style="list-style-type: none"> ▪ CB: Conduct more trainings on governance, CBNRM, and fire management for CRBs and VNRMCS ▪ CPE: Empower community institutions (KAWICCODA and CRBs) financially by supporting their registration as legal associations and allowing them to open bank accounts ▪ OD: Improve relationships with communities by, for example, being present more frequently, improving communication channels, promoting HWC mitigation strategies, and recruiting community scouts ▪ OD: Supervise and advise community institutions such as KAWICCODA, CRBs, and VNRMCS on activities and supportive monitoring ▪ PPM: Facilitate exchange and interaction with COMACO and cooperatives
	COMACO	<ul style="list-style-type: none"> ▪ CB: Offer regular (refresher) training to principal lead farmers and lead farmers ▪ CB: Strengthen fire management efforts by sensitising and training community members ▪ CPE: Consider women-oriented activities such as VSL groups ▪ PPM: Distribute inputs strategically (focussing on fewer recipients) to achieve greater impacts amongst recipients ▪ PPM: Facilitate exchange and interaction with DNPW and CRBs
	CADECOM	<ul style="list-style-type: none"> ▪ PPM: Provide additional incentives to animators (e.g. through training in construction or sale of beehives and cooking stoves) ▪ PPM: Strengthen efforts in fire management by sensitising and training communities ▪ PPM: Distribute inputs strategically (focussing on fewer recipients) to achieve greater impacts
Communities		<ul style="list-style-type: none"> ▪ CPE: Strengthen existing community-based support groups and encourage the formation of new groups to encourage self-help (e.g. producer or VSL groups, beekeeping clubs)

National Governments	<ul style="list-style-type: none"> ▪ CB: Establish links between national agricultural extension services and DNPW officers to introduce agricultural knowledge in conservation activities and to reduce dependence on private-sector and donor-driven livelihood activities ▪ L: Correct imbalances in law enforcement efforts, staffing, and equipment between Malawi and Zambia for effective cross-border law enforcement ▪ L: Enable policy harmonisation regarding jurisdiction and unrestricted border crossing for DNPW Malawi and Zambia to facilitate cross-border operations ▪ PPM: Include governance structures established under the SP and DNPW's operational costs in the budgets of responsible ministries ▪ PPM: Consider co-management arrangements with international organisations active in the region (e.g. Frankfurt Zoological Society) to alleviate budget constraints
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7.3 Recommendations for Lubombo TFCA

PMU	<ul style="list-style-type: none"> ▪ PPM: Foster close cooperation with other private tourism actors for technical cooperation, investments, hospitality training, etc. ▪ PPM: Clarify project goals, roles, and responsibilities, especially within communities ▪ PPM: Develop realistic business plans prior to establishing community-based businesses ▪ PPM: Strengthen the inclusion of tourism products in pre-existing networks (e.g. Lubombo Conservancy, private owners, and National Tourism Authorities) for improved marketing
Communities	<ul style="list-style-type: none"> ▪ CPE: Develop activities for youth to encourage participation in nature conservation and ensure ownership within the community ▪ CPE: Support dedicated and committed individual community members (especially staff and community trusts) during the first years after camp establishment until the tourism products are self-sustaining ▪ CPE: Let community members benefit from activities offered at the campsite, e.g. by participating in guided tours or environmental education (engage youth) ▪ OD: Improve the advertisement of tourism products to ensure financial sustainability by partnering with established actors (e.g. hotels and lodges) by inviting them to the community or visiting them to promote the camp's assets ▪ OD: Adjust tariff structure for camping to cover running costs ▪ PPM: Exchange experiences with Shewula community (e.g. through community forum) to learn from their ecotourism project
National Governments	<ul style="list-style-type: none"> ▪ CB: Train community outreach officers in communication skills with communities ▪ CPE: Link the Mhlumeni Bush Camp and future community-owned tourism products with governmental and private partners for the implementation of targeted marketing and professional administration strategies ▪ L: Develop an ecotourism policy and regulatory framework for Eswatini ▪ PPM: Communicate realistic and clear project expectations to communities ▪ PPM: Promote other economic activities with links to conservation beyond tourism in the region ▪ PPM: Include governance structures established under the SP in governmental budgets to ensure sustainability

