AN INDEPENDENT MID-TERM EVALUATION OF IUCN'S INTEGRATED TIGER HABITAT CONSERVATION PROGRAMME

Evaluation Report

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EXECUTIVE SUMMARY

The Integrated Tiger Habitat Conservation Programme (ITHCP) has its origins in the St. Petersburg "Tiger" summit of 2010, where 13 tiger-range countries agreed to establish the Global Tiger Recovery Programme (GTRP). The long-term goal of the GTRP is ambitious: to double the number of tigers in the world by 2022. In 2014, the German Government, through BMZ and KfW, signed an agreement with IUCN for the latter to establish the ITHCP. ITHCP would operate through a series of grants to organisations that could deliver on various components of the GTRP. The total value of the BMZ-KfW contribution to ITHCP was €20m with €3m matching funds required from Grantees.

IUCN established a small unit at its HQ in Switzerland to manage the programme. Operational procedures and processes were established and the first grants began to flow in August 2015. The contract between KfW and IUCN was for a period of 5 years and provided for a mid-term evaluation of the ITHCP around the mid-point. Accordingly, IUCN posted a Request for Proposals on 7th July 2017 and the evaluation team was appointed on 6th September 2017. Following IUCN's acceptance of an inception report, the work commenced in mid-October 2017.

The Terms of Reference for the evaluation asked for 70% of effort to be focussed on the programme as a whole, and 30% on the projects. By this time there were 11 projects which had started, covering five countries, and whilst the team looked across all 11, a sample of six were chosen for field visits. Based on an evaluation framework contained in the inception report, desk studies, focus group discussions, one-on-one interviews, an on-line survey, field visits and analytical tools specifically designed for the purpose were all used in the evaluation. Most usefully the evaluation team participated in a 3-day workshop of all project leaders, senior staff and advisors, and the team ran three workshop sessions designed to inform the evaluation, and both challenged and discussed the work of the programme and projects.

A draft report was prepared by the end of December 2017 and sent for review to all project leaders, the Programme Advisory Committee (PAC) and IUCN staff. The findings were then presented to KfW at a meeting in Frankfurt in January 2018.

Before summarising the findings, it is important to point out that although it is four years since KfW and IUCN signed the contract, at the time of the evaluation, the oldest projects had only been running for 27 months, and the shortest for less than 12 months. So, given the relatively short time for implementation, the mid-term evaluation can only be speculative when assessing results and impact in such a complex programme, and since 70% effort was directed to the programme as a whole, this necessarily took the evaluation team into the relevance, logic and establishment of standard design elements.

IUCN and KfW are relative newcomers to the tiger conservation landscape. They bring a unique partnership of a science-based and biodiversity-oriented international conservation union, and through KfW, a development bank's focus on people, their expertise in development, and

experience in the region. Together they combine to tackle the very complex issues surrounding tigers, their habitats and the people who are intimately engaged and live with tigers.

ITHCP has focussed on some key issues of tiger conservation, and is beginning to make important contributions to the GTRP as its activities are rolled out and implemented. ITHCP has been able to mobilise 100+ partners in this endeavour ranging from government departments to small local NGOs as well as well-established international NGOs in one common effort. The programme is appreciated by all partners, and with such diversity the knowledge sharing and learning opportunities are considerable. The ITHCP has great potential to be a new but powerful force in the tiger conservation arena.

To help fully reach that potential, the evaluation identified several areas where improvement and re-design could make it more effective in the second half of this phase, and learnings which would make a second phase even more impactful. While full recommendations and a summary of the evaluation can be found in Chapter 6 of this report, an overview of the main points is provided below.

The ITHCP is strategically very relevant to current tiger conservation challenges. It focusses on tiger populations and their habitat at a landscape scale and also addresses the challenges of trans-boundary cooperation in south Asia. Ecologically it focuses on “source” and “sink” areas as well as corridors that connect these to enable tiger movements. Importantly it addresses the needs of rural communities who live in close proximity to tigers by addressing human-wildlife conflict and livelihood issues. For the latter, the programme has specifically sought marginalised communities most in need of support to harmonise daily lives with nature conservation.

There are aspects of the programme design which currently handicap the ITHCP and deserve attention and amendment. The programme (and many projects) lack a well-articulated theory of change which enables interventions to be overtly connected directly to tiger conservation. This is coupled with a weak logframe (which was designed in an earlier feasibility study), which has many components that are neither specific enough nor quantified. This makes assessing the progress and potential impacts of the work very difficult. A robust monitoring framework at programme level does not exist, and in the absence of a theory of change makes many interventions of unverifiable value. Being still at an early stage of implementation the team has focussed mainly on monitoring of activities rather than outcomes, but has been gathering a very large amount of data, so the situation can likely be remedied. It needs the logframe to be quantified and then communicated to all projects, and a well-structured monitoring framework established which places emphasis on results rather than activity. The original logframe also rather unusually recommended the types of interventions which may be favoured, this may have distracted projects away from developing a strong theory of change in favour of activities that stood the highest chance of being funded.

The ITHCP Secretariat team is highly appreciated by all project leaders as being responsive and supportive, and the transfer of funds and internal communications are run transparently and efficiently. Some projects are handicapped by the constraints placed on their budget by KfW rules.

Most conservation, but especially community-based approaches, require manpower to do the job, and a 9% cap on salary budgets left some organisations short-staffed or seeking funds from other parties to make up the shortfall. An insistence of spending 25% of the budget in "infrastructure" was found confusing for many Grantees, and even though it was defined in the Operations Manual confusion still existed during the evaluation and should have been resolved sooner.

The governance, oversight and advisory structure of the programme works reasonably well but could be streamlined and roles and responsibilities better defined. With only two staff at the ITHCP Secretariat, stretched over such a large programme, much better use needs to be made of the resources which exist both in IUCN HQ and the offices and networks in tiger range countries. In particular the PAC could be better utilised as it is a potential source of manpower and expertise.

This expertise could have been especially valuable at the start of the programme. Most projects took a long time to have their proposals approved and this was a major source of delay and weakness in the projects. Using the IUCN system to take a more participatory, workshop approach to programme and project design, especially if it had involved training in basic design, management and adaptation to monitoring data, could have made this phase more efficient and the projects more effective. Steps are now in hand to remedy this for the monitoring and supervision in the second half, and a new approach could be adopted in a future phase.

Another area needing training and attention is the Environmental and Social Management System (ESMS) of IUCN, which aims to identify and mitigate environmental and social risks emanating from field interventions. Most project Grantees agree that they benefitted from the ESMS review that they carried out, but most also found the process complicated and time-consuming. Project teams have pointed to the need for capacity-building for integrating this essential process into their project design, including the formulation and adoption of the ESMP (Environmental and Social Management Plan). Further, there is a need for simplification of the ESMS review process, so that it can be more easily adopted in the field.

Most of the projects are progressing satisfactorily and are delivering the planned work. Almost all are concerned about the short time left for the originally designed 5-year period, and may run out of time to complete all planned activities. A decision needs to be communicated about any system for allowing no-cost extensions. As stated the activities are well tracked, as are expenditures and we found no evidence of wasteful purchases. In some instances, the ITHCP has Grantees who are either government departments or large international NGOs who have been working on these issues in the region, sometimes for decades. In these situations, direct attribution of impacts to the funds provided by KfW is difficult. It is worth noting that from eight project responses to an effectiveness tool (developed for the evaluation), ITHCP was given a high score on attribution to the positive changes noted during the project's life span for most elements.

ITHCP is progressing well in supporting improvement of management effectiveness in Protected Areas (which necessarily are at the heart of tiger conservation), it is also highlighting the importance of corridors and habitat quality. A large, well-justified, effort is going to tiger monitoring and

knowledge of habitat usage and distribution is becoming understood in places where it was poorly known. Anti-poaching efforts have received much-needed support although it is too early to assess their effect, and ignoring illegal wildlife trade leaves this work vulnerable to being undermined. Community outreach is generally good, but the alternative livelihood work is proceeding slowly (but we recognise this work does take time), and at the current time many different, seemingly ad-hoc approaches are being tried out. For future increasing skills in social sciences, or partnering with solid development/ welfare NGOs should be considered.

At a programme level progress is harder to judge due to the design issues mentioned earlier. An opportunity will be missed if the results from projects are not pulled together at a programme level so that broader analysis can be carried out and higher level-conclusions drawn. It is only at that stage the full leverage of ITHCP will be realised. The credibility and reputation of both IUCN and KfW is such that together, the two could have a major influence both on tiger conservation and on the development processes that influence tiger habitats and the people who live there. This will be considerably enhanced if ITHCP goes beyond a collection of 11 projects to working at a more strategic level. It is necessary to recognise that more than 50 years since the inception of the famous "Project Tiger" in India, tigers still face intractable problems that manifest themselves differently at local, national, regional and international levels. The full benefit of ITHCP will only be felt by working up that scale, and truly engaging in integrated landscape approaches; IUCN and KfW are well placed to operate at the higher levels.

That said, several projects are reporting results that either prove tigers are moving from "source" areas to new "sinks" of suitable habitat, or that surveys are finding new tigers in the study sites, with the implication that these maybe due to increasing numbers. More time is needed to be certain. Local communities are adopting lifestyle changes which will relieve their dependence on natural resources from tiger habitats, whilst this and other interventions are taking steps to reduce human-wildlife conflict. In conclusion, despite the short time-frame for implementation, there are clear signs of potential impacts emerging from the work.

The challenge is whether the work can be sustained for long enough and the interventions be spread wide enough to ensure sustainable long-term change. Given the size of the landscapes and the number of human inhabitants close by and the ever-growing development needs and demands on the natural environment, more attention needs to be given to thinking how the successful interventions can be multiplied, perhaps several hundred-fold more. For an apex predator like the tiger, impacts are normally measured over decades of work. A second phase of this programme would definitely be justified, and building on the lessons emerging from this evaluation, the impacts could be huge. To ensure longer-term sustainability needs further examination, having partnered with governments and larger NGOs means that strong funding sources exist within the mix. However, sustainability has to go beyond simply shifting the funding burden elsewhere, and the integrated conservation and development approach adopted by ITHCP needs to be given sufficient political, financial and moral support at all levels to succeed. If that can be done then this programme could set a great example for similar attempts taking place in other situations across the world.

ACRONYMS

BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)
CA/TS	Conservation Assured Tiger Standards
CEPF	Critical Ecosystems Partnership Fund
CJH	Chris J. Hails
CMP	Conservation Management Partnership
DoFPS	Department of Forests and Park Service
ESMP, ESMS	Environmental and Social Management Plan or System
FD	Forest Department
FFI	Fauna and Flora International
GCF	Global Conservation Fund
GEF	Global Environment Facility
GS	Ghazala Shahabuddin
GTF	Global Tiger Forum
GTIC	Global Tiger Initiative Council
GTRP	Global Tiger Recovery Program
HWC	Human Wildlife Conflict
HTC	Human Tiger Conflict
INDECON	Indonesian Ecotourism Network (in Bahasa)
ITHCP	Integrated Tiger Habitat Conservation Programme
IUCN	International Union for the Conservation of Nature
KfW	Kreditanstalt fur Wiederaufbau
KPI	Key Performance Indicators
KWCI	Karen Wildlife Conservation Initiative
LPG	Liquefied Petroleum Gas
METT	Management Effectiveness Tracking Tool
M&E	Monitoring and Evaluation
MU	Multiple Use
NCF	Nature Conservation Foundation
NGO	Non-Governmental Organisation
NP	National Park
NTCA	National Tiger Conservation Authority (India)
NTNC	Nepal Trust for Nature Conservation
PA	Protected Area
PAC	Programme Advisory Committee

PC	Programme Council
PM&E	Planning, Monitoring and Evaluation
RfP	Request for Proposal
SM	Survey Monkey
SMART	Spatial Monitoring and Reporting Tool
SOC	Sheila O'Connor
SOS	Save our Species
SSC	Species Survival Commission
TCL	Tiger Conservation Landscape
ToC	Theory of Change
TOR	Terms of Reference
TR	Tiger Reserve
WCS	Wildlife Conservation Society
WLR	Wildlife Reserve
WLS	Wildlife Sanctuary
WTI	Wildlife Trust of India
WWF	World Wide Fund for Nature
YAPEKA	Community Empowerment and Conservation Education Association (in Bahasa)
ZSL	Zoological Society of London

CHAPTER 1 INTRODUCTION

BACKGROUND

Tiger populations are now estimated to number less than 4000 individuals in the wild, and occupy approximately six percent of their former range. The conservation of tigers involves multi-scale efforts and management interventions at a number of levels. Successful initiatives need to be multi-disciplinary, covering approaches such as policy and legislation, wildlife trade, protected area management, law enforcement and anti-poaching measures, conflict mitigation and habitat conservation to name a few. Coupled with this is the need to improve the livelihoods of communities living in and around tiger habitats so that forest resource use becomes sustainable and conflicts are minimised.

These facts were all recognised when, in 2010 at a summit meeting in St Petersburg, 13 countries signed up to the Global Tiger Recovery Programme (GTRP) with a programme of work aimed at doubling the global tiger population by 2022.

In January 2014, KfW signed an agreement with IUCN for an initial five-year phase of an Integrated Tiger and Habitat Conservation Programme (ITHCP) representing support by the German Government for implementation of components of the GTRP. The main outcome of the ITHCP is defined as the "*improved conservation of selected tiger populations and their habitat that also incentivizes local community support and participation in tiger conservation by creating tangible livelihood benefits".*

The ITHCP was envisaged to fund between 10-20 projects via individual grants in the range €0.5- 2.0 million (m). The total cost of the programme was estimated at €23m with a KfW contribution of €20m, and a minimum contribution of €3m from project partners. IUCN was selected to be responsible for implementation of the ITHCP and also provides in-kind contributions to the programme. The governance structure consists of: (1) the Programme Council (PC) (BMZ/KfW and IUCN); (2) the Programme Advisory Committee (PAC), and (3) the ITHCP Secretariat.

Two calls for proposals were issued: first one in October 2014 and the next in June 2015. The first project within the ITHCP was approved in August 2015, and the most recent in April 2017. Currently, eleven projects are being implemented: two led by government departments, two by national non-governmental organisations (NGOs), and five by international NGOs, that are operating in five countries (Bhutan, India, Indonesia, Myanmar, Nepal) with several projects being collaborations between two countries (Table 1). These eleven projects have started with a current commitment of € 16.24m (Figure 1, Table 2). The projects cover a range of activities focused on protection of tigers and their habitat, mitigation of human-wildlife conflict, sustainable livelihoods and community engagement. Each project has reached out to many different partner organisations so that altogether the ITHCP has more than a hundred institutional partners, this makes it an ambitious and complex undertaking. Recently, three new projects have been given the green light to start preparations: a desk study of tiger conservation in the Sunderbans, a cross-site review of best

practices in human-wildlife conflict management, an investigation of high-altitude corridors in the Himalayas.

The ITHC programme log frame (see Chapter 2) is a simple presentation of one outcome, three outputs, seven indicators, and general targets for each indicator. These are important to highlight as they provide clarity on the expectations of the programme and means of measuring performance. Following discussions with IUCN, it was agreed that this mid-term evaluation would use the seven indicators as the principal means of measuring progress and achievements (see Box 1). It was pointed out that Grantees use these seven Key Performance Indicators (KPIs) to guide project development, and these are available in the Operational Manual, Annex 3.3. If each project reports against common and relevant KPIs, the ITHCP is able to report (in theory) to KfW on a coherent set of agreed indicators.

Box 1: The 7 Indicators of ITHCP

Outcome Performance Indicators

1. Number of tigers living in the pilot areas

2. Degree of management effectiveness in supported tiger habitats (e.g. METT)

3. Improvement of livelihoods of communities in and adjacent to target tiger habitats according to assessment of the communities

Output Performance Indicators

4. State-of-the-art management and land use plans are prepared/available and implemented accordingly

5. Adoption and implementation of Law Enforcement Monitoring tools (SMART)

6. Mitigation of human-tiger conflicts in the villages improves and situation with regard to livestock losses according to perception of communities.

7. Level of acceptance of local communities with regard to natural resource management activities and tiger protection efforts

EVALUATION PURPOSE, SCOPE AND QUESTION FRAMEWORK

The contract between IUCN and KfW calls for a mid-term evaluation of the programme as a whole and all projects. The IUCN Request for Proposals (RfP) and Terms of Reference (TOR) (Annex A) for this evaluation asked for an emphasis (70 percent of effort) on the programme level and less emphasis on the projects (30 percent of effort), with a recommendation to visit three or four projects. The audience for the evaluation ranges from KfW to IUCN and ITHCP coordination as well as the project managers themselves. In addition, the Programme Council will use the evaluation results as a means to strengthen the IUCN-KfW relationship.

This evaluation explores the strategic relevance and design, effectiveness, efficiency, sustainability and impact of ITHCP and its projects, and provides insights for improvements both in the short-term and longer-term adaptations which may be suitable for a second phase. The report is a reflection of the 70 percent effort paid to the Programme level.

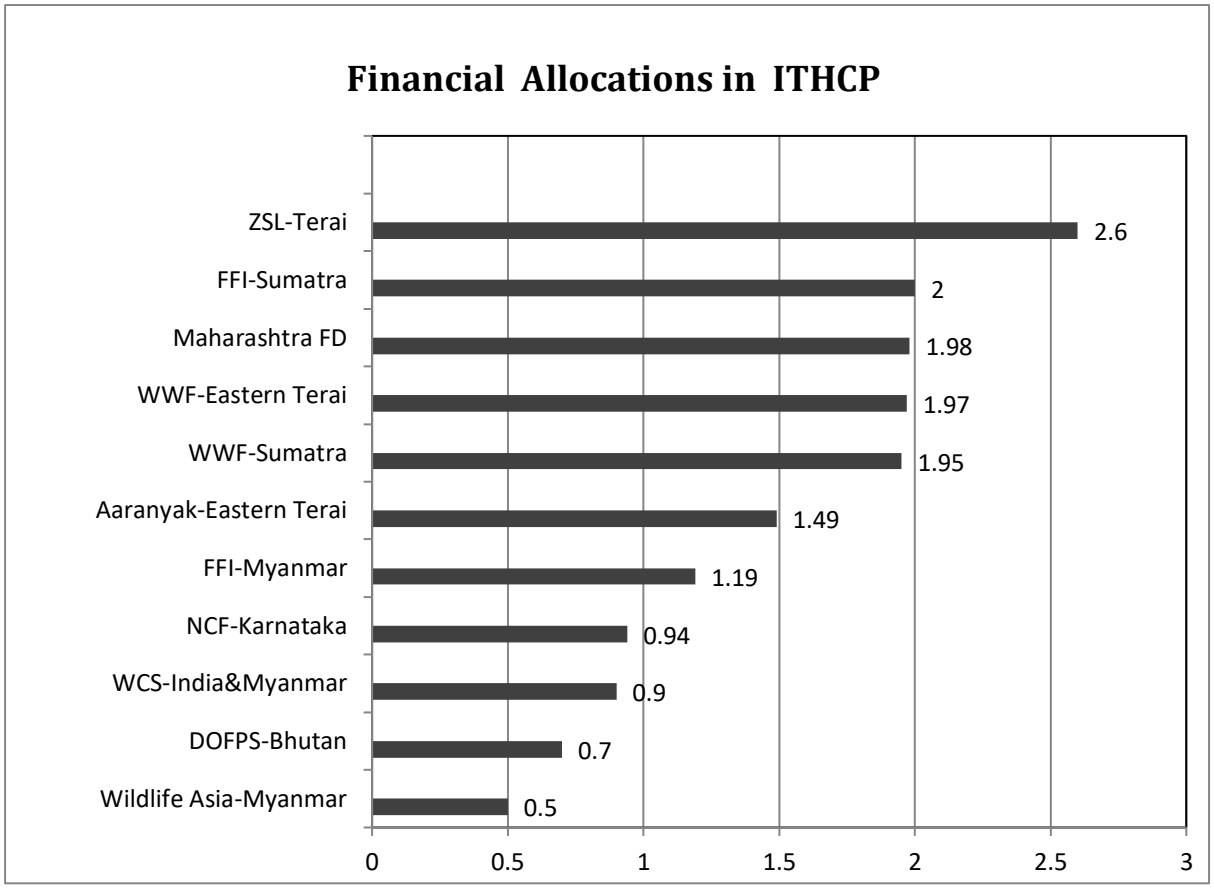
The evaluation framework (Annex B) and the data acquisition tools are geared towards answering the larger questions around the programme, with most of them also useful at the project level. In addition, the use of a variety of data tools provides greater credibility and triangulation for the analysis, its interpretation, synthesis, and the recommendations. The evaluation draws out lessons learned, and is geared to inform key stakeholders on what measures they might take to improve the effectiveness and impact of the portfolio in response to threats facing tiger conservation. As stated in the TOR, the purpose of the evaluation is to strengthen the ITHCP both in terms of outcomes and impact for integrated tiger and habitats conservation, and as a grant-making mechanism.