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9 Annexes

Annex 1: Guiding Research Questions

Topic	DAC-Criteria	Guiding Research Questions
Institutional Support and Planning Framework (Malawi-Zambia TFCA)	Relevance	To what extent is institutional support and planning framework relevant to the overall project object? To what extent are the activities conducted under this component consistent with the project objectives? Are the activities in line with intended impacts?
	Effectiveness	To what extent were project objectives achieved (%)? To what extent were planned activities achieved? What factors influenced their achievement or non-achievement?
	Efficiency	To what extent were activities under this project component implemented efficiently compared to alternatives? Were activities implemented on time and were they cost efficient?
	Impact	To what extent has the overall project objective been furthered by activities under this component? To what extent has management and planning improved? What other effects, direct or indirect, intended or unintended, have been observed?
	Sustainability	How is the long-term usage of committees, management plans, and frameworks envisaged? What measures have been put in place to ensure the sustainability of the established committees, General Management Plans (GMP), and the Integrated Management Development Framework (IMDF)?
Cross-border Operations (Malawi-Zambia TFCA)	Relevance	How relevant were the activities to improving cross-border operations for achieving the TUPNR project output 1 (better cross-border cooperation in TFCAs)? Were they relevant in improving local NRM?
	Effectiveness	To what extent have the planned outputs concerning cross-border operations been achieved (especially the radio system)? Did they improve cross-border cooperation between the countries?
	Efficiency	To what extent were the activities efficiently implemented? Were there alternatives requiring less money, time, or people (especially procurement and construction)?

	Impact	Which effects (positive/negative, intended/unintended) resulted from this component's activities? If communication between the two NPs improved, how did it affect cross-border operations/cooperation in general? If the working conditions improved, how did they affect the capacities of the park staff to carry out their duties? How did the trainings affect cross-border operations?
	Sustainability	To what extent are achievements going to persist or be maintained? Is there a strategic interest in continuing the activities and cooperation between partners, are there sufficient financial means to do so?
Ecosystem Connectivity (Malawi-Zambia TFCA)	Relevance	Is ecosystem connectivity important for the achievement of the overall objective of the TUPNR Project? Did local communities benefit from carbon revenue?
	Effectiveness	To what extent has the component objective of improving ecosystem connectivity been achieved?
	Efficiency	To what extent have activities promoting ecosystem connectivity been implemented in an efficient way?
	Impact	Which effects resulted from the activities promoted by this component?
	Sustainability	To what extent will achievements in terms of ecosystem connectivity persist in the future?
Alternative Livelihood Activities (Malawi-Zambia TFCA)	Relevance	How relevant is the project component's objective in a national/regional/international context? How relevant are implemented alternative livelihood activities to strengthen cross-border interaction of involved communities? How relevant are the implemented activities to the communities?
	Effectiveness	To what extent were the component's activities implemented as planned? Were the activities implemented on time? To what extent have special needs of women been taken into consideration in the project implementation? To what extent was the transfer of knowledge/competencies to relevant stakeholders effective?
	Efficiency	Does the project component's outcome justify the costs spent on implementing the identified activities? Were there more cost-efficient alternatives?
	Impact	To what extent did the implementation of identified livelihood activities reduce the pressure of unsustainable use of natural resources? To what extent did the communities perceive the activities as feasible alternatives compared to previous activities? To what extent have synergies between both countries been developed? To what extent have the

		sustainable agricultural practices and the diversified income activities contributed to the improvement of livelihoods of communities?
	Sustainability	To what extent are project outcomes likely to be effectively consolidated after the project phases out? To what extent are project recipients likely to adopt and further practice skills they gained during training in the future?
Transboundary Governance (Lubombo TFCA)	Relevance	To what extent do joint governance structures (JMC, PMC) contribute to the overall component objective? (Were the agreements of JMCs relevant?)
	Effectiveness	To what extent were activities implemented as planned? To what extent did activities contribute to the establishment and support of joint governance structures?
	Efficiency	Were activities implemented according to the budget plan? Are there alternatives that would have better provided institutional support? Were activities initiated on time?
	Impact	To what extent have joint governance structures contributed to an improvement of sustainable natural resource management/cross-border cooperation, TFCA management, law enforcement? (Are decision-making processes more inclusive?)
	Sustainability	To what extent do other organizations interact with the established joint governance structures? (To what extent is long-term usage of the joint governance structures ensured?)
Cross-border Tourism Development (Lubombo TFCA)	Relevance	To what extent did the implemented activities and achieved outcomes lead to an improved ecotourism product and to linking communities in the TFCA? To what extent did the implemented activities contribute to new economic opportunities for local communities and an improved investment climate for private sector partnerships in ecotourism? How did the implemented activities contribute to establishing a methodology for community participation?
	Effectiveness	To what extent were the activities implemented as planned? What were the reasons for the non-achievement of certain planned activities? How were the needs of the local communities considered in the implemented activities?
	Efficiency	Does the project component's outcome justify the cost spent on implementing the planned activities? To what extent were the activities efficiently implemented considering that not all tourism products were developed after all?

	Impact	How did the project components contribute to the overall SADC TFCA goal of regional integration and economic growth through tourism? How have implemented activities contributed to cross-border cooperation in tourism? How relevant are the implemented activities for the local communities?
	Sustainability	To what extent have the involved countries developed synergies in their tourism development efforts that are beneficial for future activities? How likely is that the project recipients adopt and further practice skills they have been trained in in the future? To what extent are local communities equipped to develop and implement tourism products on their own?

Annex 2: Definition of OECD-DAC Criteria

Criteria	Definition
Relevance	The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.
Effectiveness	A measure of the extent to which an aid activity attains its objectives.
Efficiency	Measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.
Impact	Positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. Examination should be concerned with intended and unintended results and must include the positive and negative impact of external factors, e.g. changes in terms of trade and financial conditions.
Sustainability	Is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

Annex 3: List of Key-Informants

Semi-structured Interviews Malawi-Zambia TFCA

Date	Country	Location	Association
13.08.2019	Zambia	Lusaka	COMACO CEO
13.08.2019	Zambia	Lusaka	Permanent Secretary, Ministry of Tourism
13.08.2019	Zambia	Lusaka	DNPW Director
13.08.2019	Zambia	Lusaka	DNPW Planning Unit Officer
13.08.2019	Zambia	Lusaka	DNPW Senior Radio Technical Advisor
13.08.2019	Zambia	Lusaka	DNPW TFCA (International) Coordinator
13.08.2019	Zambia	Lusaka	WWF Country Director
15.08.2019	Zambia	Chipata	GIZ Regional Office Chipata
15.08.2019	Zambia	Chipata	Zambia Integrated Forest Landscapes Project
15.08.2019	Zambia	Chipata	Deputy Permanent Secretary
15.08.2019	Zambia	Chipata	COMACO Senior M&E Officer
15.08.2019	Zambia	Chipata	COMACO Extension Manager
16.08.2019	Zambia	Chipata	DNPW Park Ranger
16.08.2019	Zambia	Chipata	DNPW Planning Officer, Senior Ecologist
18.08.2019	Zambia	Lundazi	TFCA SP Project Coordinator
18.08.2019	Zambia	Lundazi	DNPW Area Warden, East Unit (Eastern Province)
20.08.2019	Zambia	Lumezi	District Commissioner, Lumezi
21.08.2019	Zambia	Chikomeni	Chicken farmer (COMACO)
21.08.2019	Zambia	Chikomeni	Agroforestry and beehive farmer (COMACO)
21.08.2019	Zambia	Chikomeni	Beehive farmer (COMACO)
21.08.2019	Zambia	Chikomeni	COMACO Project Manager
23.08.2019	Malawi	Kasungu Town	CADECOM National Coordinator
23.08.2019	Malawi	Mangwazu, Kasungu	CADECOM Animator (Mangwazu Chair for Animators)

23.08.2019	Malawi	Kasungu TA Mwase	KAWICCODA Chair & Secretary
23.08.2019	Malawi	Kasungu TA	Sweet potato vine farmer (CADECOM)
24.08.2019	Malawi	Kasungu	CADECOM Field Coordinator
24.08.2019	Malawi	Kasungu NP	DNPW Division Manager and TFCA Focal Point
24.08.2019	Malawi	Kasungu NP	IFAW Community Liaison Officer
25.08.2019	Malawi	Kasungu Town	PPF Country Manager
26.08.2019	Zambia	Lundazi	COMACO Geographic Information Systems Specialist
28.08.2019	Zambia	Lundazi	District Commissioner