Table 1. Details of Ongoing Projects in ITHCP

Project Code and Lead	Date of Starting	Countries	Location	Site Description
1327 Zoological Society of London (ZSL)	Feb 2016	Nepal, India	Western Terai Landscape	5 PA (Protected Areas; unconnected)-Nandaur WLS, Suklaphanta WLR, Bardia National Park (NP), Banke NP, and adjacent buffer zone Parsa NP (only core)
1309 WWF Germany (Nepal)	Feb 2016	Nepal, India	Eastern Terai Landscape	3 PAs (connected)- Chitwan NP, Parsa NP (buffer), Valmiki TR- and adjacent buffer zones
1334 Aaranyak	Oct 2015	India	Eastern Terai Landscape	Manas NP and 6 adjoining Reserved Forests, adjacent buffer zone
1341 Department of Forests & Park Services (DoFPS), Bhutan	Dec 2015	Bhutan	Bhutan Himalayas & Terai	Royal Manas NP, adjacent MU (multiple use) areas & buffer zone
1485 Flora and Fauna International (FFI)	Dec 2016	Indonesia	Across Sumatra	5 PAs (Unconnected)- Ulu Masen Protected Forest, Gunung Leuser NP, Kerinci Seblat NP, Berbak Sembilang NP, Bukit Barisan Selatan NP- and adjacent buffer zones
1311 WWF Germany (Sumatra)	Aug 2015	Indonesia	Central Sumatra	2 PAs (connected)- Bukit Bungkuk NR & Bukit Rimbang Bukit Baling WR (BRBBWR)- and adjacent buffer zones
1487 Maharashtra Forest Department	Dec 2016	India	Across Maharashtra (Central India)	11 PAs across Maharashtra including Melghat TR, Pench TR, Nawegaon-Nagzira TR and Bor TR, along with supporting WLS and corridors
1345 Nature Conservation Foundation (NCF)	June 2016	India	Southern Karnataka, India	MM Hills WLS and Cauvery WLS (connected)
1338 Fauna and Flora International (FFI)	Dec 2015	Myanmar	Southern Myanmar-Thailand border	3 PAs - Lenya NP, Lenya NP Extension, Tanintharyi NP (all proposed)- and connecting corridor areas

1337 Wildlife Conservation Society (WCS)	Aug 2015	Myanmar, India	Northern Myanmar-India border	6 PAs-including Kaziranga TR (India); Hukaung Valley WLS and Htamanthi WLS in Myanmar- and connecting forests/settlements
1490 Wildlife Asia	April 2017	Myanmar	Dawna and Karen Hills of South-western Myanmar	Complex of Community Forests, proposed PAs and existing PAs including Kweekoh and Yumuyoh

Table 2. Budgets allocated by project (as of October 2017).



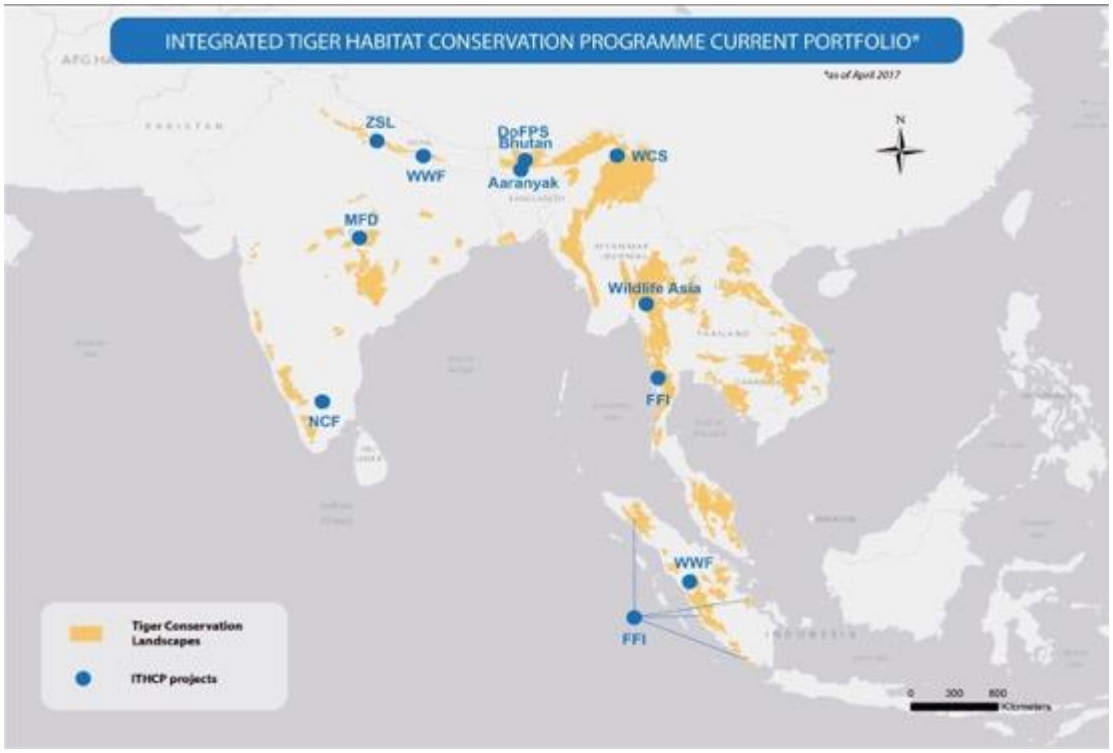


Figure 1. ITHCP Project Portfolio (as of October 2017).

EVALUATION PROCESS AND DATA COLLECTION TOOLS

The evaluators have conducted this review and analysis in an independent and unbiased way. Our evaluative process has included participation of the widest possible range of stakeholders in order to enhance critical thinking and learning, as well as to improve the ownership of the results by all of those involved.

We have engaged stakeholder participation in, at least, the following three ways: 1) exchange with appropriate IUCN staff and project leaders to finalize the evaluation framework and for structured interviews; (2) facilitation of assessment and/or focus groups, during field visits and the Mid-term Grantees Workshop (October 2017) and 3) feedback on the draft report. Three types of feedback were requested: (a) fact check: did we get anything wrong? (b) perspective check: do reviewers disagree with our findings? and (c) additional reflection: topics that may require more analysis by the evaluators.

Our evaluation process (Table 3) began with a rapid **desk study** (for documents consulted see Annex C) and an exchange with appropriate IUCN staff to inform the evaluation framework and inception report.

Structured **interviews** were held with a total of 85 key stakeholders (aside from those conducted during the field trips; Annex D). As the focus of our evaluation is on the programme as a whole, our sampling efforts were directed to those individuals or organisations that have knowledge of, and can provide useful input to, our understanding of ITHCP. Interviewees included a cross-section of the stakeholders at headquarters level (e.g. KfW, IUCN), external experts (including members of the PAC) and lead institutions/project leads and partners. Each of the three evaluators conducted

interviews using a common framework of focal and interview questions, with some adaptation depending on the interviewee. These interview questions form the basis of the online survey. In addition, staff in other major tiger programmes such as Panthera, WCS and WWF and other key actors in tiger conservation (e.g. Global Tiger Forum (GTF), Global Tiger Initiative Council (GTIC) were also interviewed.

We also used an **online survey**, using Survey Monkey (SM) software, which expanded the set of stakeholders/respondents who could be reached, including PAC (Programme Advisory Committee) members, PC (Programme Council) members, IUCN staff, Grantees and higher-level project leads, partners and staff. The survey questions were adapted from the key and focal questions in the evaluation framework (Annex B). This survey was circulated to 117 stakeholders between October 18th and November 25th 2017. We obtained a return rate of 28 percent (33 out of 117 sent). The online survey enabled triangulation of individual responses with other data collection methods from individuals.

The Grantees' Workshop that took place in October 2017 was an opportunity to facilitate some **focus groups** to provide input. We also presented preliminary findings to the focus groups and invited feedback. At the Grantees' Workshop, we organized three such sessions with different objectives, and the three sessions were planned to be highly interactive. At the first session, we asked for key contributions that each project made to tiger conservation broadly and to identify the most important challenges perceived in both tiger conservation and in meeting the objectives of ITHCP. At the second session ("Futures Session") respondents were asked to think about and describe what priority actions were needed using TX2 (doubling tiger numbers by 2022) as the motivational goal. It was understood that doubling tigers in many fragmented sites may not be feasible, so the goal was a guide to be ambitious and comprehensive and to think outside the box. The third session, named "Market Stalls", aimed to get maximum feedback on the compiled responses and interpretations of the evaluation team, from the first two sessions under the four main thematic areas of analysis: strategic relevance and design, effectiveness, efficiency and sustainability. All of the Grantee teams who were attending the workshop, and a significant number of other stakeholders, were also present during these sessions.

The evaluators visited six out of the eleven projects that have been funded. This was more than recommended, however the field visits allowed the evaluators to see, and better understand first hand, the context (geography, ecology, threats and socio-politics) in which the partners are operating. It also enabled the evaluators to witness just how this type of grants programme translated into action on the ground. In this way, a range of leadership and partner organizations and different ways and conditions of working were covered. Site visits used personal interviews and group discussions, as well as "workshop" techniques with project teams and stakeholders wherever appropriate. A total number of 105 such interactions took place between the evaluators and stakeholders/stakeholder groups during the field visits which covered 36 person-days in all (Table 3).

As we also had to be practical and mindful of the time and travel budget associated with this evaluation, each evaluator visited two projects within the same country. Therefore, we visited the

sites 1485 FFI and 1311 WWF-Germany (Sumatra, Indonesia) (GS- Ghazala Shahabuddin); 1487 Maharashtra FD and 1345 NCF (India) (CJH-Chris Hails); and 1327 ZSL and 1309 WWF Germany (Nepal/India) (SOC-Sheila O'Connor). The set of project locations chosen were varied enough to address the full range of tiger conservation challenges and directly informed the evaluation questions. Reports from each evaluator on the projects they visited can be found in Annex E.

Finally, we also developed a simple **assessment tool** that merged some criteria from the CA/TS – Conservation Assured Tiger Standards, the ITHCP self-assessment questions (from the mid- term report) and additional criteria at programme level to enable the assimilation of additional data. Use of this tool created a "base-line" for this evaluation, and for future use of ITHCP, as it looks backward to the start of the programme, describes the current state of affairs at mid-term, and projects forward to anticipated changes in status of the elements at the end of the five years (so it could be of use in any final evaluation). We circulated this assessment tool to each project lead, of which eight were returned.

The evaluation team also used an assessment tool against each of the evaluation criteria and a project to programme log frame mapping exercise; these were undertaken independently by each evaluator, and then results merged.

In summary, the data collection instruments included:

(1) Desk analysis of documentation (programme and project-levels)
(2) Structured interviews (virtual and in person) with key stakeholders/informants,
(3) An online questionnaire survey of key stakeholders/informants,
(4) Workshop focal groups,
(5) Observations, unstructured interviews, discussions and focus group discussions during site visits
(6) Development and implementation of programme and project assessment tools.

The draft report was sent to all project leaders, PAC members and IUCN Secretariat for comment and correction, replies were received from 14 people across these groups.

We are confident that the diverse data collection methods used, the development of assessment tools and maximal stakeholder participation have provided sufficiently different perspectives, objectivity and means of triangulation to ensure robust conclusions and recommendations. The review process ensured accuracy and coverage of issues.

A list of key stakeholders/informants and documents that were reviewed are found in Annex C and D.

Table 3: Sample Sizes for Various Methodological Approaches

	Methods Adopted	Number Planned	Number Done
1	Interviews (key stakeholders)	40- 60	85
2.	Online Survey	100-130	33 (out of 117 sent)
3.	Focus Groups/Facilitated sessions- Workshop	3	3
4.	Site Visits	7-8	6
5.	Focus Groups during Site Visits	7-8	21
6.	Interviews/discussions during Site Visits	??	84
7.	Documents	30-45	75+
8.	Assessment Tool	20-30	8 plus Evaluators

LIMITATIONS OF THE MID-TERM EVALUATION

While we are confident that the data and information collected support our findings and recommendations, various constraints to the evaluation should be acknowledged:

- The timeline and number of days allocated for the evaluation was found to be little for the scope of the evaluation. The evaluation team worked roughly three times the number of days that were allotted, due to complexity and geographic scale of the task, volume of documentation, as well as the comprehensiveness of the TOR provided.
- The number of key informants was limited in the case of projects which were not visited.
- The late start-up of some projects meant that not enough time had elapsed to show as much progress as might have been expected at mid-term.
- In several projects, relevant baseline data was not available so that progress was difficult to estimate. To deal with this limitation, a self-assessment tool was created and sent to the project teams.
- It needs to be recognised that when using self-assessment tools, there is a tendency towards a favourable bias in responses.
- There were staff changes at KfW and within IUCN since the ITHCP began, leading to some unfamiliarity with the history and some of the reasoning behind early decisions.

Also, the range of challenges in tiger conservation and the diversity of political, ecological and social issues of the tiger range states make objective and neutral sampling a complicated affair. Evaluation teams are sometimes not the most welcome amongst projects and programmes, as they are a temporary intrusion, though we believe that we engaged and gathered views of many, and have reviewed these objectively and triangulated them to provide useful findings and recommendations.

CHAPTER 2 STRATEGIC RELEVANCE AND DESIGN

This chapter focuses on the extent to which the ITHCP programme is aligned to the Global Tiger Recovery Programme (GTRP), the IUCN Programme 2017-2020, and National Tiger Action Plans. It also explores whether the programme design (including any nested projects) represents a necessary, sufficient, and appropriate approach to achieve positive changes in the status of tigers and their habitat, as well as any human beneficiaries that may be targeted by the work. The focal questions below served as a guide to structure interview and survey questions, and they help frame the findings but they are not necessarily answered specifically in each chapter.

Focal Questions:

- *Does the ITCHP approach (and its projects) take account of, and respond and contribute to global (GTRP, IUCN, KfW), regional, national and local priorities and tiger conservation needs, challenges, opportunities and constraints?*
- *Does ITHCP programme (project selection and grant-making) respond to the core issues and highest priorities? Which priorities are well supported by the programme and where are the gaps? To what extent do the project logframes align to the programme log frame?*
- *Is the niche and purpose of ITHCP and IUCN clear? How do key stakeholders view ITHCP- its role, purpose, modalities and processes, and the grant making mechanism? How "important" is ITHCP to tiger conservation efforts in the landscapes?*
- *Are the "benefits" and beneficiaries clear for the programme as a whole and within projects? Are women, indigenous groups and marginalised groups included?*
- *Are the required budget proportions appropriate for the objectives and outputs of the Programme, and secondarily the projects?*

STRATEGIC RELEVANCE

The ITHCP was designed to respond to the call for contributions to achieve a *doubling of tiger numbers* (Tx2) following the St Petersburg Tiger Summit of 2010. To this end, ITHCP is framed by the Global Tiger Recovery Programme (GTRP) and also by IUCN's own priorities (see Table 4). Using a feasibility study prepared by Kasparek and Spergel (2013) for KfW and IUCN, certain priorities were recommended including, but not limited to the following:

- Eligible tiger range countries,
- Potential for increasing tiger numbers using (in part) tiger source sites and tiger conservation landscapes,
- Analysis of National Tiger Recovery (or Action) Plans,
- Threats with most urgent need, biggest financial gaps and requiring long term engagement,
- Potential areas of complementarity to other tiger initiatives; and
- Stakeholders and beneficiaries at various scales.

It was determined that the key threat to be addressed by the ITHCP was loss and degradation of habitat, followed by loss of tigers through human- tiger conflict and then poaching. The feasibility study formed the basis for and the production of a recommended programme log frame and identified its priority strategic approaches. These focussed on habitat conservation as this was

identified as the area where KfW and IUCN could have the greatest impact, and where there was greatest need. The originators of the programme believed that there was already a lot of investment and activity in abating the international trade in tiger and tiger parts, and in the development of legal frameworks and national and regional policy and so they recommended these topics be excluded. ITHCP was also not designed to tackle major infrastructure related threats.

Table 4. Summary contribution of ITHCP (using their seven KPIs) to IUCN's 2017-2020 Results Framework (using their targets) and to the GTRP (using their KPIs).

ITHCP contributes to at least one third of IUCN's targets and to virtually all of GTRP's KPIs. GTRP KPIs are set for National Tiger Recovery Plans and ITHCP's primary role is in support of these plans. From a strategic relevance perspective, ITHCP responds directly to some critical challenges facing tiger conservation in selected countries and in trans-border areas.

As mentioned above the programme used selection and prioritization criteria that support their geographic decisions and their focus on certain threats, primarily fragmentation and degradation of habitat, human wildlife conflict and poaching. The "tiger site/landscape" priorities make sense ecologically and strategically because together they are amongst the priority tiger source sites and/or Tiger Conservation landscapes identified in the GTRP, and they make up 14% of the global tiger population. They have a strong potential for creating connectivity amongst source and sink sites in Asia.

Some other issues of strategic relevance are:

- Increased emphasis on "landscape approach" and connecting tiger habitats across international borders;
- Opportunities for learning and sharing different approaches by bringing in experiences from different countries and locales;
- A focus on "local people" and their co-existence with tigers both by reducing human-tiger conflicts, and by livelihood development linked to conservation;

- Prioritizing marginalised people in activities concerning alternative livelihoods and income generation; and
- The engagement of a development bank (KfW) in an issue as difficult as tiger conservation.

Looking at ITHCP as a whole (programme + projects) the evaluation found that it responds to **some** of the core threats in important tiger range countries and more locally in priority tiger protected areas and their buffer zones. Its emphasis on taking a "landscape approach" and working across borders is also a critical need that is being addressed, recognising there are ongoing difficulties. Some of these occur where there are major development infrastructure projects and significant social, political and economic disparities.

In order to create positive and sustainable change in the status of tigers, the evaluation highlighted some gaps that could, if filled, better enable ITHCP to create longer-term positive change. These include: 1) revisiting the decision to *not* work on wildlife trade, 2) taking on a leadership role in global and regional tiger forums and deliberations, 3) influencing frameworks and policies (e.g. economic development) that affect tigers, tiger habitat, and communities living with tigers, and 4) planning for multiplication of successful strategies. It behoves ITHCP to revisit the factors, risks and assumptions that the programme has been built upon to check whether it is keeping pace with changes in challenges and opportunities.

PROGRAMME DESIGN

In assessing the design of a programme or a project, an evaluator often asks questions similar to those in Box 2. No programme or project will be designed perfectly as situations are rapidly changing, and often there is not enough data or information available, and thus moving forward with "best guesses" is sometimes necessary.

Box 2. Sample Programme and Project Design Assessment Questions

Is it clear what is trying to be achieved (Goals, Objectives)? Are results (Outcomes and Outputs) clearly defined in a measurable manner? Is there a logic to the selected strategies and actions (Action Plan) that is described, understandable and defensible (Theory of Change)? Are assumptions and risks defined and understood? Is there a plan for measuring progress and success, and for analysis, learning and sharing (Monitoring plan)? Is there an Operational Plan to support the action plan?

ITHCP inherited a programme log frame (Table 4) that was drawn from the 2013 Kasperak and Spergel feasibility study. During the preparatory work for this evaluation and as part of the desk study, the reviewers noted that there were several versions of the programme log frame, and there were several elements of design and management (as identified in Box 2) that were not up to standard. In the Evaluation Inception Report, we agreed to use the seven Key Performance Indicators (KPIs) as the framing for the Programme, and against which we should assess effectiveness (see Effectiveness chapter).

Table 4. ITHCP Programme Log frame.

OUTCOME: Improved conservation of selected tiger populations and their habitat that also incentivizes local community support and participation in tiger conservation through the creation of tangible livelihood benefits	
Outcome Performance Indicators	1. Number of tigers living in the pilot areas 2. Degree of management effectiveness in supported tiger habitats (e.g. METT or Management Effectiveness Tracking Tool) 3. Improvement of livelihoods of communities in and adjacent to target tiger habitats according to assessment of the communities
Outputs	**Output Performance Indicators**
Resources and capacities for management of tiger habitats are improved and put to good use	4. State-of-the-art management and land use plans are prepared/available and implemented accordingly 5. Adoption and implementation of Law Enforcement Monitoring tools (eg. SMART or Spatial Monitoring and Reporting Tool)
Human-tiger conflicts (HTC) are mitigated	6. Mitigation of human-tiger conflicts in the villages improves and situation with regard to livestock losses according to perception of communities
Local communities in supported tiger conservation landscapes proactively support from tiger conservation measures	7. Level of acceptance of local communities with regard to natural resource management activities and tiger protection efforts

However, the evaluation would be incomplete if it did not assess all of the design elements[1], and the results of this assessment are found in Table 5. Areas that are highlighted for improvement include the need for:

- Improved systematic contextual analysis (e.g. threats, drivers, stakeholders/actors, opportunities) to build the understanding of key factors and key actors and allow for prioritising what one does (and doesn't do),
- Defining a theory of change to show the logic of identified strategic actions (called outputs and activities by ITHCP),
- Defining SMARTer goals and objectives (ITHCP log frame has one outcome and three outputs that do not meet the criteria of SMART),
- Creating and implementing a simple yet robust monitoring plan/framework at programme level, and

[1] The design elements were modified from an audit framework developed by the Conservation Measures Partnership (www.conservationmeasures.org). There are many terms that could be used for the design elements and which may differ from that used by ITHCP or IUCN, however the important point is the "concept" rather than the term itself.

- Building a programme wide team that engages in evaluation, learning and sharing in a more formal "system" of adaptive management.

The table below provides a summarized assessment of various design elements, and some of the findings related to these design elements are discussed later in the evaluation report.

Table 5. A Summary Assessment of ITHCP Design Elements (see footnote previous page)

Design Elements	**Assessment of ITHCP**
Team Roles & Responsibilities	The composition of the ITHCPteam at programme and project levels is reasonably clear. However, a team defined early on in the programme/project may need to evolve as demands for skills and expertise needs to be added- it is not clear that this takes place. In addition, the participation of IUCN regional and country offices and other internal IUCN programmes and units are likely to provide important inputs to a programme such as ITHCP, and formalizing these by setting up agreed ways of working together are helpful procedures. (Note: there have been some recent changes with regard to the Asia Regional Office). One area that needs improvement is the inclusion of Project Leaders and other key ITHCP players (e.g. PAC) as part of the programme team to create greater and stronger collaboration. At project level in ITHCP, in some cases, it would be useful to define more clearly why some partners were engaged, e.g. what value add do they bring.
Scope, Vision and Targets (main focus of programme/project around which Goal(s) are developed)	The scope in terms of eligible countries and other general criteria was established in the Call for Proposals, however there does not appear to be a comprehensive Strategic Plan or Strategic Framework where these are clearly stated. The "targets" or main focus of the project are specifically tigers, prey and tiger habitats, however it would be useful to define what habitats, what prey (even in general terms at a programme level) and what success would look like for each. At a project level within ITHCP these are more clearly defined. It needs to be clearer for both projects and the programme whether "people's livelihoods and perceptions" are a main output or outcome, or a means to an end, with the end goal being about increasing tiger numbers. This clarity helps define the actions needed, creates a better understanding of the theory of change, and improves their measurability.
Contextual analysis- systematic assessment (with ranking or similar) of threats, drivers, opportunities, stakeholders	At programme and project level there are descriptions of the context and stakeholders in proposals and other documents. These were more detailed at project level. However, the evaluation did not see the results of systematic threats, drivers, actors/stakeholders or opportunities analyses which would help build a conceptual picture of how things are working and why they are the way they are. Without these analyses, it is difficult to prioritize which threats, understand which drivers, and which stakeholders/actor to work on and with. The lack of a robust set of this information limits the possibilities of developing strong theories of change as well as reduces the ability to use best practice in monitoring effectiveness, risks and assumptions.

Design Elements	Assessment of ITHCP
Strategic action plan- goals, objectives, actions and theory of change, assumptions	At the programme level a simple log frame exists that was proposed by the initial feasibility study. This log frame has serious limitations in that it was not accompanied by the supporting analysis or a theory of change (ToC). A ToC is an important description (narrative, diagrammatic or other) of the logic of the strategic actions that are being proposed. At a programme level, the ToC will reflect the conceptual "model" or understanding that is built from the contextual analysis. It shows how the actions will lead to the outcome(s) and impact. Without this picture, it is difficult to assess the effectiveness of actions or to test assumptions. At a project level, the log frames held much more detail but also lacked results chains, or theory of change, to help select the actions/activities and why they were necessary, important, and in what sequence they should be undertaken. Good theories of change help frame a programme and projects monitoring needs.
Monitoring plan with information needs identified, indicators, methods, timing and frequency, - linked to action plan	A programme, and a project, needs a monitoring plan which would typically include (a) well defined and SMART goals and objectives, (b) indicators with units of measurement that make sense for the objectives, (c) enough indicators to confidently assess progress, outcomes and impact, and (d) methods, timeframes, and baselines. In addition, interim results ("milestones") should be defined to look for markers of progress towards outcomes and impact. This helps tell the story, provides clear feedback, and sheds light on where things might be going off course. It is also useful to include a scoring mechanism in the programme (and project) monitoring plans it can provide information on the direction that things are heading. At a programme level, monitoring plans/frameworks should be kept simple yet able to provide robust information, and they can often be helped with a few big key questions that frame more formal learning mechanisms. The ITHCP programme made some progress towards having an adequate monitoring plan/framework by defining seven key performance indicators and generic targets for those indicators. In addition, we understand the team have formats and processes for collating all monitoring data from project activities. In addition, at mid-term, the ITHCP Secretariat requested a lot of detailed information from projects that was structured according to to the seven indicators. However, these spreadsheets proved unwieldy and did not produce as much useful data as was hoped. While these efforts are a start, there is room for improvement including seeing monitoring as an ongoing process that can tell you something about progress towards impact if it is set up from the beginning to do that. At a project level, many of the monitoring plans were more detailed and comprehensive, though the evaluation did not determine to what extent these plans are being implemented and used in adaptive management.
Operational Plan- aspects around human, financial and others, governance, communications etc.	An Operational Manual exists with many of the necessary elements covered. More in the Efficiency chapter
Evaluation, Learning and Sharing- formal and	IUCN has a PME (Planning, Monitoring and Evaluation) unit, and are working to establish a culture of evaluation and learning. This evaluation of ITHCP is a

Design Elements	Assessment of ITHCP
informal analysis, adaptation and lessons	first for a programme of this size for IUCN, and is a positive step forward. Also, the ITHCP Secretariat developed a self-assessment form for the project activities. However as yet there is not a sufficient focus on evaluation, learning and sharing. More formal and informal mechanisms that bring together the results of any type of evaluation, of monitoring exercises, and of lessons learned are needed. The ITHCP Secretariat seems to understand the importance of this, and have some support from the PME and the ESMS (Environmental and Social Management System) units, yet they require greater capacity and an even stronger evaluative culture within IUCN itself. A positive sign for the programme as a whole was an ITHCP network wide workshop held in October 2017. All programmes and projects as part of the design process should begin with *learning* – what do we already know or have we already learned from similar initiatives. It was felt that ITHCP did not adequately take account of lessons from other earlier and ongoing Integrated Conservation and Development projects, and they would benefit from taking this on board even now. For sharing it may be that a different, simpler, reporting template would bring to the fore lessons learned, early markers of success, information on beneficiaries, risks and assumptions, new challenges etc. The current reporting requirements seem to focus primarily on completion of activities which is insufficient for learning and adaptive management. A final note is that involving project teams in developing learning mechanisms and sharing lessons is an important way to advance the results of the ITHCP, and create more momentum and multiplication based on the experiences of all projects.

It is worth noting that the ITHCP programme log frame has some positive design elements including:

- the focus on tigers, prey and habitat;
- the engagement of habitat management plans and activities to support tiger populations;
- the necessity of mitigating human-tiger conflict,
- the efforts on connectivity, corridors in contiguous and trans-border areas, and
- the emphasis of engaging local communities to support conservation efforts.
- the open scope and focus was deliberate (as indicated by the originators) in order to foster creativity in the Call for Proposals.

Nevertheless, as discussed above the umbrella/programme log frame has some significant weaknesses, making it a challenge to roll up project activities in order to understand programme level outcomes and impact. Our assessment identified a few areas where strategic design can be improved; these concern, in particular, undertaking a more systematic, yet simple and agile approach to programme design (methods can be found through the Conservation Measures Partnership- www.conservationmeasures.org or other similar consortiums). These approaches use face-to-face and virtual approaches for all aspects of adaptive management from planning through to evaluation and learning. Going forward, an improved design that frames an adaptive management approach will provide greater efforts for *landscape* level tiger conservation efforts. Further information, analysis and guidance on how the current logframe could still be used, and what it may look like in any future re-design process can be found in Annexes F and G

NICHE, PURPOSE AND CONTRIBUTION OF IUCN AND ITHCP

The ITHCP was designed to capitalize upon the experience of IUCN in species conservation, its global reach and its partnership with KfW and the German Government. It is a flagship programme within KfW, and IUCN and has built on the experience of SOS (Save Our Species) grants at IUCN, though the ITHCP grants are in more significant amounts.

Generally speaking, many stakeholders felt that ITHCP's design, especially at field level, was appropriate (and, in fact, welcomed). It reflects IUCN core business around species and KfW's (and the German Government) commitment to tiger conservation and interest in integrated conservation and development. IUCN are well known in tiger range countries because of country and region-wide offices, and because it has members from most countries. The evaluation found that while the IUCN Species Survival Commission, were engaged in the selection of projects, and are sought out for advice, they do not have an on-going "formal" role in ITHCP. Furthermore, there are hand picked individuals from country offices that have been called upon informally to provide input to ITHCP because of their expertise, and they also do not seem to have a defined role. Going forward, the IUCN Asia Regional Office will engage more in ITHCP as they have signed an MoU (Memo of Understanding) with the ITHCP Secretariat to assist in monitoring and learning and other activities.

The assessment found also that the ITHCP was well appreciated by governments for their support to National Tiger Recovery (Action) Plans. Some other points emphasized during this evaluation include:

- There was widespread appreciation for the commitment and support from IUCN/KfW for providing funds for tiger conservation and for areas of work (HWC, infrastructure needs) that are often less popular.
- Many stakeholders welcomed IUCN and KfW as relative newcomers to tiger conservation.
- The grant making process was recognized as open and transparent.

One area that did not seem to be adequately defined or understood in terms of IUCN/ITHCP's role was that of whether ITHCP was a programme using a programmatic approach, or a grant making mechanism that provides awards to individual projects. The difference is important as the former aims to achieve greater impact, multiplication and create fundamental changes that benefit tiger conservation (the whole being greater than the sum of its parts). The latter creates opportunities for individual projects to be effective and impactful within the confines of their defined goals and objectives.

The purpose of ITHCP seems well recognized by most stakeholders; its focus on "core conservation" strategies, such as strengthening protected area management and law enforcement as well as advancing the landscape approach and connectivity. It also is recognized for bringing people into the tiger conservation equation, although there are long standing examples of this occurring for many other conservation endeavours.

Going forward IUCN and ITHCP will need to continue to sharpen the focus, more collaboratively coordinate (with branches of IUCN) and implement its programme, and possibly redefine its niche, role and purpose in a redesign for a possible Phase II. This is especially true if current efforts are

complemented by other approaches, e.g. policy, advocacy, and legislative improvements , which may bring programme level impacts. Futures strategies and partners will likely include private and public-sector engagement and development, e.g. palm oil or development infrastructure. It will also be worthwhile to revisit the approaches and activities linked to livelihood improvement, as they seem to be somewhat ad hoc, short term and not yet designed for multiplication. IUCN and KfW should also explore financial sustainability and the role that they can play in donor coordination, engagement with GTF and other international bodies that are important in the T x 2 (doubling tiger numbers across their range) challenge.

CHAPTER 3 EFFICIENCY

In this chapter, we examine how well resources and inputs (funds, expertise, time) have been converted into programmatic results. Efficiency considers both financial and human resources and examines how staff, partners, and stakeholders are organized, communicating, and operating. It is also important to assess the role and added value of IUCN as an implementing agency including governance, screening and supervisory mechanisms.

The larger question addressed in this chapter is: Are the institutional set up (governance, human resources, grant making mechanism) and processes, creating an efficient and effective programme? The focal questions for this chapter are given in the box below.

Focal Questions

- *Are the roles and responsibilities of all actors, governance processes and procedures clear to all engaged in ITHCP?*
- *Do the institutional/governance processes enable or hinder Grantees' ability to deliver outcomes?*
- *Are there efficient communications between the ITHCP projects and core team and across other stakeholders?*
- *To what extent are the programme and projects delivering intended outputs on time, and on budget, and what factors contribute to this?*
- *Is the grant- making mechanism participatory and does it consider the needs and constraints of the Grantees?*
- *To what extent does the M&E system allow for validation of findings, adaptive management and learning?*
- *Where are the greatest returns (value for money) in terms of outcome and impact?*
- *What is IUCN's added value in the role it plays?*

ROLES, RESPONSIBILITIES, AND COMMUNICATION

Generally, the Grantees, PC, PAC and ITHCP Secretariat are clear about roles and responsibilities within the ITHCP. Although the details of all these were not well known by project staff, the systems seem to be working well as a whole. There are issues with the operation of PC and the use of PAC which we will address later in this report. The Grantees' interface with programme governance was mainly through interactions with the ITHCP Secretariat, so some Grantees did not appear to have clear knowledge of the "bigger picture" of programme governance or modalities. While project Grantees are mostly concerned with the day-to-day project management for which they need only interact with the Secretariat, additional understanding concerning the 'bigger picture' is healthy for programme transparency and synergy at regional/global levels.

Most Grantees report a very positive experience with ITHCP Secretariat interactions, and find it supportive and helpful. In terms of the procedures involved in administering the Programme, many stakeholders felt the processes and policies were clear and the operational manual was helpful, although somewhat cumbersome to read.

Communication also occurs smoothly between Grantees and the Secretariat for most part, with most Grantees reporting swift and efficient feedback from IUCN and their easy availability. The IUCN team, similarly, report on a monthly basis to KfW and no problems are apparent in these communications, although KfW have indicated a desire for more frequent interactions.

While communication seems overtly smooth and problem-free between the Secretariat and the Grantees, there are other possible channels of communication that do not appear to be used to support and integrate the programme. In particular, ITHCP would benefit from formal communications with other units within IUCN, that can add value such as the Cat Specialist Group of the Species Survival Commission (SSC), the Planning, Monitoring and Evaluation Unit (PME), and the IUCN country offices where it is operating. The existing communication plan and policy also contain guidance on external links, publicity and publication for ITHCP projects that Grantees need to be aware of, and engage with more fully.

PROGRAMME IMPLEMENTATION

Looking at a more operational level, the procedures of running the programme are not as smooth and integrated as they could have been, with some components reportedly weighing it down (e.g. the Environmental and Social Monitoring Plan (ESMP), procurements or proposal revisions). A number of stakeholders felt that IUCN procedures are heavy on paperwork, with not enough clarity on the purpose of some of it. Most Grantees talked about the lengthy procurement process too, which delays activity schedules.

Such problems get magnified in the case of the multi-partner, multi-site projects such as FFI Myanmar due to the additional level of coordination required between the primary Grantee and the partner institutions. Within such projects, there does not seem to be an effective project management system in place for coordination. However, Steering Committees have been formed in some of the projects recently to solve such issues.

We perceive delays and slow progress in a large proportion of projects that have been underway for 2 years or more. The following factors contributed to the slow start-up: selection of projects, proposal development and approval as well as project inception. For instance, after the signing of the contract with KfW, a period of nine months was planned (January 2014 to September 2014) as the inception phase of the programme that would have given a clear 3.75 to four years for implementation. A programme mobilisation period of nine months was, however, rather unrealistic for ITHCP, given the number and variety of activities to be completed before the projects get initiated.

While the IUCN-KfW contract was signed in January 2014, the appointments to the ITHCP Secretariat were made only in September 2014. Project selection then took several months after that, with the first two project contracts being signed about year later in August 2015, leading to a delay of almost a year in beginning project activities. Start-up of the rest of the projects were similarly delayed, with five project contracts being signed in Dec 2015, one in August 2016 and the last two in December 2016. Approval of projects was reportedly delayed due to two separate calls for proposals, repeated revisions based on feedback, and this was exacerbated by the ESMS review process (see below). In the programme schedule, no time was allotted for the proposal development phase, programme initiation, or the ESMS activities, which therefore cut into the programme implementation period.

The project inception phase was planned as a two-three months period after the signing of contracts, which should have been sufficient for a healthy start-up. However, the modalities of project development and in particular revisions that were based solely on comments (rather than in-person training), was not conducive to good project design (see below for details). We suggest that the project inception phase (two to three months immediately after contract signing) needs to be better-supported and more structured, with specific deadlines built in for various tasks such as formalisation of partnerships, project design, ESMS review process, appointment of staff, training, procurements, baseline surveys and preparation of the inception report. Currently, the project inception period is diffuse and more or less continuous with the implementation phase, which contributed to delays in initiation of activities. A major bottleneck in implementation thus appears to be in the proposal development and inception phases.

Programme implementation has, however, also taken much longer than expected in several cases which is likely to stem from weaknesses in planning. The results of the online survey show that at least 50 percent of Grantees are not satisfied with the progress of their projects. Apart from possible coordination issues amongst partners, delays have been ascribed to the bidding process required for procurement and lengthy reporting. Further, there are several extraneous factors that have caused project delays. For instance, some project activities involve joint work with, or permissions from, national/provincial government bodies which tend to move slowly.

Importantly, key political developments in Myanmar starting in November 2015 involved the first democratic elections since 1988 and the resultant political transition. The effects of these developments lasted until April 2016, when the new government was installed, and therefore delayed start-up in the ITHCP projects in Myanmar: FFI Myanmar and WCS Myanmar/India. It is important to note that ITHCP project teams in Myanmar report relatively weak commitment of central government in Myanmar, and such disturbances only exacerbate the problems in functioning of conservation organisations in the country. The delay of the start-up and implementation of the WWF Terai project was due in a large part to the effects of the earthquake that hit the area in April 2015. In addition, there was a long approval process for the inter organizational collaboration between ZSL and WWF who both submitted projects for the same area. Had the process acknowledged and informed the two organizations that they were submitting for the same site, perhaps time could have been saved . In the end WWF changed their focal project sites which created some challenges in catching up and minimising the effects of the delay.

It appears that some of the multi-site/multi-partner /transboundary projects particularly have difficulties in smooth coordination and flow. For instance, despite the timely release of funds from IUCN to FFI Sumatra (after the contract was signed in December 2016), one of the sub-projects (ZSL) only received the first instalment of funds six months later (June 2017). FFI Sumatra's project inception report was also delayed for a variety of reasons by about 9 months.

The delays are especially significant because ITHCP is expected to end in December 2018. This implies that the later a project began, the less time it will have to complete its projected work. Table 6 summarises the time available to the projects, and as mentioned earlier, this varies between 1.5 years to 3.5 years (if the ITHCP ends in December 2018). A no-cost extension of six months has been discussed informally with KfW, which would extend the programme to June 2019, but this is not official as yet. Interactions with Grantees strongly suggested that the short time-frame of the programme will likely reduce both their project's and the programme's effectiveness.

Table 6: Details of Expenditure in ITHCP Projects

Project Code and Lead	Starting Date	Approx. Duration (assume end Dec 2018)	Expenditure as of June 2017 (% above or below expected)
1337 WCS (India & Myanmar)	Aug 2015	3.5 years	-37.8
1311 WWF-Germany (Sumatra)	Aug 2015	3.5 years	-26.7
1334 Aaranyak (India)	Oct 2015	3 years	-19.8
1338 FFI- Myanmar	Dec 2015	3 years	-41.0
1341 DoFPS Bhutan-RMNP	Dec 2015	3 years	-41.4
1309 WWF-Germany (Nepal-India)	Feb 2016	3 years	+1.6
1327 ZSL Terai	Feb 2016	3 years	+2.7
1345 NCF-Karnataka	June 2016	2.5 years	-6.1
1485 FFI- Sumatra	Dec 2016	2 years	-15.3
1487 Maharashtra FD	Dec 2016	2 years	-16.4
1490 Wildlife Asia-Myanmar	April 2017	1.5 years	-12.4

Once agreements and contracts were signed with the Grantees, the finances seem to flow well. Most Grantees reported no delays in actual receipt of funds from IUCN so that their work could continue without interruption, a policy that is much appreciated by them. Projects that have multiple partners, such as Maharashtra Forest Department and FFI Sumatra, do report some delays in receipt of instalments, but this is caused by the time lag between receipt of funds by the primary Grantee and its disbursement to the partner agencies.

The annual work-plan appears to be useful in guiding the work of project Grantees. Funds appear to be spent correctly and given the activities are approved through the proposal and work plan process; they also are contributing to conservation efforts. Grantees and IUCN state they have appropriate financial auditing and reporting and other procedures in place.

Yet, under-spending of budgets is a problem across the board, based on the latest figures available (Table 6). As of June 2017, only two of 11 projects are on track with planned expenditure according to their execution schedule; four projects are 10-20% behind while five are more than 20% behind projected expenditure schedule. Two projects are 40% behind schedule and would need closer

tracking from here on. The large part of the delay seems to be due to (a) the late start of most of the projects and (b) delayed procurement and implementation of activities.

Judging from the prevalence of problems and delays in project implementation, there is a case for undertaking capacity-building workshops at the initial stages of the projects, including in project planning, management, self-monitoring, technical reporting and financial reporting. Such workshops could be built into the project inception phase and could be regionally held, to service a few Grantee institutions simultaneously. There are examples of this being done in other IUCN programmes.

PROGRAMME OVERSIGHT, MONITORING AND FEEDBACK MECHANISMS

Programme oversight in ITHCP consists of supervisory missions (by ITHCP Secretariat and KfW), six-monthly project reports, audits, and evaluation missions by independent consultants. Monitoring field missions from the IUCN Asia regional office have been added recently and will take place from January 2018. In addition, the ESMS review process, overseen by the ESMS Division of IUCN, attempts to understand and manage risks posed to communities and/or environment, by ITHCP activities.

One-on-one interactions with the Secretariat, through supervisory missions, have been taking place regularly. In November 2015, Aaranyak (India) and NCF (India) were visited. From April to December 2016, four projects were visited: FFI Myanmar, DoFPS Bhutan, ZSL (Nepal-India) and WWF Germany (Nepal and India). The next set of supervisory visits was to the two projects in Sumatra in July 2017 and to Maharashtra Forest Department and NCF-Karnataka in October 2017. Thus, a great deal of effort has gone into supervisory missions.

However, possibly due to the large number of project sites to be visited, logistical issues and other responsibilities of the Secretariat, there is a lack of planning and prioritization in the supervisory missions. Most projects appear to have been visited approximately a year after project initiation. Some projects have been visited a little later than this: WWF-Sumatra was visited in July 2017, 18 months after initiation. WCS Myanmar/India has not been visited since its initiation in August 2015, despite evident problems with project reporting and coordination. A supervisory mission is planned to WCS-Myanmar/India in January 2018, 2.5 years after initiation.