Group Interviews Malawi-Zambia TFCA

Date	Country	Location	Association	Number of participants (f/m)
16.08.2019	Zambia	Chipata	DNPW Planning Unit	6 (3/3)
19.08.2019	Zambia	Chikomeni Depot	Chakuluma & Luce Cooperatives	9 (2/7)
19.08.2019	Zambia	Chikomeni	Principal Lead Farmer, Senior Lead Farmers, Lead Farmers (COMACO)	9 (3/6)
19.08.2019	Zambia	Chikomeni	Transformed poachers (COMACO)	4 (0/4)
19.08.2019	Zambia	Chikomeni, Central and Lumimba Village Action Group	Vegetable farmers (COMACO)	5 (3/2)
19.08.2019	Zambia	Lukusuzi NP	DNPW Park Rangers	5 (0/5)
20.08.2019	Zambia	Chikomeni	Leadership Hope Women's Group (COMACO)	7 (7/0)
20.08.2019	Zambia	Chikomeni	Members Hope Women's Group (COMACO)	11 (10/1)
20.08.2019	Zambia	Chikomeni,	Vegetable farmers (COMACO)	8 (8/0)

		Chakuma Village Action Group		
21.08.2019	Zambia	Chikomeni	Pass-on goat farmers (COMACO)	3 (3/0)
21.08.2019	Zambia	Chikomeni	Goat, chicken and beehive recipients (COMACO)	8 (5/3)
21.08.2019	Zambia	Chikomeni	Village chicken recipients (COMACO)	3 (2/1)
23.08.2019	Malawi	Mwase TA, Kasungu	Chisumbu VSL Cluster & VSL Group	23 (21/2)
23.08.2019	Malawi	Mwase TA, Kasungu	Village Natural Resource Management Committee	11 (5/6)
23.08.2019	Malawi	Mwase TA, Kasungu	Fire management training recipients (CADECOM)	11 (1/10)
23.08.2019	Malawi	Mangwazu TA, Kasungu	Beekeeping club (KAWICCODA)	5 (1/4)
23.08.2019	Malawi	Chavunguma village, Kasungu	Goat farmers (CADECOM)	5 (4/1)
23.08.2019	Malawi	Kasungu TA	Livestock Management Committee	10 (4/6)
24.08.2019	Malawi	Chisinga TA, Kasungu	Mndeleleka Village Natural Resource Committee (forest management)	11 (2/9)
24.08.2019	Malawi	Chulu TA, Kasungu	Mawawa/Takondwa Beekeeping Club (CADECOM)	5 (1/4)
24.08.2019	Malawi	Lukwa TA, Kasungu	Village Natural Resource Management Committee & VSL Group (CADECOM)	15 (8/7)
24.08.2019	Malawi	Lukwa TA, Kasungu	Beekeeping club (CADECOM)	10 (2/8)
24.08.2019	Malawi	Kasungu NP	DNPW Park Rangers and Operations Manager	3 (0/3)
24.08.2019	Malawi	Chisinga TA, Kasungu	Tivwirane Chimombo VSL	15 (13/2)
26.08.2019	Zambia	Chikomeni Dam (planned location for CRB lodge)	Chikomeni CRB Leadership	7 (5/2)

26.08.2019	Zambia	Chikomeni Dam (planned location for CRB lodge)	Chikomeni CRB members	5 (1/4)
26.08.2019	Zambia	Mwasemphangwe	Goat farmers (COMACO)	6 (4/2)
26.08.2019	Zambia	Mwasemphangwe	Mixed recipient's group (COMACO)	12 (5/7)
27.08.2019	Zambia	Mwasemphangwe Depot	Mwasemphangwe Cooperative	4 (0/4)
27.08.2019	Zambia	Mwasemphangwe Depot	CRB leadership	5 (2/3)
27.08.2019	Zambia	Mwasemphangwe	Agroforestry farmers (COMACO)	10 (4/6)
27.08.2019	Zambia	Mwasemphangwe	Mixed recipient's group (COMACO)	19 (13/6)
29.10.2019	Botswana	Gaborone	GIZ TUPNR staff	8 (4/4)

Semi-structured Interviews Lubombo TFCA

Date	Country	Location	Association
14.09.2019	Eswatini	Mlawula Nature Reserve	Community Outreach Officer (PMU)
14.09.2019	Eswatini	Mhlumeni Bush Camp	Mhlumeni Bush Camp Staff
14.09.2019	Eswatini	Mhlumeni Bush Camp	Vice Chair Community Trust, Secretary Chiefdom Development Committee
14.09.2019	Eswatini	Mlawula Nature Reserve	Mlawula Nature Reserve Community Outreach Officer
14.09.2019	Mozambique	Goba	Leadership of Ntava Yedzu (Community Trust)
14.09.2019	Mozambique	Goba	Chefe de posto
16.09.2019	Eswatini	Shewula Mountain Camp	Community Outreach Officer (PMU)
16.09.2019	Eswatini	Shewula Mountain Camp	Shewula Mountain Camp staff