In a programme with a short lifespan such as ITHCP where projects vary between 1.5 to 3.5 years (Table 6), it is essential to plan supervisory visits as close to the beginning of project implementation as possible, as better guidance at that point will more likely improve outcomes. An ideal time would be within six months of project initiation. Further, projects showing coordination problems, or delayed preparation or reporting, should be given priority for supervisory missions, as these would be likely to have implementation problems. Timeliness and prioritization should be important factors in supervisory planning. To solve this issue, KfW and IUCN visits for financial and technical audits, respectively, need to be either separated, or dovetailed, keeping in mind the timeliness factor.

Such shortcomings in programme planning and implementation point to the need for involving additional resources from the region such as the PAC and IUCN Regional Offices (the latter now in

hand), in a systematic monitoring and supervision cycle. It is possible to borrow skills and expertise for short periods to undertake tasks such as project monitoring. The Terms of Reference of the PAC, includes both grant selection and monitoring, but the members have not been commissioned to carry out any supervisory activity since completing the project selection. Further they reported that they had not been involved in project supervision and monitoring, though their TOR (Terms of Reference) did mention project reviews.

It is possible that the extra time spent with Grantees for proposal revisions (2015-16), did not allow the Secretariat time for closer supervision of projects that had started earlier during August-December 2015. This suggests understaffing (in both number of personnel and special skills in PM&E (Planning, Monitoring and Evaluation) of the Secretariat; also greater involvement of the PME Department of IUCN is needed. Further due to a second call for proposals in 2015, the work related to project selection stretched on in 2017, and thus overlapped with the implementation of the first set of approved projects. All of these issues clearly point to the lack of a streamlined system (including communications) for project planning monitoring and feedback.

With the IUCN Regional Office now having been asked to undertake monitoring as well, there are likely to be a few different groups visiting projects in the field. Visits by the HWC project team (Awely) are also planned to some of the project sites for the evaluation of HWC challenges. To avoid too much disruption, the trips from different agencies and evaluators should be dovetailed to reduce the burden on projects. Such combined trips will also make for better coordination and common understanding of each project, and likely result in overall better support for the field teams due to combined interactions. For instance, the evaluation and supervision missions for the NCF-Western Ghats and Maharashtra Forest Department were combined in October 2017. On the other hand, the projects in Sumatra will have had three different missions over a six months period (July 2017 to January 2018).

An important component of project oversight is the regular reporting process. Interviews with project staff and survey respondents indicate that the six-monthly reporting format is seen as cumbersome due to its length, Excel format and some degree of repetitiveness. Further, many of the Grantees tend to complete these formats rather mechanically and add information over and above what is asked for, despite being encouraged to be brief and focussed in their reporting. The IUCN team may need to work closely with the Grantees in developing a simpler and more purposeful format (for example assessing progress towards the outcome, testing assumptions, new risk factors, or unintended consequences), while retaining the vital information on progress of activities, indicators and the actual targets and outputs related to each activity. ITHCP Secretariat also suggested reducing the financial reporting required for KfW: it was suggested that six-monthly financial reports should suffice, rather than the three required currently (two six-monthly and one annual).

An important part of the project implementation process that was delayed, is the ESMS review process, which is anchored by the ESMS Division of IUCN. The ESMS review process aims to identify and manage the risks from field interventions to local communities, given that there are likely to be

a range of social/environmental impacts and trade-offs in most such projects. The review process ends in the preparation of an ESMP (Environmental and Social Management Plan) that lists the mitigation measures and that should be put in place at project initiation. ESMS should ideally be carried out after the social baseline study, and completed during the project preparatory or project inception phase. This is essential so that ESMS screening of potential impacts is done based on this data, also project design can be modified (if needed) and risks, effectively managed, during implementation. However, for several projects, the ESMS review process could not be completed as anticipated, and spilled over into the implementation phase. Consequently, the ESMP is not yet in place in several projects.

The reason for delays and difficulties in ESMS review process seems to be weak understanding of its relevance amongst most of the Grantees, who perceive it as a stand-alone process, rather than an integral part of project design and implementation. Most Grantees also felt that the process was complex and that they lacked the skills/capacity to effectively anchor the process. In general, project teams found themselves unable to complete the review process satisfactorily or to leverage it for better project design and management. Some projects took on a specialised consultant to do the work (e.g. WWF-Sumatra) and a few iterations were then required to produce the ESMP. Such problems are understandable given that the ESMS review process of IUCN was undertaken for the first time in ITHCP. Despite these challenges some project leaders said that they had learned a lot from the process and that it had strengthened their projects, especially in creating an understanding of certain human dimensions that they may have otherwise overlooked.

In order to make the ESMS process more effective, we suggest that it should be done immediately following, or overlapping, with the baseline socio-economic study, and that both should be completed before the project designs are finalised. Satisfactory undertaking of the ESMS review process therefore requires considerably more training and support from ESMS Division and possibly more simplified procedures (which we understand are under examination at IUCN HQ). Project teams particularly need capacity-building for integrating this essential process into their projects and implementing it in the field, and finally monitoring the adoption of the ESMP.

Finally, the possible role of adaptive management based on different types of monitoring, evaluation, assessment and action research is not yet appreciated by the Grantee institutions. While a large number of Grantees were aware of, and did respond informally to, the external situation (such as factors related to socio-economic, political and policy changes), no formal feedback mechanisms (resembling adaptive management) were apparent within the ITHCP to incorporate modifications. Most Grantees mentioned having informal committees at various levels to discuss and modify workplans, such as joint Protected Area Management Committees, but no documentation of feedback processes was seen. More details of self-monitoring are given in the Effectiveness chapter.

GRANT-MAKING PROCESS

The grant selection process has overtly been participatory and consensus-based, involving discussions amongst the ITHCP Secretariat, PAC and PC and other expert reviewers. However, there are no codified rules for engagement amongst these three components of decision-making; an informal set of norms seems to govern project selection. Some PAC members expressed their dissatisfaction with the process, specifically the lack of transparency at some stages. The lack of clear criteria to evaluate the project proposals was identified as a weakness, as also poor consistency in the criteria across the two calls for proposals. For instance, one project in the initial lot of ten was apparently approved against the advice of PAC with no explanation provided. In addition, three small Project Preparation Grants that were approved later were not referred to PAC at all (Sunderbans desk study, Human Wildlife Conflict and High-Altitude Corridors).

There was also some indication that while the Secretariat and PAC make the selections of grants based on technical criteria, the approval by PC sometimes does not concur with the selection; in such cases the decision of the PC over-rides that of the PAC. Such eventualities require more attention and good explanation and can be solved with a more systematic and transparent process of project selection. It is felt that the PC can possibly be combined with the PAC to create a more effective advisory body, which will then have the technical and executive expertise that is required. This Committee may be chaired by one of the PC (such as the DG, IUCN or the KfW Liaison) with the ITHCP Secretariat serving as Secretary. Such a step will remove a layer, reduce time-lags, remove a conflict of interest, and increase transparency in project selection as well as potentially identify issues and trouble-shoot (if and when needed) more quickly.

With respect to the larger picture, the grant-making/project selection process in ITHCP has some resemblance to the IUCN SOS model: a managed portfolio of small grants for different species. Whereas ITHCP should strive to be an integrated programme which adds up to more than the sum of the parts: a strategic, coherent set of projects that benefit from, and synergise with, each other, and increase chances of success and sustainability across the selected tiger landscapes. In such a programme, IUCN needs to be strategic about project selection, basing its grants where they will have the maximum cumulative impact.

In some cases, IUCN had to work to set up partnerships amongst NGOs (one of which was seen as an 'imposition'), in order to ensure viable implementation (e.g. WTI -Wildlife Trust of India was suggested to strengthen community outreach in the NCF project). One suggestion for a more strategic programme implementation, that would avoid such situations, is to use a bottom-up, workshop-based approach for proposal development in each country/region based on regional needs and threat analyses. Such an approach would likely to lead to the emergence of more natural partnerships/consortia of stakeholders. Such a consortium composed of both governmental and non-governmental members (such as the consortium 'Harimaukita' in Indonesia), is a good model to follow. An effective project development phase would also streamline project inception which was highly prolonged in some of the projects such as FFI Sumatra.

Further, it is suggested that grant proposal formats can also be simplified to a large extent without losing their effectiveness. The final grant proposals in ITHCP were long, with repetitions and unnecessary detail, while missing some vital information such as prioritized threats. This can partially be ascribed to the process of revision based on repetitively received comments.

Overall grants were seen by most Grantees as a good size (from €500,000 to €2 million) to achieve substantial results. However, the budgetary allocations to different expense categories are seen as constraining, particularly the *circa* 10 percent limit on staff salaries, as this was likely to limit participation of smaller NGOs. Some Grantees saw the 25 percent allocation to infrastructure as excessive, as they thought it could be spent only on protected area infrastructure. Some Grantees such as WWF Sumatra, however, used the allocation for a variety of community-based infrastructure, and in the Nepal Terai Arc, Grantees used it for road development and bridge building where needed. The definition of 'infrastructure' needed clarity right from the start; the confusion may have been solved early on if there had been better communication amongst various stakeholders.

'VALUE FOR MONEY'

As a programme, reinforcing the "connectivity and corridors" perspective needed for expanding tiger populations (under the Tx2 target) seems to be a very useful outcome. In addition, while communities have long been thought about and engaged in conservation efforts, ITHCP seems to bring them more sharply into focus, and to look for realistic ways to handle HWC and forest-based livelihoods. The ITHCP has also created much support for National Tiger Action Plans in the Grantee countries through Government Departments and other key stakeholders charged with implementation.

On the ground, it seems that the work on tiger population estimation and monitoring, is proceeding much more on schedule and better planned, in comparison to aspects such as protected area management improvement and sustainable livelihoods. Significant improvement in current knowledge on tiger distribution, populations and movement in source sites, corridors and in relatively researched areas (such as in Myanmar, Bhutan and Sumatra) could be one of the most useful outcomes of the programme. In a project such as WCS-India/Myanmar, some of the project areas are undertaking censuses systematically for the first time through the ITHCP.

On the other hand, sustainable livelihood development work has been weak so far in several projects, barring a few notable examples (such as in some areas in Nepal, NCF Western Ghats and WWF Sumatra projects). The links of activities to conservation goals is not always clear and implementation tends to be slower than planned. This could be a manifestation of lack of capacity for livelihoods work in many project sites within the Grantee organisations. In such situations, it is necessary to partner with development NGOs or hire senior social experts. In the WWF Sumatra project, the well-known NGOs such as YAPEKA and INDECON with a long history of community work have been involved, leading to better results than in some of the other projects.

ITHCP: ADDED VALUE?

Given the reach of the ITHCP and significant financial allocation by KfW, IUCN is now in an influential position vis-à-vis tiger conservation, aided by its global membership and strong scientific reputation. IUCN's constitution as an inter-governmental body of repute, puts it in a position to influence policy and practise in tiger-range countries, possibly more than it has so far. In the FFI Sumatra and WWF Sumatra projects, for example, the ITHCP is being perceived as critical by park management in safeguarding tiger habitats in the face of poor governmental allocations. The stakeholders involved in ITHCP and IUCN also see themselves as bringing a landscape and a sustainable livelihoods approach into the tiger conservation arena as their added value. However, it is important to realise that some other stakeholders, particularly large NGOs and governments, have been working in this "holistic" way for some time in various locations. As a relative newcomer in the game, IUCN has perhaps an important role to play in breaking down the barriers in the high-profile tiger circuit, hitherto occupied by the largest of NGOs and influential biologists. Thus, the potential for IUCN to influence the course of global tiger conservation hereafter, is large, provided correct strategies are adopted and ways of working leverage the existing opportunities.

ITHCP is also attempting to create a network of professionals, government bodies and NGOs that can contribute synergistically to tiger conservation through the ITHCP. However, the regional and country offices of IUCN, the PAC and IUCN SSC (Species Survival Commission) Cat Specialist Group, who are in a position to contribute, have not yet been leveraged to improve quality of programme implementation or expand the influence of ITHCP in policy formulation. Several of the smaller Grantee institutions are thus still working largely in isolation from external expertise.

In such a situation, the role of cross-site learning opportunities is immense. At the Futures Session held at the Grantees' workshop in Pench (October 2017), a majority of participants felt that the value added by enabling cross-site exchange of learning, best practices and knowledge, and peer-review was very valuable to them. So far only one such cross-site learning event has been organized. There is a need to facilitate such exchange opportunities through creating formal means (reportedly more such events have now been planned by the IUCN team). More importantly, there is a need for IUCN to enhance 'ownership' of the ITHCP amongst the Grantees by sharing collective knowledge, and using the influence and experience of the entire ITHCP network.

CHAPTER 4 EFFECTIVENESS

This chapter focuses on whether the programme is doing what it said it would do, and whether we conclude that it is sufficient to achieve the outputs, and the extent to which the ITHCP's intended outcome is on track to be achieved. The evaluation aims to assess whether the strategies and activities defined are advancing as hoped and planned, and whether there are invalid assumptions or unidentified risks, which could threaten success. The Inception Report described the assessment of the IUCN ESMS under the theme of effectiveness whereas in this final document our findings have been reported in the Efficiency chapter.

Evaluation Focal Questions

- *Is the programme, and are the projects, being implemented as expected?*
- *Has there been progress towards the stated outcomes of the ITHCP and the projects? What evidence/early markers are available? Are there signs of threat reduction and indirect threats showing positive improvement?*
- *What factors (including risks, capacity etc.) have influenced (or could influence) expected outcomes and are they being actively monitored? Have assumptions been clearly stated and/or are there indicators of invalid assumptions?? Have there been significant changes in the context (e.g. political, pressures) since the programme was conceived and began implementation?*
- *Which approaches/actions seem to be most effective, and which not? Are there early indications of successful (or not) activities/approaches?*
- *Does the ITHC programme and its projects show adaptation to changing factors and as a response to monitoring information?*
- *To what extent have the actions under the projects' Environmental and Social Monitoring Plans (ESMP) been implemented? What tracking is in place to monitor outcomes of these actions? (See the Efficiency chapter)*

To assess the effectiveness of strategies being deployed, and progress towards the stated outcomes, the evaluation team used several tools and approaches including a self-assessment tool designed for ITHCP. The tool asks Grantees (eight projects responded) to a) provide timing on the start-up of their project and its location, b) assess effectiveness against a basic set of 14 elements known to be needed in good condition to meet objectives over the long term, c) provide their best guess at how the state of each effectiveness element affects threat mitigation, and to what extent could they attribute any change in the effectiveness element to the support of IUCN/KfW. The evaluation also relied on documentation (including an IUCN generated self-assessment), key informant interviews, direct observation, an on-line questionnaire, and focus groups at project visits and the Grantees mid-term workshop to develop our views on whether the programme and a sampling of projects were doing what they said they would do and making timely progress towards each output as stated in the programmatic log frame. The results of the analysis were grouped and synthesized across 10 categories and the summary view is presented in Table 7 below.

The ITHCP Programme Outcome is "*Improved conservation of selected tiger populations and their habitat that also incentivizes local community support and participation in tiger conservation through the creation of tangible livelihood benefits".* (See Programme Logframe in Table 4). In this

Effectiveness chapter, we aim to evaluate progress towards the three outputs rather than the outcome itself, progress towards the outcome is discussed further in the final chapters of this report.

The evaluation revealed that projects appear to be partially on track to deliver results from their activities (Table 7) before the end of the project period, and that by and large ITHCP is working hard to address the selected issues. However, the late start of all projects, and of the programme itself, suggests that extensions will be needed. It was also found that the programme is not yet functioning as a programme where the whole is (or will be) greater than the sum of its parts, and that the current design of the programme does not lend itself to measuring results, sustainability or impact. Although not part of the evaluation, it was unclear why the cross-cutting projects on human-wildlife conflict and high-altitude tiger corridors were selected, and whether they provide meaningful contributions to the overarching programme.

TABLE 7: The status of management elements (self-assessed in eight ITHCP projects) three years ago and currently. Note that the projects had different start dates and the status is dependent on many different actors, most notably the governments of countries in which ITHCP is active.

Management Element	Three Years Ago	Today
PA & Buffer/ Legal Security	In most cases, the location, management plan, policies, zoning system, and the legal security provide for tiger conservation was assessed as adequate. There were some exceptions, such as FFI –Myanmar who felt that both PA zoning and legal security were serious issues, and WWF- Sumatra who thought there were problems with PA zoning and management.	Positive change has been seen over the last year or two with connections to the support of ITHCP project in some cases. These positive changes are most significant under the PA & Buffer zoning and management plans, whereas the scores for legal security stayed the same.
Law Enforcement	Some issues around law enforcement existed such as corruption in certain countries, and/or the ability to detect, apprehend and penalize illegal actions. Poaching was identified as the major threat, although issues related to poaching vary from site to site.	Positive change in law enforcement in half the cases that reported, with WWF- Sumatra and FFI-Myanmar suggesting that changes were more modest than others. ITHCP support is seen as helpful to both maintain good situations existing already for some locations and to create positive change in others.

Management Element	Three Years Ago	Today
Landscape Planning	Surrounding landscape is complex in most cases, as the many uses can pose challenges for tigers. This is especially true for corridors yet many projects suggest that positive and use in surrounding areas can enable tiger conservation. The areas with the most significant problems are reported from FFI- Myanmar and WWF- Sumatra.	Some limited changes in landscape planning and applying the landscape approach in Royal Manas, for example. Otherwise the scores stayed the same as described three years ago, and the attribution to ITHCP was limited.
Staff	Half the projects reported an unsatisfactory staffing situation with inadequate training and opportunities.	Some improvements were noted in/for Aaranyak, Wildlife Asia/KWCI (Karen Wildlife Conservation Initiative) and ZSL Terai. Smaller change in the adequacy of staffing was noted by WWF- Sumatra. FFI- Myanmar finding staffing situation a challenge. Six of eight projects believed that ITHCP was helping improve this effectiveness element.
Communications	Most projects reported adequate means of communication and transparency across activities and decision-making. Exceptions were from WWF- Sumatra and FFI-Myanmar.	Some limited change noted by FFI- Myanmar, NCF-Karnataka, WWF-Sumatra and ZSL-Terai. Most projects that reported positive change credited help from ITHCP.
Infrastructure	Five projects reported inadequate standards regarding infrastructure.	Four projects reported improvements. These were most often related to guard posts, but also some repair of roads, and construction of predator proof corrals as examples. ITHCP was often credited with improvements. Four projects felt the infrastructure was still inadequate.
Finances	Six projects reported that the financial needs were not being adequately met.	Almost all projects saw improvements in the financial situation; however it is still not adequate in many, especially as reported by WWF- Sumatra.

Management Element	Three Years Ago	Today
Management Processes & Practices	Half the projects felt that the management processes such as management planning, adaptive management and management practices (e.g. roles and responsibilities, transparency in decision making) were insufficient with only Aaranyak stating a firm Yes that all was well.	Improvements were seen in all locations over the last 1-2 years, though Wildlife Asia/KWCI and FFI-Myanmar still feel there is a way to go with improved processes. There was a mix of views around ITHCP contribution with significantly more support noted for management processes than practices.
Research, M&E	Five of eight projects responded No or Mostly No to the questions around the adequacy of research and M&E with particular weaknesses in threat and biological (tiger/prey/habitat) analysis and monitoring, socioeconomic monitoring and for appropriate data systems and processes.	Improvements were noted in all project areas except one which was Wildlife Asia/KWCI, and most reports of improvements were significant. FFI/Myanmar and Wildlife Asia/KWCI still feel that their research and M&E systems are inadequate. Six of eight projects felt that ITHCP can be credited with a lot of support to these changes.
Stakeholders-Communities, NGOs & Governments	Most sites record that they have good community support, and the NGO capacity is strong, and governments have both good capacity and support of tiger conservation and PAs/landscape approaches. Two-NCF- Karnataka and WWF- Sumatra reported insufficient community engagement/support; inadequate NGO capacity (Wildlife Asia/KWCI) and FFI- Myanmar have concerns about government capacity and support.	Improvements noted in most projects in the three categories of stakeholders; this seemed to be helped by the efforts being made on livelihood and HWC activities. In addition, partner NGOs are being engaged and governments- in some cases- (e.g. Nepal) are committed to long-term maintenance and providing capacity to efforts underway through ITHCP. FFI- Myanmar, WWF-Sumatra and NCF-Karnataka continue to pursue increased engagement especially with government bodies. Support from ITHCP was most helpful in the community relations, but also for NGOs. For Royal Manas and WWF- Terai there was strong attribution to improved relations with and capacity of the government.

OUTPUT 1: Resources and capacities for management of tiger habitats are improved

The overarching finding of delivery against Output 1 is that management effectiveness in all landscapes/sites has shown some improvements since the start of project implementation, although to different extents at each site (Table 7), and that law enforcement monitoring tools are adopted with good examples of using the information for management purposes. In most cases, management and land use plans (including buffer zones) are either under development or improvement and being implemented. However, integrating the wider landscape (including cross border) into these plans is only occasionally being undertaken. It appears that the landscape approach is not well understood.

All field projects are working to reinforce protected area management effectiveness directly or indirectly, and some, e.g. Chitwan-Parsa-Valmiki Complex and NCF-Karnataka have sought to extend the area under management to create connectivity for tigers. In addition, from the Mid-term Report, they also state that *"Increasingly, tigers are using corridors to move between source and sink sites. These include areas in northeast India (Nagaland, Manipur) where animals have unfortunately been killed as they were moving between India and Myanmar."* In Karnataka, the project has gathered camera trap evidence of tigers moving from source to sink areas and is lobbying to elevate the protected status of the latter.

Box 3. Planned categories of activities toward ITHCP's Outcome and Outputs as described in *Applicants Call for Proposals (Call 1)*.

- The development of direct protection measures, such as anti-poaching,
- The prevention/mitigation of human-wildlife conflicts,
- The stabilisation of the prey base,
- The improvement of management and monitoring of protected areas,
- The sustainable management of ecosystems and their natural resources,
- The development of sustainable and alternative income-generating activities for the target populations, such as ecotourism.

Toward these aims, each partner undertook some or all of a set of planned activities to strengthen tiger conservation as laid out in the ITHCP Operational Manual and the Call for Proposals (Box 3). Some sites also undertook additional actions depending upon national and local priorities and requesting IUCN/KfW's flexibility as they arise, e.g. use of infrastructure funding to support road upgrades. As mentioned in the Strategic Relevance and Efficiency chapters, budget allocations, and the categorization of "acceptable" activities created some difficulty. There also was no information on spending by activity or output so it was not possible to determine direct relationships between investment and progress by output.

There were other difficulties associated with evaluating this and other outputs. These include: (a) specific, measurable, time-bound outputs were not defined, and although targets were given for each indicator (Box 4 shows the indicators and targets), these lacked measurable precision, and so activities within projects were not well linked to either the indicators or the targets (b) baseline data are still being collected in some/many cases where some level of a baseline should have been established at the start as even a best guess would do to get started, as this would allow some level of assessment of change, and (c) technical reports are activity-based thus not allowing a convincing assessment of progress leading to increased tiger numbers and better managed habitats. Even

though this is only mid-term, these issues need to be made more precise and monitoring carried out against the baseline. In addition, interim results or "milestones" should be part of monitoring plans so that progress towards outcomes can be determined on an annual basis.

It is not clear how ITHCP defines, and what the expectations are for the landscape approach or "integrated landscape management", and this approach, which is clearly a defining feature of the programme, is not sufficiently emphasized, understood or measured. Integrated landscape management approach is not a new concept, and it is often considered synonymous with ecosystem management, ecoregion conservation approaches etc. The approach brings together large-scale processes, interdisciplinary thinking and expertise with a view to plan for biodiversity, development, climate change and the implement initiatives/programmes and projects that contribute to the "integrated framework". They often are not bound by national borders and therefore require transboundary efforts; and they require sophisticated knowledge of natural and human- dominated systems.

BOX 4 ITHCP Indicators for Output 1: Resources and capacities for management of tiger habitats are improved and put to good use

4. State-of-the-art management and land use plans are prepared/available and implemented accordingly

Target: Participatory and technically adequate management and land use plans exist in all intervention areas

5. Adoption and implementation of Law Enforcement Monitoring tools (SMART)

Target: Number of successfully introduced measures

There also appears to be an inadequate strategy for "law enforcement" with the only indicator being adoption and implementation of tools such as SMART, as opposed to actual enforcement of the law measured, for example, by apprehensions and prosecutions. Interestingly, SMART can be used for monitoring arrests and prosecutions if staff have been fully trained to use it. A more comprehensive approach to law enforcement which would include intelligence gathering, patrolling for identification, detections, and apprehension, legal and judicial including prosecution, conviction, and penalties as well as presence of conservation staff, of tourists, of local people and the influence of corruption seems to be needed to fully understand the effectiveness of law enforcement as a strategy to reduce the threat of poaching.

Despite Output 1 having an indicator defined around SMART, WWF-Sumatra and FFI Sumatra are putting effort into improving other components of the law enforcement system such as local informant networks and training in wildlife crime prosecution. Other projects are also using different tools and approaches, which is important given that the adoption and use of tools is a small, yet important, piece of the whole system, which in also needs to be understood and improved where necessary. There are PAC members who are experts in this field and are willing to help with training.

OUTPUT 2: Human-tiger conflicts (HTC) are mitigated

the evaluation found that the delivery against Output 2 is of high interest in certain countries, such as India and Nepal and that activities (Box 5) are moving forward; however, it is too early to tell at a programme level whether the output is on track to being achieved.

Box 5. Typical specific activities for Output 2.

- Preventive and responsive Human/Tiger conflict measures are operational
- Develop insurance schemes
- Predator proof mechanisms/ response

In the IUCN mid-term report the self-assessment generated by the projects and ITHCP Secretariat had 33 cells that could be assessed and that were related to HTC (11 projects x three main activities). It was noted that only 19 cells were completed, suggesting or confirming either that HTC activities are not important in all areas, or that this work is not yet planned, or there is no data available. It may also be because there are low levels of HTC in project areas such as in FFI Myanmar and WWF Sumatra, due to overall very low density of tigers. There is more conflict due to bears and crocodiles in central and south Sumatra rather than tigers. In Aaranyak project area, too, elephants are more of an issue than tigers. Having a programme level output on HTC mitigation implies that conflict is one of the key problems /threats across the portfolio. This did not seem to be the case amongst ITHCP projects at the present time, although there is a need to keep watch as tiger populations grow so may the conflicts. But of course, taking precautionary steps for HTC fits well with building community support. For those projects that did report on their HTC activities, in general they felt they were going well. Some positive examples of this were noted during site visits in Nepal and India, and also that it was a significant topic of discussion and exchange at the Pench ITHCP workshop.

The recent addition to the ITHCP portfolio of a project exploring HTC best practices should also be better understood in terms of its added value to delivering on this output. From the mid-term report the recommendation for this project states that "the study focus only on ITHCP projects as they cover the entire suite of different human tiger conflict scenarios that occur throughout the tiger range (i.e. rare interactions, livestock predation, human fatality etc.)". It would be helpful to have a logic chain that links this project to the indicator for Output 2.

As with Output 1 which focussed on resources and capacities for effective management, evaluating progress towards this HTC output is challenged by the lack of clarity in the output, the indicator (Box 6), and the target; all of them would benefit from being more measurable, and having "milestones" set to look at progress over time. Baselines did not appear to be available across all projects. Another example of ways in which these elements could be improved to allow for better assessment of effectiveness is that the output might be more powerful (and measurable) if it read something like this- *Zero HT conflicts occur in target communities* (to be further defined for each project). In

Box 6: Indicators for Output 2: Human-tiger conflicts are mitigated.

-Mitigation of human-tiger conflicts in the villages improves and situation with regard to livestock losses according to perception of communities

Target: Communities in and adjacent to target tiger habitats report on an improved situation with regard to HTC, including improved situation with regard to livestock and human losses.

addition, the focus on activity-based reporting needs to be changed so that a fuller picture of progress towards mitigating human-tiger conflict can be better understood (at a programme and project level), and to follow how each activity that is undertaken and reported on measurably contributes to the achievement of the output and, eventually, the outcome of ITHCP.

This evaluation relied on the ITHCP mid-term report self-assessment information, observations and discussions at field sites, project reports, interviews and exchanges at the Pench ITHCP workshop. These sets of information led to the observation that a) there is high interest in a few areas for HTC work, though at the community level they [often] seem to be more interested in general human-wildlife conflict not specific to tigers, b) HTC comes out as a threat to tigers in some places but not all, and it is not the priority threat, and c) working on HWC where it is a problem creates "wins" for conservation, and seems to encourage a change in local attitudes though, as yet, there is no hard data available. We elaborate further on observations made around human-wildlife conflict and human-tiger conflict by noting that there seemed to be few examples (although the Maharashtra project was a major exception) where tiger attacks directly on humans was severe, yet there were many reports of where leopards, deer, wild boar etc. cause damage to humans and crops. The general issue of human-wildlife conflict is of major concern at almost all sites and a secondary effect of tiger conservation. Anecdotal stories were shared during the evaluation including that as tiger numbers go up in the forest, leopard occurrences in villages also goes up, thus suggesting avoidance of intra-specific competition leading to more leopard-human interactions. The original logframe was too narrow in defining it as HTC instead of HWC, a fact recognised by the Secretariat who are now looking at the issue more broadly.

A PAC member is an expert on HTC who could advise further and provide steerage for the upcoming project to be led by the NGO Awely.

OUTPUT 3: Local communities proactively support tiger conservation

Across the eleven projects, activities under this output are diverse with 15 different ones listed in the mid-term report. There is also an activity listed as a "will assess needs" category (Box 7 for examples of activities). Ecotourism and awareness activities are consistently described as being most important, and where good progress is being made. It is interesting that the "link with people" was most often described as one of the unique selling points of this programme, yet it is also where much of the work to be undertaken is either still being assessed or is behind schedule. This is particularly true (as described in the mid-term report) for activities under the "provision of alternative resources for communities such as water and irrigation infrastructure development and the establishment of community forestry plots and nursery areas" label.

Our assessment found that there was a mix of progress on activities under Output 3: some on schedule, others still being planned and still others behind schedule. This is not surprising given that livelihood /community activities can be complicated. It was somewhat disappointing that many of the activities seemed somewhat ad hoc, were not linked into a theory of change, nor could be measured against the output or indicator (Box 8). However, using the IUCN generated self-assessment for the mid-term report, and based on our evaluation tools, we can say the following:

Box 7. Some typical activities for Output 3.

- Income/revenue generation (e.g. jobs, ecotourism, etc.)
- Small grants
- Alternative livelihoods, e.g. Livestock husbandry
- Awareness and education
- Training

- Activities in income/revenue generation seem to be progressing and are as good as might be expected at this stage; there are some examples from most projects,
- Activities in awareness/education/training also largely on track given the start-up time frame; and
- Alternative livelihoods (which includes activities such as alternative fuels, livestock management, irrigation, cook stoves, community land mapping and management) are not yet progressing at the desire rate.
-

Box 8. Indicators for Output 3.

Level of acceptance of local communities with regard to natural resource management activities and tiger protection efforts

Target: More than 50% of local population supports tiger and area management in the project areas

The activities under this output need to have a direct connection to tiger conservation, with a clear cause and effect relationship, and this needs to feature in planning and reporting.

Worldwide there is little documented evidence that integrated conservation and development works well, yet it is the underpinning of ITHCP, and thus it the programme and projects need to mapped out their reasoning and undertake regular monitoring and action research to improve our understanding of its effectiveness. In Nepal, discussions with ITHCP partners and with many local people showed how much they believe in this approach. So, the ITHCP should document the direct links to tiger conservation, and describe how, what is mostly a localized approach, can be multiplied to have far greater impact.

Areas for Improvement and Recommendations

Based on the ITHCP instigated self-assessment (undertaken for the mid-term report) one conclusion was that "the activities that are progressing well include those focused on the monitoring of tiger and prey populations, and poaching and human-wildlife conflict mitigation. The activities that are taking longer to become operational due to the need to develop infrastructure include those focused on protected area management and the provision of alternative livelihoods for local communities."

The evaluation noted that there is an absence of activities at programme level around influence, leverage and multiplication, which ultimately affect sustainability and impact. One other issue is the lack of sufficient scale for making a difference. Working in only a small proportion of villages in a buffer zone or corridor won't have the desired impact. It is a huge task but looking at ways to scale up the lessons learned is critical, or perhaps looking at the intense dependency of people in places such as Nepal and India, it might make sense to define more compact and manageable project landscapes.

Attribution also becomes a problem when efforts are spread out thin, such as FFI Sumatra or Maharashtra Forest Department. NGOs and government departments are forced to have concurrent projects from diverse sources, leading to dispersed efforts and, hence, attributing change becomes very difficult.

Looking forward, we make both short term and longer recommendations in order to further strengthen the Integrated Tiger Habitat Conservation Programme.

In the short term, some key areas for improvement are:

- Expectations: Provide a guidance document, which clearly explains what integrated landscape management is (and isn't) and how this approach delivers on ITHCP so that expectations are clear and measures can be developed on progress being made.
- Coordination: Prioritize cross cutting projects (those already funded and any additions) with an explanation of how they contribute to delivering the outputs and outcomes and undertake top level and systematic threats and drivers analyses so there are proxy indicators for impact.
- M&E: Obtain the services of expertise (e.g. through individuals, consortiums, PAC etc.) to a) tighten up the indicators and monitoring expectations as soon as possible so that measures are more realistic and more informative and b) work with all projects on baselines, methods for measuring, and questions/format for reporting.

In the longer term, consider the following recommendations:

- Integrated and compelling framework: Establish a clear overarching strategic framework and strong M&E. Use participatory methods and conservation community best practice (for example, the Open Standards for the Practice of Conservation[2]), to design the programme.
- Project selection and implementation: With a stronger high-level framework, allow for flexibility and creativity for projects in choosing the strategic activities needed for their

particular context. Be clear on the “right” scale for intervention, and clearly define how to multiply or leverage more from funding, activities and partnerships.

- Define programme level strategic actions such as influencing global tiger conservation efforts perhaps including larger funding opportunities.
- Enlarge the capacity of the coordination team to include programme/project cycle and adaptive management expertise.

CHAPTER 5 SUSTAINABILITY AND IMPACT

Tiger conservation has deep and intractable challenges that extend over many decades, and the changes required go beyond the financial sustainability of the programme of work itself. The assessment of impact and sustainability will consider the extent to which the results to date (bearing in mind the short implementation period of ITHCP at the time of the evaluation) are likely to persist and grow as needed to sustain tiger populations and their habitats across selected parts of their range. In many ways, assessing sustainability is testing whether or not a conservation initiative has been designed well, and is implementing an adaptive management approach, since the level of engagement of stakeholders, the learning that is shared, and the persistence of outcomes will ultimately determine the resilience of the programme/project beyond its lifetime.

Focal Questions:

- *What measures/enabling conditions (e.g. policy, legislation, capacity, local/national support) have been, or intend to be, set up by the programme and projects for the long-term continuity of tiger conservation efforts?*
- *How do relevant authorities view ITHCP and its projects, and how do they define their responsibilities going forward?*
- *What evidence is there that a sufficient set of actions, by ITHCP and the projects, has been or are likely to be taken to provide for the long-term continuity of tiger conservation efforts?*
- *What knowledge or learning has been or is likely to be generated through the programme, and how is it being documented and shared to positively impact the long-term conservation tiger efforts?*
- *Is there evidence- early markers- that the status of tigers and their habitats is improving as a result of efforts supported by ITHCP?*
- *What are the 3-5 key changes that should be made to strengthen any follow up programme? What 3-5 key approaches/actions should continue because they work well and/or show promise?*

EARLY DAYS BUT ENCOURAGING SIGNS FOR SUSTAINABILITY AND IMPACT

In many ways sustainability and impact go hand-in-hand when dealing with tiger conservation. We can only be sure of real long-term impacts which stabilise tiger populations and their habitat when change is adopted permanently by those with influence over the long-term threats and drivers. In this programme, the primary stakeholders with such influence are governments and local communities living in proximity to tiger populations. There are positive signs (see below) that the main elements of the programme are on a trajectory to be sustainable in the projects areas given sufficient, and consistent, time and support.

Due to the relatively short period for implementation prior to this review, there is rather little we can conclude with certainty in the form of real long-term impacts at this current time. Several of the projects are demonstrating encouraging results that have positive implications for long-term success:

1. There is a high level of interest and enthusiasm at village level for alternative livelihood work (such as homestays, organic farming, lac bangle production) and reduction of dependency upon the forest for fuelwood and grazing. Both of these areas of work seem to be advancing successfully in many projects. These efforts are important as they reduce dependency upon the forest resources which are labour-intensive to collect, and which result in people and livestock entering tiger habitat with the associated risk and conflict. If this work can be adopted as a permanent change over the long-term, then the conflict and risks are reduced, and also time is freed up for other endeavours such as agriculture and ecotourism activities such as village crafts. In our visits to many villages in different project sites, feedback was positive and the opportunities for more time and potential cash-generation welcomed by villagers. If this trend continues villagers and local support groups are likely to carry it on into the future. We had a number of reports and observations during field visits which indicated that local people are more likely to support conservation efforts, including tiger conservation, when these types of activities occur.

2. There is also some indication of policy change on behalf of the governments: SMART patrolling has now been adopted for all parks in Bhutan as a result of the ITHCP project; in Maharashtra, the government is now willing to fund village development work in the identified tiger corridors, previously it was limited to the protected areas and their buffers; in Central and South Sumatra, there is considerable evidence of active government participation in management planning, and human-wildlife conflict mitigation. In Nepal, the National Tiger Action Plan is actively being implemented and the support of ITHCP in helping realise its ambitions in for example creating corridors to link trans-border tiger reserves is well regarded. These are all important activities for tiger conservation which are known to governments, but which for a variety of reasons have not been adopted before. ITHCP is helping to overcome the obstacles or inertia that existed, and once success is demonstrated from these activities they are likely to become an embedded part of government operations.

3. ITHCP Projects which are implementing law enforcement improvements through training, patrolling, and use of digital technology, all report increased efficiency, improved coverage and better interceptions of illegal activities. In at least two locations (Karnataka and Nepal) the government has committed to take these activities over.

4. All countries where ITHCP works have National Tiger Recovery Plans, although they are not all developed to the same standard, nor are they all implemented with the same level of resources. However, all of the ITHCP projects are contributing to these national efforts. As the ITHCP projects begin to show success then it is more likely that governments will incorporate the approaches into their national programmes from conservation.

IMPORTANCE OF GOVERNMENT ENGAGEMENT

Government perceptions of the ITHCP will differ according to their own capacity. In countries with weak capacity such as Myanmar, civil unrest and the "newness" of constructive NGO projects is producing engagement difficulties. In countries with very mature tiger programmes like India, Nepal, Bhutan the ITHCP has made great progress. In Nepal, clear commitment to absorb parts of ITHCP has been expressed, and even in India which has an annual budget for tiger conservation in the region of $US 150 million, ITHCP is presenting an opportunity for government to engage national NGOs which have important skills, and a presence and ability to address local communities, which the government may not have in all places. So even here there is an added value of the smaller amounts of funding. The government of Bhutan has also recently committed itself, via its Gross National Happiness Commission, to continue activities started by ITHCP after the programme stops, in particular those around livelihoods.

For a programme like this one that involves large landscapes, most of which are densely populated, long-term sustainability of conservation results cannot be assured without strong support by a range of government departments covering planning, development, land-use, welfare, forestry, conservation etc. Such commitment does exist, but to varying degrees in tiger range countries. In India which has a National Tiger Conservation Authority and decades of dedicated experience, government commitment in certain Ministries, is high, although even here linear infrastructure, and developments such as dams, mines, ports and city expansion is still a major threat, and India has made the most progress of all the tiger range states. In Nepal, the mass mobilising of protection forces is a strong signal for one part of the work. But it is less clear in Indonesia where the massive scale of deforestation in Sumatra over the past 30 years has left ecological integrity in tatters, and on-going impacts of the oil palm and pulp and paper industries seems to continue unabated. In Central and South Sumatra, for instance, success of all tiger conservation efforts hinges upon a much stronger land use policy which is currently missing. In Myanmar the massive political changes of recent years and ongoing civil unrest, mean that conservation measures do not get the attention from the government that are required for long-term success. Also the effectiveness of working with indigenous governments in Myanmar remains to be determined. So, the level of engagement with government policy will need to vary according to the country, to ensure a solid base for the fieldwork which is the primary focus of the ITHCP. More formal representation by IUCN to the hosts government may help the projects and the national NGOs to deliver more effectively.

FROM PROJECTS TO PROGRAMME

This evaluation was asked to focus 70% of effort at the Programme level. Many of the comments on Sustainability and Impact arise **from** Project level activities, where a project is one of the 11 delivery units currently on-going (for a full list see Chapter 1: Introduction). Conclusions and lessons drawn from one project can indeed be influential in creating the long-term, sustainable change we would consider an impact in one locality. But they can be easily rejected by those not close to the location, or operating in a different country or jurisdiction. How often do we hear comments such as *"that is ok for location X, but it would never work here because……."* ? However, if conclusions and lessons can be drawn from all 11+ projects, extending over 5 countries, and if they can be analysed and moulded to find underlying commonalities and patterns, which inform tiger conservation, then their

impact will be less deniable and that much greater. This is what we mean when referring to "Programme-level" conclusions and influences; in shorthand we speak of the "whole being greater than the sum of the parts", skilfully managed 2+2 can equal 5!

At the current time, the ITHCP is not well-situated to draw up programme-level conclusions and lessons in this way. The current design, and on-going monitoring work is very much project based and activity focussed (see Chapter 2: Strategic Relevance and Design). In this report we make suggestions for how this could be corrected, and we have been informed that the Secretariat has some records which can be used as a starting point.

Armed with broader conclusions drawn from the whole suite of projects the Secretariat, or IUCN and KfW can bring more influential opinions to the world of tiger conservation. Given the respect of both, and the political neutrality of IUCN, coupled with its world-class network of experts, then these opinions could bring additional intellectual weight to enhance the chances of success of the GTRP.

It would mean that ITHCP would be brought into the world of policy change, and IUCN senior management would need to take a strategic decision on the suitability of that. But given the excellent track record of IUCN influencing things like the Convention on Biodiversity, and the Sustainable Development Goals, then the skills and abilities which already exist across the IUCN Secretariat and its members could be brought into play.

THE INTERNATIONAL POLICY CONTEXT

The ITHCP has not been designed to have policy components built into it. The Global Tiger Recovery Programme (GTRP), which ITHCP was intended to support, has been signed by 13 governments and provides a broad policy framework and commitment to tiger conservation. (**NOTE** that not all of those 13 countries qualify for support under ITHCP).