17.09.2019	Eswatini	Lobamba	Consultant for Eswatini Situational Analysis
17.09.2019	Eswatini	Lobamba	ENTC, Eco Lubombo Organisation
17.09.2019	Eswatini	Lobamba, Email	Project Coordinator (PMU)
17.09.2019	Eswatini	Lobamba, Email	ENTC Director
18.09.2019	Eswatini	Siteki	COSPE Projekt Manager
19.09.2019	Eswatini	Siteki	Chairperson Muti-Muti Conservancy, Mabuda Farm employee
19.09.2019	Mozambique	Maputo	PPF Country Director
19.09.2019	Mozambique	Maputo	PPF TFCA Project Coordinator
20.09.2019	Mozambique	Maputo	ANAC TFCA Coordinator, ANAC Community Outreach Officer
26.09.2019	/	Email	Finance, legal and progress reporting support, PPF Planning Unit Stellenbosch
07.10.2019	/	Email/Telephone	Boundless Southern Africa
10.10.2019	/	Email	All Out Africa (Tour Operator)

Group Interviews Lubombo TFCA

Date	Country	Location	Association	Number of participants (f/m)
14.09.2019	Mozambique	Goba	Community members	6 (0/6)
17.09.2019	Eswatini	Mhlumeni	Community Trust members, Community Inner Circle members	8 (4/4)
29.10.2019	Botswana	Gaborone	GIZ TUPNR staff	8 (4/4)

Annex 4: Examples of Interview Guidelines

Malawi-Zambia TFCA: Alternative Livelihoods – Group of Beekeepers in Malawi

Interviewer:	Country and Region: Malawi	City/Community: Kasungu TA	Date:
Names of respondents:		Affiliation: Beekeepers	
Who are we/Intention of interview:	Team of independent junior researchers from Germany; want to learn more about community conservation in the region; also want to learn about CADECOM's work, we are not here to set up a project and we do not work with CADECOM.		
Information on the use of data:	Names and answers will be treated confidentially and anonymously, everything that will be discussed in the group, stays here. Ca. 1 hour discussion and site visit.		
Part 1: Livelihoods			
1.1 How do you make your living? What is the main activity?			
1.2 Effectiveness: We heard that you received beehives from CADECOM. How many?			
1.3 For what purpose do you produce honey (sale or household consumption)? How much do you produce per year?			
1.4 Impact: How much money do you generate per year in total from all your economic activities?			
<ul style="list-style-type: none"> - How much of this money do you get from beekeeping? - Could you make additional investments from the money you earned with beekeeping? 			
1.5 Effectiveness: If you sell the honey, to whom?			
<ul style="list-style-type: none"> - How much do you get per kg? - Are you satisfied with the price? 			
1.6 Effectiveness: Can you please explain how you store, transport and process your honey?			
<ul style="list-style-type: none"> - Do you sell as part of a cooperative or as an individual farmer? 			
Part 2: Project activities and trainings received			
2.1 Effectiveness: Did you receive other support from CADECOM besides the beehives? (tools, trainings?)			
<ul style="list-style-type: none"> - Can you please describe the training/support received by CADECOM? - How did you perceive the training? Was it helpful to you in order to care for the bees? - How satisfied are you with the support from CADECOM? (Ranking via hand signs: satisfied, not satisfied + explanation) 			
2.2 Community participation: How have you been selected by CADECOM?			
<ul style="list-style-type: none"> - Do you like beekeeping? - Could you choose the activity you would be supported in? 			
Part 3: Impact and Sustainability			
3.1 Impact: Since you have started with beekeeping – what has changed?			
<ul style="list-style-type: none"> - Did your quality of life improve through beekeeping? How? 			