The total budget for the GTRP was estimated in 2014 at just over $500 million, with contributions coming from national budgets and from the international donor community. An international programme of this size, based on national level commitments, and relying heavily on the public and private sector requires good coordination, support and knowledge management. However, the support, servicing and monitoring of the GTRP is not well defined with both the Global Tiger Forum and the Global Tiger Initiative Council each playing a different role. IUCN could use its powerful network and connections to governments to support this international effort. By drawing on successful examples from other countries, and facilitating cross-learning, the ITHCP if it were adequately resourced as a programme to do so, could help to lay a stronger foundation for long-term success of the current investment and the GTRP.

THE VALUE OF NATIONAL NGOS

Another positive aspect of ITHCP in the context of sustainability, is that most of the NGOs involved are of national origin and led by nationals themselves. Only in a few cases is the project leader of

expatriate origin and this seems to be in situations where national capacity is very low. Having home-grown NGOs and research institutions which represent national views is a huge advantage for sustainability. Simply by participating in the ITHCP is an enabling and capacity-building exercise for many of these national NGOs.

In Maharashtra for example, for several small NGOs this programme represents the first substantial grant that the organisations have received, and since these organisations are close to the local communities, the resultant strengthening of their abilities, staffing and implementation is a major boost to grassroots project delivery. Furthermore, the close cooperation by these NGOs with national or regional governments also brings grassroots perspectives into Government thinking and provides a conduit for the government back to a village level. In at least one instance this has led to a change in state policy: in Maharashtra, historically the state government has not focused conservation funds within important tiger corridors, but since the inception of the ITHCP, the state government is now making funding available and prioritising village level work within tiger corridors. Nonetheless, ITHCP could place greater on improving the skill sets and capacities of some of these NGOs: lack of planning and writing skills slowed the project development phase and more support was probably needed, and within this evaluation we have found that monitoring and data collection could be considerably improved with its consequent impact upon effectiveness of the projects.

THE VIEW FROM THE PROJECTS

In answering the mid-term survey of all projects conducted by ITHCP, all project leaders ticked at least five or six of the eight boxes to describe actions they were taking to ensure long-term sustainability. Most of the answers chosen were around issues of permanent removal of the threat, building capacity, passing over to government agencies, and demonstrating that conservation would lead to better livelihoods for those communities living adjacent to tiger conservation areas. These matched very closely with the responses to the on-line survey and also the focus-group discussions at the leadership workshop.

All the projects realise that building strong relationships with the government departments is critical to ensuring the continued momentum of the work and to prevent back-sliding on successes. They also realise that building new livelihood features which remove dependence upon forest resources and allow continued enhancements in living standards will prevent forest and ecosystem degradation, and avoid the conflicts that arise when lifestyles collide with wildlife. However, such permanent changes require time to embed, whether it is greater investments from government which may demand budgetary re-allocations, or changing the habits of generations in rural villages, and so all the projects also look to further funding. During interviews, we found that most projects are concerned about the short period of time that is available within the current contract horizon (see Efficiency Chapter for further details).

EARLY EVIDENCE OF IMPACTS

The Outcome of ITHCP as defined in the programme logframe is: **improved conservation of selected tiger populations and their habitat that also incentivizes local community support and participation in tiger conservation through the creation of tangible livelihood benefits**

So, any impacts discussion must focus primarily on three elements: tiger populations, habitat quality (including prey and management effectiveness) and community support. True self-sustaining change in intractable conservation problems normally only appears after many years of work, so that with less than three years effort in even the longest running projects it is still very early days. Nonetheless there are some encouraging signs for the target species - **tigers**:

1. At least six projects reported evidence of increases in tiger numbers in their areas, for some these were small increases and for others rather larger, and some respondents cautioned that this could be due to more intensive survey techniques.

2. One project (Karnataka) had firm evidence (photos) of tigers which were dispersing across their landscape from a "source" area (BRT Hills Tiger Reserve) into a "sink" area (Cauvery Hills WS) using a corridor for which they were improving habitat and human usage. Such movements are at the heart of landscape conservation.

3. In Nepal, the project has gathered clear evidence of increasing tiger numbers, and also that other large mammals (rhinos, elephants) were using newly created corridors, which would be a positive sign that tigers may soon follow.

NB: With a wide-ranging animal like a tiger it will take several surveys before we can be confident that these are real increases in population size. Further, for the purposes of population monitoring, sampling-based approaches are more suitable, rather than comprehensive censuses (which several of the Grantees are focussed on)

Improved habitat quality is more difficult to measure and takes longer to occur due to vegetation maturation rates therefore we have to look at proxy evidence. However:

1. At least, three projects reported small increases in prey, whilst two others were still analysing data. This would suggest that protection efforts were getting better in the surveyed area.

2. In Sumatra, the ITHCP work has stimulated management effectiveness surveys and in the WWF site the METT score increased from 33 to 66 over the space of 3 years.

3. In Myanmar where previously no patrolling took place, village level patrols using the SMART technology were taking place for 15 days each month, it remains to be seen if this this additional diligence is reflected in reduced poaching or habitat degradation. Use of SMART by these teams could strengthen the information gathered.

4. All projects report an increase in using management effectiveness tools of various types to help identify issues, and improve management.

Improved livelihoods are still developing and outreach is still expanding so it is hard to say whether there is yet any impact. Although some projects have established good baselines, others are still working on these, and follow-up social surveys have not yet been repeated. This requires huge effort and so will take time. Nonetheless several projects report a marked improvement in interest and sympathy for the conservation efforts amongst local communities even if this is anecdotal. More time is needed for this to be completely regarded as an impact. The biggest challenge for the community work is how to magnify it. Some of the projects have made huge efforts to reach out to villages and households (the ITHCP Secretariat reports a total of 41,000 beneficiaries, all of under-privileged social groups), but in the densely populated landscapes of South and South-east Asia there still remains a huge outreach needed to change the habits of a sufficient people number of to be able to claim enough has been done. Furthermore, in the absence of a systematic assessment of threats and drivers it remains uncertain as to the real impact on the ITHCP Outcome. To enable scaling up of the results to date, adoption of the best lessons and examples by a range of government departments and development agencies would seem to be the best course of action.

In conclusion, despite the short time-frame for implementation, there are clear signs of impacts emerging from the work. Direct attribution to the KfW programme is much harder to ascribe due to the prior history of work in this field, and the experience and lessons upon which ITHCP is standing. However, the ITHCP seems to be filling some niches which were previously neglected and by astute application of the funds is having its own very positive effects on the overall challenge.

PHASE TWO?

There has been some discussion for a Phase 2 of the ITHCP. In the opinion of the reviewers, this would be highly desirable given the long-term nature of the solutions to the opportunities of leveraging both development gains and ecosystem security in the context of tiger conservation.

It is beyond the scope of this evaluation to give full consideration to the establishment of a Trust Fund which was suggested in the original feasibility study submitted to KfW in 2013. Given the current financial markets an “interest-bearing trust fund” at the current level of investment would not yield sufficient annual income to be interesting for this project. It is possible that other donors could be attracted to such a fund, and if it were a “sinking fund” (i.e. allowing spend-down of the original capital in addition to the earned interest) then this could perhaps spread the current level of investment over several years more years than is currently available. However, the time involved in sourcing donors and setting up and running such a fund may be prohibitive and would require an in-depth cost-benefit analysis.

Given the scale of the challenge of the Global Tiger Recovery Programme (GTRP) expanded funding is well warranted, and the ITHCP is well-placed to be a leader in that effort. In 2018 the GTF have been commissioned to carry out a “stock-taking” study of the progress of implementation of the

GTRP. This should highlight areas of progress and those areas (both geographic and thematic) where more effort is required. This latter category could be of interest to other donors who may like to team up with the IUCN/KfW programme and benefit more broadly from the lessons learned from Phase 1 of ITHCP.

The broad ecological benefits that can accrue from the meeting the needs of a top predator like the tiger are if interest to other funding agencies. IUCN is already accredited with GEF (Global Environmental Facility), CEPF (Critical Ecosystems Partnership Fund) and the GCF (Global Conservation Fund) and the possibilities of synergistic funding in partnership could considerably raise the profile and impact of this programme. We would strongly recommend exploring such opportunities.

CHAPTER 6 RECOMMENDATIONS

Throughout this evaluation report we have recorded positive findings and areas that are proving to be challenging and require additional work. In this chapter, we bring together a core set of recommendations that are divided into 1) those which could/would involve adjustments during the remaining period of the current phase of ITHCP, and 2) those that would help strengthen IUCN's role in tiger conservation globally and regionally, with a strong portfolio of tiger projects and could be adopted in the recommended Phase 2 of this Programme.

We begin this chapter with a table (Table 8) that summarizes the results of the evaluation framework assessment tool used by the evaluation team. The tool asked the evaluators to score independently against 16 criteria which form the fundamentals of the evaluation framework and questions. By sharing this here, we aim to display some, not all, linkages between our findings and our recommendations. Other supporting information is found in the body of the report.

Areas that stand out as working well to very well include work associated with strategic relevance, focus on core issues, progress on activity, ways of operating and some aspects on sustainability. The weaker areas where improvements could influence ITHCPs' process, practice and results include design, monitoring, evaluation and learning- adaptive management- in the programme and project cycle as well as scaling up mechanisms, and evidence of the status of targets and the level of attribution.

Table 8. Evaluation Summary Table

This assessment table used the evaluation criteria as a basis for scoring and providing an overview of the evaluation findings. It provides a summary of independently assigned scores and justifications for each criterion.

- **Very Good/4:** The project/programme embodies the description of strong performance provided below to a *very good* extent.
- **Good/3:** The project/programme embodies the description of strong performance provided below to a *good* extent.
- **Fair/2:** The project/programme embodies the description of strong performance provided below to a *fair* extent.
- **Poor/1:** The project/programme embodies the description of strong performance provided below to a *poor* extent.

Rating/Score	Description of Strong Performance	Average Score	Evaluator Brief Justification [Combined]
Strategic Relevance	1.The project/programme addresses the necessary factors to bring about positive changes in conservation targets – tigers, prey and habitat, and local human communities.	3.5	Overall good, though there are some notable gaps. The programme and projects address some key issues for tiger conservation such as protection, prey and habitats; plus it pulls in HWC and community livelihoods and relationships. Also addresses source and sink areas through corridors which are important to consider in a "landscape approach"; engages with habitat management but not as fully as it could; does not engage in wider development challenges.
	2. The programme responds to core issues, highest priorities and contributes to IUCN's 5- year strategy, GTRP, national and regional priorities.	3.7	Overall good with some gaps noted in a few projects and in the programme. The programme and projects generally lack a strong theory of change so whilst they do address some high priority issues, there is no direct connection documented between activities and desired results. Not currently using policy leverage opportunities from IUCN and not connecting to core issues of other IUCN programmes (forest, water, species, regional PA); also could improve engagement in national and regional priorities, e.g. development that may affect the conservation targets.

Rating/Score	Description of Strong Performance	Average Score	Evaluator Brief Justification [Combined]
Quality of Design	1.The project/programme has rigorously applied key design tools (e.g. clarity on stakeholders and key roles, theory of change, threats and opportunities assessments, situational analyses, and monitoring and evaluation,)	1.8	Needs work. It was put to us that the logframe was deliberately left open to interpretation in order to encourage a more "market-driven" and competitive process during the Call for Proposals process. This has the downside that 3 years later it is very difficult for an independent assessment to be precise on whether the programme is making progress to its stated Outcome. The programme logframe needs to be more robust (see Annex F and G for guidance). There is no obvious systematic and structured contextual analysis (e.g. lacking a threats analysis) from which action plans and monitoring plans are developed. Not yet monitoring at the programme level, though seven KPIs identified. Heavy focus on activities which were not linked up in a theory of change; a prescribed list of "permitted" activities discourages strategic design; and leads to drift. Some projects show use of design tools. Undefined mechanisms for learning and no formal approach to adaptive management. It is not clear for some activities, especially those relating to livelihoods, exactly how the activity contributes to tiger conservation.
	2. The project/programme is hitting the right 'pressure points' to meet necessary and sufficient conditions for success.	2.2	The projects, in general, seem to be hitting some of the right pressure points locally and nationally which is in part due to ITHCP projects using National Tiger Recovery Plans to frame their work. However, there Is not a general approach to engage some of the bigger issues such as infrastructure or other development, business/private sector initiatives, or to more fully engage with GTF/GTIC at a global level or on regional pressure points. The emphasis on field projects without looking at IUCN's role in global policies misses an opportunity. Demand by the illegal wildlife trade is a key driver for poaching and was excluded from the funding plan, some connection to organisations that are working on this could be useful or working with IUCN policy teams in key demand countries.
Efficiency	1. Most/all programme activities have been delivered with efficient use of	2.7	Mixed results, but generally good. No overt instances of waste of human resources or money. The budgetary allocations on expenditure heads could limit the effectiveness of the programme, in particular salaries and infrastructure. Indeed, in some instances more manpower is needed and in others, infrastructure

Rating/Score	Description of Strong Performance	Average Score	Evaluator Brief Justification [Combined]
	human & financial resources and with strong value for money.		allocation is seen as excessive. Focussing investment on key issues supports the concept of value for money.
	2. Governance and management systems are appropriate, sufficient, and operate efficiently.	2.2	Management has generally worked well however there is considerable scope for improvement. Improvements to the governance model could be made through streamlining by merging the PC/PAC and providing greater clarity on duties, and an independent chair. It was a mistake to exclude the regional IUCN offices in the way it happened (although this is now changing). More consistent use of the skills within the PAC would enhance capacity, as would using the IUCN Regional staff and other skills in HQ. Staff changes at KfW seem to add extra work to IUCN's plate. Most of the delay in programme and project implementation can be attributed to problems in project preparation and inception phases. Training workshops and effective local support in the initial stage of the projects may have produced a better design and possibly, and seen less problems with ESMS and community-oriented work. Documentation could be simplified: the proposals and reports are long and tedious to read as are the monitoring tables, and mid-point self-assessment too detailed; the result is that the reports tend to lack clarity and information content.
	3. ITHCP Secretariat ways of working enhance on time and on target delivery of outputs and outcomes.	3.0	Grantees speak highly of the helpfulness and support of the ITHCP Secretariat staff as they are open for communications, and respond quickly. However, there is a somewhat "informal" approach that may create some issues, for example, some misunderstanding around what qualified as "infrastructure" might have been prevented if there had been a "walk through" of parts of the Operational Manual. In general, more direct leadership and orchestration and enhancement of Secretariat strength, would benefit the overall programme. The Secretariat also appears relatively understaffed for a programme of this magnitude and complexity. Strengthening of capabilities in project management, M&E and adaptive management, is required so that important coordination roles are fulfilled: sharing use of tools (e.g. appropriate threat analysis, theory of change),

Rating/Score	Description of Strong Performance	Average Score	Evaluator Brief Justification [Combined]
			and creating learning mechanisms and running workshops. It is recognised that some learning approaches have recently gotten underway.
Effectiveness	1. Most/all intended outcomes—stated outputs/activities, objectives—were attained or are on track for timely delivery.	2.7	Most activities are moving forward and delivering outputs as planned at the project level. At the programme level it is less clear what they aimed to accomplish and by when as "milestones" were not established; an earlier Grantees workshop may have created a stronger programme (2+2=5), and enhanced sharing and delivery. Many projects took time to start-up (up to a year of project preparation) and many projects fear they will not be able to finish on time.
	2. There is strong evidence indicating that changes can be attributed wholly or largely to the IUCN/KfW project or programme.	1.8	Difficult to judge attribution at outcome levels as the field is large and complex with many actors many of whom have been working for many years. At an activity level and geographically in some cases, Grantees have identified what KfW/IUCN is "paying for" thus increasing the confidence of attribution. ITHCP is providing a boost in some neglected areas.
	3. Project/programme results (outputs, outcomes, impacts) are qualitatively and quantitatively demonstrated through regular collection and analysis of monitoring data.	2.0	Outputs/activities are tracked. There are some processes for data collection in place but need improvement. The "system" of adaptive management involving developing and implementing a monitoring plan, is not happening to the extent that it should at programme or project level. In many instances, good baseline data is lacking or still being collated, and so the degree of change may be hard to quantify at the end.
	4. The project/programme team uses these findings, as well as those from related projects/ efforts, to strengthen its work and performance	1.7	There were some examples of changes made to planned activities, however these stemmed mostly from conversations or "common sense" rather than a structured "system or mechanism" for adaptive management at both programme and project level. Feedback and learning needs to be enhanced by improving and using multiple monitoring methods including "action" research.

Rating/Score	Description of Strong Performance	Average Score	Evaluator Brief Justification [Combined]
	5. Actions have been identified under the ESMP and implemented and monitored.	2.2	The plans have been developed with some difficulty partly because the ESMS is new to IUCN, comes across as quite complicated, The approaches can be difficult to translate to the field, and it is presently disconnected from project/programme design and implementation as seen as separate. Not yet clear what actions have been triggered. Having said that, many projects seem to have learned from the exercise. Monitoring of ESMPs will move forward when the plans have been completed and implemented fully.
Impact	1. Most/all goals/outcomes—stated desired changes in the status of tigers, prey, habitats and human communities—are on track to be realised	2.0	The goal/outcome is not stated in a measurable way, and the indicators (with their associated targets) are vague. Status of tiger populations is measured in most cases through national census and surveys. Due to the short time-period of operation of most projects it is hard to confirm to what extent projects are on track to deliver on the outputs or outcome. However there are some early markers (that cannot be directly attributed to ITHCP- see below) such as increase tiger populations, increase corridor use, improved PA management effectiveness (including law enforcement), and some increased engagement of national and local governments, NGOs and communities. Each project situation is very different and the results of their activities dependent on the national and local context so achievements will be on a different trajectory in each project.
	2. Evidence indicates that perceived changes can be attributed wholly or largely to the IUCN/KfW project or programme.	1.7	Attribution of impact and change at higher levels of the programme and projects are very challenging; though this could be assessed qualitatively. Contribution is a better way to look at higher level impact as ITHCP works in a bigger context.

Rating/Score	Description of Strong Performance	Average Score	Evaluator Brief Justification [Combined]
Sustainability	1. Most or all factors for ensuring sustainability of results/impacts are being or have been established.	2.7	The selection of some larger NGOs or Government Departments for implementation lends itself to sustainability. In addition, linking the projects to national level Tiger Action Plans in most cases also helps to ensuring sustainability. However, there is not sufficient emphasis on general sustainability through creating/strengthening enabling conditions (e.g. capacity, policy and legislation), nor on how to influence larger contextual issues that are likely to affect conservation initiatives, e.g. political and social change, large scale development.
	2. Scaling up mechanisms have been put in place with risks and assumptions re-assessed and addressed.	1.7	Most scaling up depends upon governments adopting the interventions. There are few signs of searching for permanent solutions or for "scaling up" the results of 11 projects into something bigger. Mechanisms not fully used for assessment of risks and assumptions and understanding how they might affect results, impact and sustainability.

RECOMMENDED ADJUSTMENTS DURING THE REMAINING PERIOD OF THIS PHASE

Most of the proposals below touch on several evaluation framework elements although they are only listed once.

Design and programme/project adaptive management. To some extent, the ITHCP seems to be lagging behind in agile and creative approaches to adaptive management, and so we propose the following.

1. Without disrupting the project work too much improve the outcomes, outputs and indicators by making them SMART and ensure that proper baselines have been established for all objectives in the projects.
2. Ensure that monitoring is carried out as efficiently (i.e. gathering fewer, but more meaningful measures) and regularly as possible, so that project leaders know what aspects of their work is succeeding or not and can adjust accordingly. Some PAC members have skills to help design an effective M&E framework.
3. Redesign the reporting template so that it is responding to "bigger" questions that inform the progress towards outcomes and impact.
4. Undertake a high level [desk] situation analysis focussed on threats and drivers to better define ITHCP's measures of success and underpin the programme logframe with a theory of change, as it will improve the story of ITHCP.
5. Improve leveraging of experts in IUCN country and regional offices, in PAC and other institutions, is required in project development and in oversight activities. Possible addition of more capacity to work on planning, monitoring, evaluation and learning.

Partner relationship management.

6. Ensure that relations between IUCN and the host governments is as strong as possible, so that host governments feel well informed and included in the projects, and they develop a strong sense of ownership. This will help sustainability.

Improved efficiency.

7. KfW and IUCN should work together and ensure that projects which are demonstrating success have sufficient time to complete their work, this can be achieved through no-cost extensions within the current phase, and these should be determined by progress and success of the activities, as opposed to a fixed date in the calendar.
8. Commit for funding for a Phase 2 within the next six months, and begin any re-design of the programme framework and individual projects within the coming 12 months. This would provide a continuity which would result in smooth relationships with community groups at the village level, provide confidence to government partners, allow NGOs to ensure continuity of staffing and experience, and avoid leaving good work hanging without funds. It will also get a Phase 2 off the ground with a head start.
9. Greater and more directed supervision of projects using timely in-person inputs where required, rather than depending on six-monthly reports. Better communication channels are

also needed for feedback from different sources including IUCN PME and ESMS Division. (Links also to point 5 above).

10. Since most of the programme delay seems to be caused by the preparatory and the inception phase of the projects, it will be useful to focus the training workshops and visits during this period.
11. Overall capacity for programme/project cycle management needs to be built up, in particular more formally dealing with monitoring feedback and adaptive management.
12. Simplified technical and financial reporting systems for grants are needed, that are less burdensome and more focussed on critical issues and progress towards impact. (Links to point 2 above)
13. Merge PC and PAC to reduce layers and create efficiency and shared expertise, and define clearly roles and responsibilities.

Evaluation and learning.

14. Projects should be evaluated in greater depth than has been possible in this mid-term evaluation, and decisions taken whether they should be terminated or transitioned/ dovetailed into a Phase 2, with or without re-design elements.
15. More efforts and systematization of cross-site learning and exchange opportunities that will synergise outcomes across the tiger range, and creating a programme bigger than the sum of the parts.

RECOMMENDATIONS FOR STRENGTHENING IN PHASE 2

Commitment and redesign.

16. Commit to a second phase for ITHCP as soon as possible (see 8 above) to allow for full cementation of the results and maximise the possibilities of sustainable change. At least a further five years of current investment would be recommended.
17. Redesign the overarching ITHCP framework (logframe) using participatory methods and up-to-date design tools to create a robust framework that clearly defines the theory of change. A more organic, bottom-up and consultative approach, involving regional experts, is needed for framework and proposal development. Apart from creating more viable partnerships, such an approach will also help in development of a more strategic programme framework, more effective project design and consequently, easier execution.
18. Allow more time and provide more training and support during the project preparation of a phase 2, even if projects are continued with re-design elements. Use should be made of IUCN skills in the regional offices, PAC, and at Headquarters.
19. Use external skills to support and train the weaker organisations, and produce more concise project documentation, with more pertinent information and a simpler conceptual framework.
20. Adopt a grant selection process which is clear, transparent and understood by all, with set formalised procedures involving the KfW, and a merged PC and PAC.
21. Simplify the ESMS review process and make it part of the design and project/programme cycle management, through capacity-building activities and to some extent, simplification.

Grantees should be required to carry out a social analysis as a part of their design phase, on which the ESMS screening of potential impacts can be done.

Sustainability.

22. Look for additional investors from sources already well-connected with IUCN so that the full benefit of the lessons learned from Phase 1 can be realised and applied more widely.
23. Capacity-building should be built-in as an intrinsic component of the ITHCP, to enhance skills such as project management, social survey methods, reporting and monitoring. This was mentioned as one of the important hurdles to effectiveness by several stakeholders.
24. Systems need to be created for regional networking and knowledge/skill-sharing, which can help synergise tiger conservation efforts at the landscape level.

Strategic Approaches.

25. Continue to develop the landscape approach with people at its core, but expand multiplication methods and other strategies such as policy and advocacy and target additional actors, e.g. private sector or development infrastructure operators and funders.

CHAPTER 7 CONCLUSIONS

IUCN and KfW are relative newcomers to the tiger conservation landscape. They bring a unique partnership of a science based and biodiversity oriented international conservation union with 1,300 members and 10,000 experts, and the German Government through KfW,with a development bank's perspective on people and environment, experience in the region, and expertise on development challenges.

ITHCP focuses on core tiger conservation issues, and is beginning to make important contributions as its projects get up and running and activities are rolled out and implemented. ITHCP has been able to mobilise 100+ partner organisations in this endeavour. The strategic approaches that are most favoured and most successful are those concerning protected area management and law enforcement, although with barely three years into the Programme they still have some way to go to be on track to deliver on outcomes. The programme and its projects focus heavily on human tiger conflicts and improved livelihoods and acceptance of tiger conservation by local communities, and these are moving forward with mixed results in these early stages.

Tiger conservation is one of the most difficult challenges one could choose. An apex predator, demanding large home ranges, across landscapes that contain some of most densely populated regions of poor rural people in Asia. Through ITHCP there are great opportunities to deliver strong conservation results and deliver upon the Global Tiger Recovery Plan which 13 countries have signed up to. However, all the countries involved are undergoing rapid development and there are many competing interests for the land and resources upon which tigers depend. But successful tiger conservation will also deliver ecological goods and services, plus rural development activities, which will also be of benefit to the development processes of these countries. The debates will continue for a long time.

The ITHCP has built a coalition of government and NGO partners who admire IUCN and have established excellent rapport. To maximise the impact of this situation ITHCP needs to learn from the lessons of this first phase and make corrections to strengthen the Programme in future. At the moment, it is a collection of 11 projects, all doing very good work and having a positive effect, but there is an opportunity to make "the whole greater than the sum of its parts". To do this the basic design needs to be re-visited to develop a strong theory of change and a more direct logical linkage between the work underway and the benefits for tigers and people. Constant learning and exchange of knowledge will benefit all partners. IUCN's convening power, neutrality and expert networks can then build on the results to contribute in a major way for the security of one of the world's flagship species. The strong support of the German Government and KfW will be required for a further phase, but the unique partnership of development agency and conservation union could create a new path through the challenges.

This evaluation has caused the evaluators to think more widely about grants programmes in IUCN and these are summarised in Box 9:

BOX 9: SOME THOUGHTS ON GRANTS PROGRAMMES IN IUCN

IUCN is a good choice for agencies wishing to deliver conservation results via grants programmes. It manages the world's largest network of environmental experts, is politically neutral, has good relationships with both the public (government and NGO) and private sectors, and has a global network of offices. It operates in a highly transparent manner and has procedures and systems which are sound enough to satisfy the rigours of being a GEF implementing agency.

The ability to deliver grants has developed from experience in the past with programmes such as Mangroves for the Future (ARO), Save Our Species (HQ), Critical Ecosystems Partnership Fund (Pacific), and of course GEF.

The evaluation of ITHCP provided the opportunity to make a few observations that may be useful learnings for IUCN when considering further large grants programmes:

1. If a programme concerns one topic (tigers, lemurs, mangroves etc), it is helpful to be clear if there should be Goals for the programme as a whole, and if so ensure that each grant will deliver on those Goals.

2. At the outset establish a good theory of change based on an analysis of threats and drivers, a logical or conceptual programme framework with quantifiable indicators of success, and a robust monitoring and evaluation framework. These should all be established before grants are allocate

3. Have a clear set of criteria and a transparent selection process for choosing Grantees.

4. Provide training to Grantees (or ensure complete understanding of the IUCN systems) in project planning, monitoring and evaluation so that their work is well-linked to the overall Programme Framework. This training is preferably done in a workshop setting with several Grantees attending. Follow-up support should be provided for after the training where needed.

5. Ensure that the grant-managing team are deeply engaged in this process and that they collect data which is strictly relevant to the M&E Framework.

6. For smaller, or new Grantees, providing training in basic team and HR management issues, financial management and auditing, may also help more effective conservation delivery.

7. Ensure that there is capacity for periodic supervisory and monitoring visits to the project teams, also have a providing for trouble-shooting visits.

8. For all of the above the experts within the IUCN networks are a valuable resource who can sit on steering committees, assist with training of various sorts and act as a proxy for staff in site visits and support.

9. A strong base for such work could be the IUCN regional and in-country offices, and it may be necessary to begin with training IUCN staff in such things as PME and coaching and mentoring so that they become the outreach mechanism to support Grantees.

10. Arrange for learning and exchange between grant managers and the key staff in their programmes, so that a "code of best practise" emerges for grant management and programme delivery.

11. When introducing new systems (eg ESMS) ensure sufficient capacity to train and support Grantees in the process

12. As far as possible build connections across IUCN departments so that synergies can emerge and technical and policy recommendations can be delivered to appropriate external bodies with maximum effect.

With the above in place IUCN would be able to build a series of grants programmes which would satisfy donors, support members, strengthen a cadre of Grantees, and build experience and expertise within IUCN whilst magnifying the impact on conservation as results accumulate across programmes.

ANNEX A EVALUATION TERMS OF REFERENCE.

Independent midterm evaluation of
the Integrated Tiger Habitats and Conservation Programme (ITHCP)

Terms of Reference

Final – 6 July 2017

Purpose of the review

The Integrated Tiger Habitat Conservation Programme (ITHCP) was set up in 2014 for an initial five-year period and as it approaches the midterm of the programme a midterm review is requested to strengthen ITHCP as a grantmaking mechanism and as a means of delivering outcomes and impacts for integrated habitat and tiger conservation.

This evaluation is commissioned by KfW and meets the requirements for a midterm review stated in the programme's grant agreement.

Background

ITHCP is financed by the German Government through KfW and implemented by IUCN. The entire 5-year programme has a value of € 20 million.

The programme is aligned with the objectives of the Global Tiger Recovery Program (GTRP) and its objectives are a subset of those, with associated indicators. The programme has a focus on improving three main areas:

- **The management of protected areas, corridors and buffer zones.** The key indicator for this is an increased uptake of formal protected area management protocols such as SMART (Spatial Monitoring and Reporting Tool), CA/TS (Conservation Assured Tiger Standards) or METT (Management Effectiveness Tracking Tool).
- **The protection of tigers through anti-poaching, and monitoring of tigers and prey.** The key indicator for this would be an increase in tiger populations in project areas.
- **The livelihoods of communities living in and around tiger habitats to reduce poaching, over-exploitation of forest resources and human wildlife conflicts.** The key indicators for this include community reports of improved livelihoods of local people, increased acceptance of tiger conservation efforts and reduction in human-tiger conflicts

Following two calls for proposals, 94 applications were received. After a competitive selection process, 11 projects have started, with proposals from a further five being finalized. To date ITHCP has or is about to disburse €185'000 in PPGs (Project Preparation Grants), and has committed €15.6 million in funding for full grants to international and national NGOs and government departments. Projects range in size from €500,000 to €2 million.

The main tiger-related activities proposed in projects include developing anti-poaching patrols, species monitoring and measures for reducing human-tiger conflict. The main habitat related activities include building protected area infrastructure, training, restoring habitats and engaging with land owners. The broadest range of activities falls under the activities relating to local community engagement, including developing eco-tourism, schemes for alternative fuels and fodder, streamlining and improving agriculture and animal husbandry and providing access to alternative fuels, grazing and construction materials, thus reducing demands on natural resources. Most projects include elements of awareness raising and improving the mapping of traditional land tenure/use systems. A map of project locations and table of the 11 projects under implementation follows.

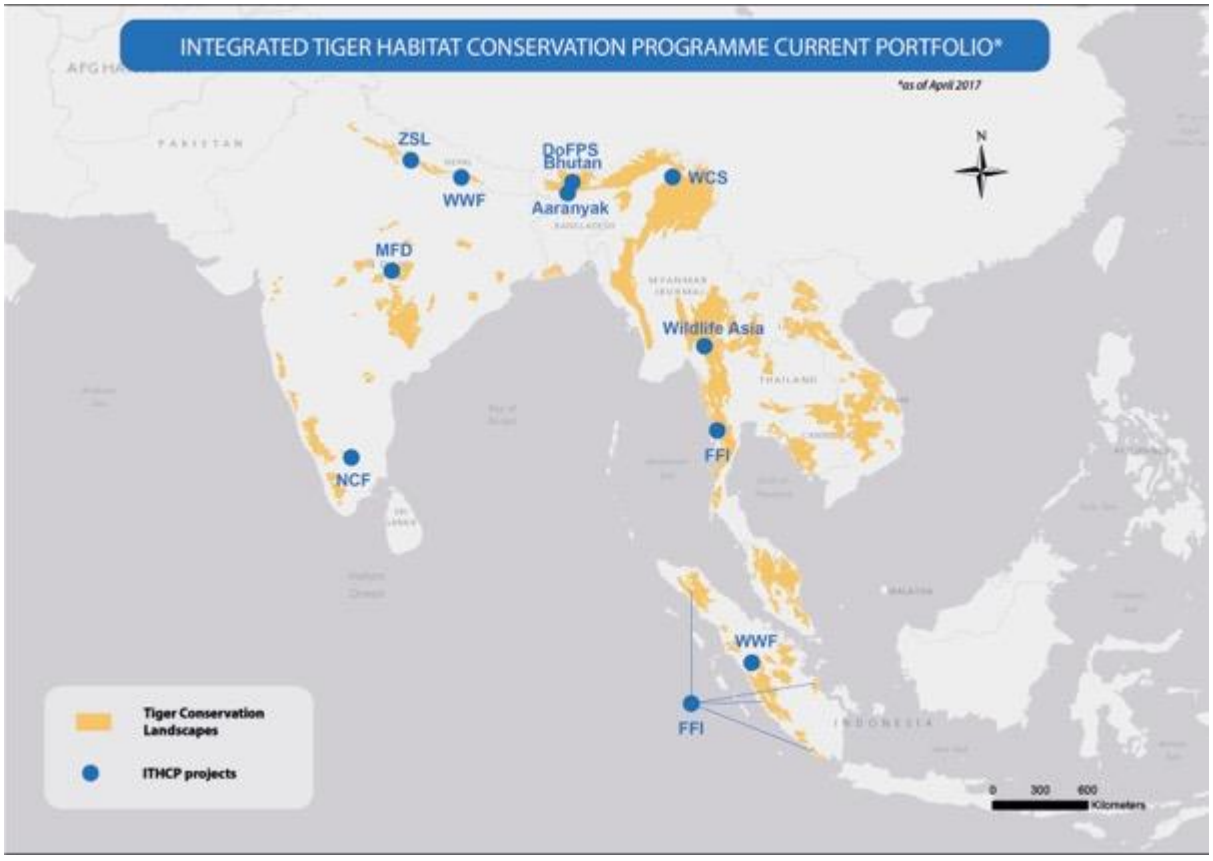


Figure 1: ITHCP portfolio of funded projects as of April 2017

Table 1: List of projects and budgets

Project	ITHCP Code	Country	Lead Implementing Agency/ies	Project Start date	Project End date	Total contribution (€)
Transcending Boundaries for Tiger Recovery: The Chitwan-Parsa-Valmiki Complex in Nepal and India	1309 WWF Terai	Nepal / India	WWF Germany/WWF Nepal	Feb-16	Dec-18	1,972,623
Communities for tiger recovery in Rimbang Baling: the Beating Heart of the Central Sumatran Tiger	1311 WWF Sumatra	Indonesia	WWF Germany/WWF Indonesia	Aug-15	Dec-18	1,950,671
Supporting trans-boundary tiger recovery in India and Nepal	1327 ZSL	Nepal / India	Zoological Society of London	Feb-16	Dec-18	2,000,000
Securing Source Population of Tiger, Prey and Habitats in Indo-Bhutan Manas Landscape	1334 Aaranyak	India	Aaranyak	Nov-15	Dec-18	1,499,477
Restoring tiger and prey populations in northern Myanmar through protection and enhancing livelihoods of local communities in the Myanmar-India Transboundary Tiger Conservation Landscape	1337 WCS	Myanmar / India	Wildlife Conservation Society	Aug-15	Dec-18	901,153
Tanintharyi Tiger Conservation Landscape Project	1338 FFI Myanmar	Myanmar	Flora and Fauna International	Dec-15	Dec-18	1,192,199
Securing the Future of Tigers in Bhutan Manas Complex	1341 DoFPS Bhutan	Bhutan	Department of Forests and Park Service, Government of Bhutan	Dec-15	Dec-18	700,000
Recovering Tigers in the Confluence of the Western and Eastern Ghats	1345 NCF	India	Nature Conservation Foundation	Jun-16	Dec-18	940,307
Safeguarding Indonesia's Priority Tiger Conservation Landscapes	1485 FFI Sumatra	Indonesia	Flora and Fauna International	Dec-16	Dec-18	2,000,000

Integrated Habitat Conservation and Eco-development in Vidharba Tiger Landscape	1487 Nagpur	India	Department of Forests, Govt. of Maharashtra	Dec-16	Dec-18	1,986,802
Karen Wildlife Conservation Initiative (KWCI)- Conserving tigers and indigenous knowledge in the Dawna-Karen Hills, Myanmar	1490 Wildlife Asia	Myanmar	Wildlife Asia, Karen State	Apr-17	Dec-18	499,985
					total	**15,643,217**

More details on the individual projects available here: https://www.iucn.org/sites/dev/files/content/documents/ithcp_project_portfolio_snapshots_april_2017_8mo.pdf

Purpose and Objectives of the Evaluation

The overall purpose of the midterm review is to strengthen ITHCP as a grantmaking mechanism and means of delivering outcomes and impacts for integrated habitat and tiger conservation. To that end, the specific objectives of the evaluation are to:

1. To assess the **relevance** and appropriateness of the ITHCP approach to the challenges and constraints faced by Grantees, local beneficiaries and tigers/tiger conservation in the project areas.
2. To assess the **effectiveness** of the ITHCP and its projects in achieving early markers of programme and project outcomes and to analyse key underlying risks, assumptions and constraints which have or may affect intended outcomes and impacts.
3. To assess the **efficiency** of the institutional set-up and the programme´s *modus operandi* in terms of its influence on achieving project outcomes and on putting conditions in place to ensure impacts.
4. To assess whether measures are being put in place to ensure **impact** and **sustainability** of outcomes, i.e. whether programme interventions can be expected to significantly contribute towards addressing the challenges identified *ex-ante* in the longer term.

- With a view to ensuring the ITHCP is optimally suited to efficiently address identified challenges and constraints, **provide both short-term operational recommendations, and propose longer-term adjustments** and modifications for consideration in the design of a potential future phase.

A draft evaluation matrix with sub-questions for each of the above key evaluation questions is attached and expected to be finalized by the evaluation team in the inception phase of the review.

Intended Uses and Users

This midterm review is commissioned by KfW. The main users and uses of the evaluation are expected to be:

- IUCN and ITHCP management to adjust its efforts in grantmaking and supporting the delivery of conservation action, outcomes and impacts at the midterm of the programme;
- The Director General of IUCN for the purpose of taking decisions on other grant-making schemes;
- The Director of the IUCN Biodiversity Conservation Group for the purpose of managing the ITHCP;
- The IUCN Strategic Partnerships Unit as a key audience;
- KfW to adjust their support for tiger conservation and integrated grantmaking schemes (e.g Trans-frontier Conservation Areas in Southern Africa);
- Individual project managers to align themselves with programme level objectives and as learning for large NGOs' own tiger programmes for future collaboration;
- The Programme Council for the purpose of improving the governance of the IUCN-KfW relationship.

Evaluation methods and questions

All the projects are designed based on the programme logframe, but due to the variety of Grantee partnerships the operational set-ups differ. IUCN suggests sampling three to four (3-4) projects for field visits, and using this as input to design a checklist for a desk study of the remaining projects (a total of seven to eight to be reviewed). The sample drawn for the field visits should be as representative as possible; selection should be made on the basis of a pre-defined set of criteria to be agreed during inception (e.g. geographical location, size of project, type of intervention, type of Grantee, time that project has been under implementation etc.).

This evaluation will be expected to use mixed methods intended to allow a degree of triangulation and synthesis. Methods may include: a survey of Grantees and key stakeholders (using both quantitative and qualitative questions), a desk review of relevant documentation, semi-structured interviews, field observations and/or focus groups. All Grantees will attend a four-day Midterm Technical Workshop (October 2017, India) and time will be made in the agenda for interviews or focus groups. The evaluator will be expected to attend the October Midterm Technical Workshop to collect data and present preliminary findings.

The ITHCP will make available relevant documents from the programme for the desk review, including internal ITHCP reporting, particularly reports on the Key Performance Indicators as specified in the ITHCP Project Document.

Indicative list of sources and evidence for the evaluation:

- Number of stakeholders for semi-structured interviews: 20-30 (List to be provided at inception)
- Grantees: eight (8) Grantees nearing midterm (and their project partners) to be sampled (three (3) others in early stages can be excluded from this review), see table above.
- Documents:
    - Operational Manual (including log-frame, but no written Theory of Change)
    - Guidelines for Full Proposals (includes guidance on M&E)
    - Project proposals (with project log-frames)
    - Project Preparation Grant reports
    - Baseline social questionnaires (available for more than half of the projects)
    - Trip and supervisory mission reports (by ITCHP Secretariat)
    - Bi-annual technical and monitoring reports from each Grantee
    - Midterm data collation on logframe indicators (input to midterm report)
    - Midterm report on programme to donor (in preparation by ITHCP Secretariat)
    - Step-by-step guide to setting up landscape-scale conservation projects using flagship species (in preparation)

Management of the Evaluation

The evaluation will be managed by IUCN's independent evaluation function, housed in the Planning, Monitoring and Evaluation Unit (PM&E). The PM&E Unit will verify that the draft report is useful, conforms to these TOR, answers all questions as best as data will allow, and conforms to the IUCN Monitoring and Evaluation Policy. The ITHCP Secretariat will supply documentation, create access to stakeholder lists and stakeholders, and provide day to day support as needed for logistical arrangements.

The PM&E Unit will also require IUCN and the ITHCP Secretariat to prepare and implement a management response to each recommendation of the evaluation as is normal procedure within IUCN.

Qualifications of the Evaluator / Evaluation Team

This evaluation will require an evaluator or evaluation team with:

- A post-graduate degree in biological, social or management sciences with an emphasis on community based natural resource management and landscape-scale conservation programmes;
- Experience with evaluation of grantmaking programmes;
- Experience running or evaluating Asia specific conservation programmes
- A minimum of 10 years of experience working in the field of evaluation and a proven track record of evaluation work in conservation and development (writing sample to be provided);
- At least 10 years of experience in conservation or development in the field;
- Ability to work with limited supervision;
- Superior English language skills.

Individuals or firms who may meet part but not all of the requirements and therefore interested in applying as part of a team can inform IUCN (Julie.griffin@iucn.org) for their names and contact information to be shared with other interested parties. Such teams should submit one bid with a lead contractor clearly indicated.