<ul style="list-style-type: none"> - Are there other good or bad things about beekeeping? (environmental, social, ...) - How does beekeeping contribute to nature conservation?
3.2 Impact: Do you face any challenges with regard to beekeeping?
3.3 Sustainability: Will you continue to do beekeeping in the future? Why?
3.4 What would you like to see happen that will help you to improve your living situation? What kind of support would you wish for?
Part 4: Site visit
4.1 Can you show us your beehives? Can you explain how you care for the beehives (tools and effort needed)?
Are there any further remarks? Thank you for your participation and time!

Lubombo TFCA: Transboundary Governance – ENTC Staff

Interviewer:	Country and Region: Eswatini	City/Community: Lobamba	Date:
Name of respondent:		Affiliation: ENTC	
Who are we/Intention of interview:	Team of independent junior researchers, commissioned by GIZ to evaluate TFCA Support Projects in Malawi-Zambia and Lubombo TFCA.		
Introduction:	Name and answers will be treated confidentially and anonymously; 1 hour interview; need your expertise as an ENTC representative and as implementing partner of the GIZ support project.		
Part 1: TFCA's overall relevance & relevance for local stakeholders			
1.1 To what extent are TFCAs in general relevant for local communities? To what extent would you say communities between borders interacted before the GIZ support project (before 2015)?			
1.2 What do you think of the approach? What is going good / bad about the concept itself and about the implementation of it?			
1.3 How do you assess the importance of TFCAs for cooperation between communities living between borders (Eswatini-Mozambique)? And for overall regional integration? Could cross-border cooperation between relevant ministries be enhanced through this approach?			
1.4 Would communities cooperate even without the TFCA support project?			
Part 2: Relevance of joint governance structures			
2.1 One of the main components of the support project is to establish transboundary governance structures: To what extent are joint governance structures (PMC, JMC) relevant for local stakeholders? To what extent are these joint governance structures relevant for the ENTC? How have these structures enhanced the work of the ENTC			

2.2 To what extent have joint governance structures (PMC, JMC) improved TFCA/park management? Are there other key topics which are more important for the improvement of TFCA/park management?
2.3 Which would you say are the most important needs of the ENTC to improve TFCA management/sustainable NRM?
Part 3: Impact & Sustainability
3.1 To what extent have joint governance structures/TFCA support projects contributed to an improvement of sustainable natural resource management? (Are decision-making processes more inclusive?)
3.2 To what extent have the joint governance structures/TFCA support projects contributed to an improvement of cross-border cooperation/TFCA management/ law enforcement? (e.g. anti-poaching efforts)
3.3 Which are negative effects or aspects of the TFCA support projects? And of the established joint governance structures?
3.4 To what extent does the ENTC interact with the established joint governance structures (JMC)? How is long-term usage of the Joint Governance Structures ensured?
3.5 My last question is: Do you think that results from the interventions will persist after the project concludes?
Do you have any further remarks? Thank you very much for your time!



Annex 5: Rating Scheme based on the DAC Criteria

Relevance	Description
Very successful (1)	Activities were highly relevant for objective achievement. They perfectly responded to the priorities of target groups as well as national and international strategies beyond that.
Successful (2)	Activities were relevant for objective achievement and responded to the priorities of target groups as expected.
Rather successful (3)	Activities were moderately relevant for objective achievement and mostly responded to the priorities of target groups.
Rather unsatisfactory (4)	Activities were only partly relevant for objective achievement and responded to the priorities of target groups to a limited extent.
Unsatisfactory (5)	Activities were relevant for objective achievement only to a very limited extent and the priorities of the target groups were not responded to appropriately.
Very unsatisfactory (6)	Activities were completely irrelevant for objective achievement and the priorities of the target groups were not considered at all.

Effectiveness	Description
Very successful (1)	Level of achieved outcomes met the expectations and potential shortcomings in the project's effectiveness were negligible (96–100 % achieved). The intended objectives were exceeded.
Successful (2)	Level of achieved outcomes was almost as expected and there were only minor shortcomings in the project's effectiveness (81–95 % achieved). The intended objectives were met.
Rather successful (3)	Level of achieved outcomes met the expectations to some degree and there were moderate shortcomings in the project's effectiveness (61–80 % achieved). The intended objectives were mostly met.
Rather unsatisfactory (4)	Level of achieved outcomes lower than expected and there were significant shortcomings in the project's effectiveness (41–60 % achieved). The intended objectives were only partly met.
Unsatisfactory (5)	Level of achieved outcomes substantially lower than expected and there were major shortcomings limiting the effectiveness of the project (21–40 % achieved). The intended objectives were inadequately met.
Very unsatisfactory (6)	Only a negligible level of outcomes was achieved and there were severe shortcomings in the project's effectiveness (0–20 % achieved). The intended objectives were not met.
Efficiency	Description
Very successful (1)	The outcomes were achieved with a smaller amount of time, financial and human resources than expected. Potentials for coordination with other donors and projects were used and synergies could be realised.
Successful (2)	The outcomes were achieved within the timeframe and with the expected amount of financial and human resources. Potentials for coordination with other donors and projects were used.
Rather successful (3)	A moderately adequate amount of time, financial and human resources was allocated to the implementation of outcomes, there were minor delays, miscalculations, etc. Potentials for coordination with other donors and projects were used to some degree.
Rather unsatisfactory (4)	A moderately inadequate amount of time, financial and human resources was allocated to the implementation of outcomes, there were significant delays, miscalculations, etc. Potentials for coordination with other donors and projects were used inadequately.
Unsatisfactory (5)	An inadequate amount of time, financial and human resources was allocated to the implementation of outcomes, there were major delays, miscalculations, etc. Potentials for coordination with other donors and projects were used very little.

Very unsatisfactory (6)	The allocated amount of time, financial and human resources for the implementation of outcomes was clearly insufficient and delays, miscalculations, etc. dominated. Potentials for coordination with other donors and projects were not used.
Impact	Description
Very successful (1)	The achieved outcomes had significant and only positive effects (intended or unintended) on the target groups and in a larger developmental context.
Successful (2)	The achieved outcomes had considerable and mainly positive effects (intended or unintended) on the target groups and in a larger developmental context.
Rather successful (3)	The achieved outcomes had a number of (intended or unintended) positive effects and possibly also some negative effects on the target groups and in a larger developmental context.
Rather unsatisfactory (4)	The achieved outcomes had a few (intended or unintended) positive effects but negative or no effects on the target groups and in a larger developmental context dominated.
Unsatisfactory (5)	The achieved outcomes had only minor (intended or unintended) positive but a high number of negative or no effects on the target groups and in a larger developmental context.
Very unsatisfactory (6)	The achieved outcomes had only negative or no effects on the target groups and in a larger developmental context.
Sustainability	Description
Very successful (1)	There is no risk to sustainability, the project has a comprehensive sustainability strategy and all achievements are very likely to be maintained in the future.
Successful (2)	There are only little risks to sustainability, they are taken into account by the project and the achievements are likely to be maintained in the future.
Rather successful (3)	There are some risks to sustainability, they are mostly taken into account by the project and the achievements are rather likely to be maintained in the future.
Rather unsatisfactory (4)	There are moderate risks to sustainability, they are only partly taken into account by the project and the achievements are rather unlikely to be maintained in the future.
Unsatisfactory (5)	There are significant risks to sustainability, they are inadequately taken into account by the project and the achievements are highly unlikely to be maintained in the future.
Very unsatisfactory (6)	There are major risks to sustainability, they are not taken into account by the project and the achievements are impossible to be maintained in the future.

Annex 6: TFCA Profiles

Malawi-Zambia TFCA		
Countries involved	Malawi & Zambia	
Established in	2004	
Area covered	32,278 km ²	
Components	<ul style="list-style-type: none"> Nyika-North Luangwa TFCA Kasungu-Lukusuzi TFCA 	
Source: https://www.peaceparks.org/tfcas/malawi-zambia/		
Lubombo TFCA		
Countries involved	Mozambique, South Africa & Eswatini	
Established in	2000	
Area covered	10,029 km ²	
Components	<ul style="list-style-type: none"> Lubombo Conservancy-Goba Usuthu-Tembe-Futi TFCA Ponta do Ouro-Kosi Bay TFCA (first marine TFCA in Africa) Nsubane-Pongola TFCA Songimvelo-Malolotja TFCA 	
Source: https://tfcportal.org/node/22 ; https://www.peaceparks.org/tfcas/lubombo/		

Annex 7: Results of a Problem Ranking Exercise in the Goba Community

Rank	Participant A	Participant B	Participant C	Participant D	Participant E	Group
1	Public transport	Extreme weather	Unemployment	Bank	Electricity	Unemployment
2	Electricity	Education	Water	Public transport	Extreme weather	Electricity
3	/	Unemployment	Electricity	Electricity	Unemployment	Water

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