Outputs and deliverables

- Inception report with a finalized Evaluation Matrix, details of data collection (people to interview/survey, dates), including tools, and agreed dates for subsequent deliverables.
- Participation at the October Midterm Technical Workshop in India for data collection (through facilitated focus groups, interviews) or presentation of preliminary findings
- Draft report
- Final report
- A powerpoint (or other visual, shareable format) presentation of the final findings and recommendations for the key audiences and users of this evaluation and/or two online/webinar-type presentations

Work plan and budget

A maximum budget of € 50'000 is available for this evaluation, for consultancy, travel to field visits and travel to IUCN HQ. Travel to the October Midterm Technical Workshop in Asia will be covered separately by IUCN and should not be part of the proposers' budget.

The work plan and deliverables for this evaluation are as follows:

Milestone / deliverable	**Indicative completion date**
Recruitment of Mid-term Evaluation consultant	July/ August 2017

Start date and evaluator appointed	End August 2017
Inception note including final evaluation matrix	Mid September
Data collection and analysis, including visits to HQ and sampled project sites	September – mid-November
Participation in October Midterm Technical Workshop, India	October
Draft report	Early December
Final Report and presentation of final report	Early January 2018

Annex: DRAFT Evaluation Matrix

EVALUATION CRITERIA	KEY EVALUATION QUESTIONS	SUBQUESTIONS – for refinement in evaluation inception phase	INDICATORS	DATA SOURCES / METHODS
Relevance	1. To assess the **relevance** and appropriateness of the ITHCP approach to the challenges and constraints faced by Grantees, local beneficiaries and tigers/tiger conservation in the project areas.	• To what extent is the ITHCP, and its conservation and development objectives, in line with the indicators of the Global Tiger Recovery Plan and KfW's strategic priorities? • To what extent is the ITHCP logical framework aligned with the IUCN Programme 2017-20? • To what extent do the project logframes align to the programme logframe? • To what extent are the projects responsive to national and local tiger priorities and the needs of local beneficiaries (including women, indigenous groups and under-privileged groups)? To what extent are the required budget proportions relevant? • To what extent are the projects designed in such a way as to be able to address the underlying core problems regarding tiger conservation?	1. 2. 3.	Interviews Document review (See list of available evidence provided above)

Effectiveness	2. To assess the **effectiveness** of the ITHCP and its projects in achieving early markers of programme and project outcomes and to analyse key underlying risks, assumptions and constraints which have or may affect intended outcomes and impacts.	• Is the programme being implemented as expected? Are the projects being implemented as expected? Are there elements of the programme that need to be redesigned? • What early markers of progress towards conservation outcomes have been observed? • What early markers of progress towards livelihoods and development outcomes have been observed? • What underlying, risks, assumptions and constraints have or may affect outcomes? • To what extent do project activities address the key conservation threats and ultimately fulfil the programmatic objectives of ITHCP? (list of activity types to be provided by ITHCP). • To what extent have the actions under the projects' Environmental and Social Monitoring Plans (ESMP) been implemented? What tracking is in place to monitor the outcomes of these?	1. 2. 3.	Interviews Document review (Survey data, if survey used)

Efficiency	3. To assess the **efficiency** of the institutional set-up and the programme´s *modus operandi* in terms of its influence on achieving project outcomes and on putting conditions to ensure impacts. .	• To what extent are the projects / programme delivering intended outputs on time? What factors contribute to this? • What is IUCN's added value in the role it plays in the ITHCP? • To what extent does IUCN as an implementing agency offer good value for money as compared to other conservation grant-makers? What operational aspects of IUCN (support from ITHCP Secretariat, operational protocols, institutional set-up, fee structures) contribute to this? ○ Compare to other grant-makers within and outside IUCN and identify lessons to be shared. • Effectiveness of monitoring and learning: ○ To what extent does the project's M&E system including supervision missions allow for validation of monitoring findings?	1. 2. 3.	Review of budgets, logframes Comparison to other grant-making schemes

		○ How is the information generated from monitoring being used for adaptive management at project and at programme level? ○ What mechanisms are in place to learn from the work? How is learning being documented? • How effective is the programme level governance? Review the set-up and functioning of the Programme Council and Advisory Committee.		
Sustainability and impact	4. To assess whether measures are being put in place to ensure **impact** and **sustainability** of outcomes, i.e. whether programme interventions can be expected to significantly contribute towards addressing the challenges identified *ex-ante* in the longer term.	• What measures are being put in place to ensure benefits continue after the end of the Grantees' projects? After the end of the ITHCP? • What knowledge or learning has been generated through the programme and how is it being documented and shared?	1. 2. 3.	

With a view to ensuring the ITHCP is optimally suited to efficiently address identified challenges and constraints, **provide both short-term operational recommendations, and propose longer-term adjustments** and modifications for consideration in the design of a potential future phase.

ANNEX B: EVALUATION FRAMEWORK

The questions below are necessarily "bounded by" the ITHCP programme and project parameters. Some questions, and indicators may be applicable to more than one Umbrella Question.

Criteria	Umbrella Question	Focal Questions	Indicator	Data Source
Strategic Relevance	Is ITHCP relevant, sufficient and appropriate to achieve positive changes in the status of tigers and their habitat as well as for human beneficiaries?	**SR1**. Does the ITCHP approach (and its projects) take account of, and respond and contribute to global (GTRP, IUCN, KfW), regional, national and local priorities and tiger conservation needs, challenges, opportunities and constraints? To what extent do the project logframes align to the programme logframe?	**SR1a**. Contribution to and alignment with IUCN Programme, GTRP, KfW National Tiger Plans **SR1b.** Links to direct and indirect threats assessment **SR1c.** Alignment analysis	-Desk Study -Survey -Interviews -Site Visits -Summary Analysis
		SR2. Does ITHCP programme (project selection and grant-making) respond to the core issues and highest priorities? Which priorities are well supported by the programme and where are the gaps?	**SR2a**. Financial analysis **SR2b.** Level of effort analysis **SR2c**. Recognition from third parties SR2d. Links to direct and indirect threats **SR2d**. Nested logframes and links between activities, issues and objectives **SR2e.** Alignment analysis **SRf.** Comparison of gaps and rejected projects (as possible)	
		SR3. Is the niche and purpose of ITHCP and IUCN clear? **.** How do key stakeholders view ITHCP- its role, purpose, modalities and processes, and the grant making mechanism? How "important" is ITHCP to tiger conservation efforts in the landscapes?	**SR3a**. Identification and description of ITHCP and IUCN niche and purpose by stakeholders **SR3b**. Responses to survey/interview questions **SR3c**. Proportional analysis of funding and technical input	

Criteria	Umbrella Question	Focal Questions	Indicator	Data Source
		SR4. Are the "benefits" and beneficiaries clear for the programme as a whole and within projects? Are women, indigenous groups and marginalised groups included?	**SR4a**. Description of target groups in design/log frame **SR4b**. Assessment of project design and reports **SR4c.** Responses to survey/interview questions	
		SR5. Are the required budget proportions appropriate for the objectives and outputs of the Programme, and secondarily the projects?	**SR5a.** Comparison between priorities and proportions	
Effectiveness	Is the ITHC programme, and are its projects, doing what they said they would do, and are there indications that ITHCP, and the projects, are on track to achieve intended outcomes?	**E1**. Is the programme, and are the projects, being implemented as expected?	**E1a.** Achievement Indicator (part of assessment tool) **E1b.** Results of assessment tool **E1c.** Stories from programme and projects	-Desk Study, -Review of Technical Reports, -Assessment Tool, -Interviews, -Site Visits, -Workshop Focal groups -Summary Analysis
		E2. Has there been progress towards the stated outcomes of the ITHCP and the projects? What evidence/early markers are available? Are there signs of threat reduction and indirect threats showing positive improvement?	**E2a** Achievement Indicator- Conservation Outcomes **E2b** Achievement Indicator- Livelihood/development outcomes **E2c.** Stories/Narrative from technical reports **E2d.** Results of Assessment tool	
		E3. What factors (including risks, capacity etc.) have influenced (or could influence) expected outcomes and are they being actively monitored?	**E3a.** Desk analysis results **E3b.** Survey and site assessment results **E3c**. Survey and Interview results	

Criteria	Umbrella Question	Focal Questions	Indicator	Data Source
		Have assumptions been clearly stated and/or are there indicators of invalid assumptions?? Have there been significant changes in the context (e.g. political, pressures) since the programme was conceived and began implementation?		
		E4. Which approaches/actions seem to be most effective, and which not? Are there early indications of successful (or not) activities/approaches?	**E4a.** Assessment tool results **E4b.** Survey results **E4c.** Technical reports analysis **E4d.** Workshop discussions	
		E5. Does ITHC programme and its projects show adaptation to changing factors and as a response to monitoring information?	**E5a**. Analysis of logframe and reports **E5b**. Lessons/learning described and archived	
		E6. To what extent have the actions under the projects' Environmental and Social Monitoring Plans (ESMP) been implemented? What tracking is in place to monitor outcomes of these actions?	**E6a.** Achievement Indicator (part of assessment tool) **E6b.** Documented use of tracking tools E6c. View of the ESMS Coordinator at IUCN	
Efficiency	Are the institutional set up (governance, human resources, grant making mechanism) and ways of working creating an efficient and effective programme?	**EF1**. Are the governance model and roles and responsibilities of all actors engaged in ITHCP clear? How effective is programme level governance? How do stakeholders view the operating model of ITHCP?	**EF1a.** Responses to interviews and survey **EF1b.** Results of desk study	-Desk study -Review of budgets, log frames, -Comparison to other financing schemes -Survey -Review of governance model
		EF2. What is IUCN's added value in the role it plays? Has it fully leveraged its position for tiger conservation? How do	**EF2a**. Responses to interviews and survey	

Criteria	Umbrella Question	Focal Questions	Indicator	Data Source
		stakeholders view IUCN's role? And more specifically how do they view the operational aspects of IUCN (e.g. support from ITHCP Secretariat, operational protocols, fee structures, in kind contributions, oversight mechanisms, etc.) geographic and Grantees perspectives?		-Summary analysis
		EF3. Are the processes, policies and procedures clear and available to all engaged in ITHCP? To what extent have these enabled or hindered Grantees ability to deliver outcomes?	**EF3a**. Responses to interviews and survey **EF3b.** Results of desk study	
		EF4. To what extent are the programme and projects delivering intended outputs on time, and on budget, and what factors contribute to this?	**EF4a**. Review of technical reports **EF4b**. Responses to survey and interviews	
		EF5. Are there timely and efficient communications between the ITHCP projects and ITHCP Secretariat?	**EF5a**. Responses to survey and interviews **EF5b.** Analysis of communications approaches	
		EF6. Are the funds being spent as intended and contributing to conservation and livelihood outcomes?	**EF6a.** Financial analysis linked to log frame	
		EF7. Does the grant making mechanism consider the needs and constraints of the Grantees? And is the financial support flowing adequately through the grant making process?	**EF7a**. Responses to survey and interviews	
		EF8. Has, and how has, the institutional set up, and ways of working influenced the effectiveness, efficiency, impact and	**EF8a**. Summary analysis	

Criteria	Umbrella Question	Focal Questions	Indicator	Data Source
		sustainability of the programme and its projects?		
		EF9. Where are the greatest returns or value for money in terms of outcome and impact?	**EF9a**. Summary analysis **EF9b,** Responses to survey and interviews	
		EF10. To what extent does the M&E system allow for validation of findings, adaptive management and learning?	**EF10a**. Responses to survey and interviews **EF10b**. Assessment of M&E system and connection to adaptation	
Sustainability and Impact	Bearing in mind the short implementation period to date, are the activities/results likely to persist and grow as needed to sustain tiger populations, their habitats and human beneficiaries in the longer term?	**SI1.** What measures/enabling conditions (e.g. policy, legislation, capacity, local/national support) have been, or intend to be, set up by the programme and projects for the long-term continuity of tiger conservation efforts?	**SI1a.** Responses to survey and interviews **SI1b.** Observations from site visits **SI1c**. Discussions from focal groups **Si1d**. Summary analysis from programme/project activities, log frames, reports	-Desk Study -Review of Technical Reports -Survey -Interviews -Site Visits -Focal Groups at Workshop
		SI2. How do relevant authorities view ITHCP and its projects, and how do they define their responsibilities going forward?	**SI2a**. Responses to surveys and interviews **SI2b.** Assessment of level of engagement **SI2c.** Assessment of "goodness of fit" to the plans of the relevant authorities and the answers to Questions SR1, SR2, and SR3	
		SI3. What evidence is there that a sufficient set of actions, by ITHCP and the projects, has been or are likely to be taken to provide for the long-term continuity of tiger conservation efforts?	**SI3a**. Analysis linking achievement, activities, to threats, drivers and actors	

Criteria	Umbrella Question	Focal Questions	Indicator	Data Source
		SI4. What knowledge or learning has been or is likely to be generated through the programme, and how is it being documented and shared to positively impact the long-term conservation tiger efforts?	**SI4a**. Assessment of technical reports **SI4b.** Assessment of ITHCP wide publications, documents, communication pieces **SI4c.** Level of engagement and shared learning at workshop	
		SI5. Is there evidence- early markers- that the status of tigers and their habitats is improving as a result of efforts supported by ITHCP?	**SI5a**. Change in threats assessment **SI5b.** Change in population status **SI5c**. Change in attitude and engagement levels	
		SI6. What are the 3-5 key changes that should be made to strengthen any follow up programme? **What 3-5 key approaches/actions should continue because they work well and/or show promise?**	**SI6a.** Recommendations from key stakeholders	-Workshop -Survey -Interviews

ANNEX C. DOCUMENTS REVIEWED OR CITED

A. Published Documents/Reports

1. Dinerstein, E., C. Loucks, E. Wikramanayake, J. Ginsberg, E. Sanderson, J.Seidensticker, J. Forrest, G. Bryja, A. Heydlauff, S. Klenzendorf, P.Leimgruber, J. Mills, T. G. O'Brien, M. Shrestha, R. Simons, M. Songer. 2006. The Fate of Wild Tigers, *BioScience*, 57(6): 508–514.
2. Conservation Assured. 2017. *CA|TS Manual Version 1.4*. March 2017, Conservation Assured, Singapore.
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4. IUCN, *IUCN Operational Manual*, Integrated Tiger Habitat Conservation Programme, June 2015
5. IUCN/Species Survival Commission. 2008. *Strategic Planning for Species Conservation: An Overview*. Version 1.0. Gland, Switzerland: IUCN.
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7. Mathur, V.B., R. Gopal, S.P. Yadav, P.R. Sinha. 2011. *Management Effectiveness Evaluation (MEE) of Tiger Reserves in India: Process and Outcomes*. National Tiger Conservation Authority (NTCA), Government of India.
8. Pasha, M.K.S., S. Stolton, M. Baltzer. 2017.*Conservation Assured Tiger Standard: A Multifunctional Approach, WWF*. (https://www.iucn.org/content/conservation-assuredtiger-standard-cats-multifunctional-tool)
9. SMART Partnership. 2013. *SMART: Spatial Monitoring and Reporting Tool* (V.4.1.0). (Available from http://www.smartconservationtools .org.)
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11. Conservation Measures Partnership. 2013. Open Standards for the Practice of Conservation. http://cmp-openstandards.org/download-os/

Internal Documents

12. Contract between IUCN Conservation Centre and German Financial Cooperation (KfW) for Integrated Tiger Habitat Conservation Programme, 14 January, 2014.
13. Mid-term Technical Reports for ITHCP Projects(1-9)
14. Project Inception Reports for ITHCP (1-10)
15. *Project Portfolio Snapshots*, Integrated Tiger Habitat Conservation Programme, , IUCN, April 2017.
16. Project Proposals for ITHCP(1-11)
17. Roy, S. & J.C. Vie, *Reports on Monitoring Missions to Project Sites in ITHCP*, IUCN & KfW, 2015- 2017.
18. Roy, S. 2016. Mission Report, KfW & IUCN, Assam, Delhi & Karnataka. February 4, 2016
19. Roy, S. 2016. Mission Report, KfW & IUCN, Tanintharyi, Southern Myanmar. February 22, 2016.

20. Roy, S. 2017. Mission Report, KfW & IUCN, Bhutan & Nepal. February 24, 2017.
21. Roy, S., *Minutes of the Programme Advisory Committee Meeting*, *Bangkok (18-19 April 2017*), June 27, 2016
22. Roy, S., *Report on the PAC Meeting for appraisal of Project Concept Notes*, 15 June 2015.
23. Roy, S., T.Gelsi & J. Vie, *Technical Reports 1-6 to KfW on Integrated Tiger Habitat Conservation Programme*, IUCN, 2014-2017.

NB: In addition to the above we consulted each project proposal that was approved for funding. These documents are too numerous to list here but have been supplied to us by the Secretariat.

ANNEX D. LIST OF INTERVIEWEES

S.No.	Organization/ Project	Name & Position	Type of Interview
1.	**IUCN**	Inger Andersen, Director-General, IUCN & Programme Council	In person
2.	**IUCN**	Jane Smart, Director, Global Director, Biodiversity Conservation Group.	In person
3.	**IUCN**	Julia Marton-Lefebvre, former-DG, IUCN	Virtual
4.	**IUCN**	Lucy Deram, Director, Global Strategic Partnerships	Virtual
5.	**IUCN**	Jean-Christophe Vié, ex-Dy Director, Species	In person
6.	**IUCN**	Sugoto Roy, Coordinator, ITHCP	In person/virtual
7.	**IUCN**	Thomas Gelsi, Prog Asst, ITHCP	In person/virtual
8.	**IUCN**	Allessandro Badalotti, SOS Programme	In person
9.	**IUCN**	Linda Klare, ESMS	In person
10.	**IUCN**	John Karuri, Prog. Finance Manager	In person
11.	**IUCN**	Julie Griffin, Evaluation Officer, PME	In person
12.	**IUCN-Regional**	Chris Howe	In person
13.	**IUCN-Regional**	Scott Perkins	In person
14.	**IUCN-Regional**	Aban Marker-Kabraji, Regional Director, Asia	Virtual
15.	**KFW**	Uwe Ohls (KfW/Programme Council)	In person
16.	**KFW**	Gunther Haase, KfW	SM

17.	**KFW**	Nina Otto, KfW	Virtual, SM
18.	**KFW**	Matthias Bechtolstein, Senior NRM Adviser, KfW	Virtual, SM
19.	**KFW**	Moritz Reme, KfW	SM
20.	**WCS**	Madhu Rao, PAC	In person, SM
21.	**WCS**	Tony Lynam, PAC	In person, SM
22.	**Panthera**	John Goodrich, PAC	In person
23.	**RSPB**	Ananya Mukherjee, PAC	In person, SM
24.	**World Bank**	Kathy McKinnon, Chair, Commission on National Parks and Protected Areas IUCN	Virtual
25.	**WWF-International**	Mike Baltzer, Tigers Alive Programme, WWF	In person, SM
26.	**WWF-Singapore**	Elaine Tan, CEO, WWF-SIngapore	In person
27.	**WCS**	John Robinson, Vice-President and Councellor	Virtual
28.	**IUCN**	Simon Stuart, former Chairman, SSC, IUCN	Virtual
29.	**WCS-India**	Ullas Karanth, WCS	Virtual
30.	**NTCA, India**	Sanjay Kumar, DIG, Delhi	In person
31.	**NTCA, India**	Debabrata Swain, Member-Secretary, NTCA	In person
32.	**Global Tiger Forum (GTF)**	S.P. Yadav, GTF	In person
33.	**Global Tiger Initiative (GTI)**	Keshav Varma,	In person
34.	**1309 WWF Germany**	Kathrin Hebel, Lead (WWF-Germany)	In person

35.	**1309 WWF India**	Kamlesh K Maurya, Assistant Manager (WWF)	In person
36.	**1309 WWF Nepal**	Kanchan Thapa, Biologist (WWF)	In person, SM
37.	**1309 WWF Nepal**	Rajendra Suwal, Dy Dir (WWF-Nepal)	SM
38.	**WWF India**	Ravi Singh, Director, WWF-India (Partner)	In person
39.	**WWF India**	Sejal Worah, Programme Director, WWF-India (Partner)	In person
40.	**WWF India**	Dipankar Ghose, Director, Species & Landscapes Programme, WWF-India (Partner)	In person
41.	**1309 WWF India**	Joydeep Bose, Senior Coordinator, Species and Landscape Division, WWF-India (Partner)	In person
42.	**WWF India**	Pranav Chanchani, WWF-India (Partner)	In person
43.	**1311 WWF Sumatra**	Kathrin Hebel, Lead (WWF-Germany)	In person
44.	**1311 WWF Sumatra**	Sunarto, Co-Project Lead (WWF)	In person
45.	**1311 WWF Sumatra**	Febri Widodo, Wildlife Module Leader (WWF)	In person, SM
46.	**1311 WWF Sumatra**	Agustinus Wijayanto, Livelihood Project Leader (YAPEKA)	In person
47.	**1311 WWF-Sumatra**	Rudianto Surbakti, Field Coordinator (YAPEKA)	In person
48.	**1311 WWF-Sumatra**	Akbar A. Digdo, Director, YAPEKA	SM
49.	**1327 ZSL**	Gitanjali Bhattacharya, Lead (ZSL)	In person
50.	**1327 ZSL**	Hem Baral, Co-Project Lead, (ZSL)	In person, SM
51.	**1327 ZSL**	Bhagawan Dahal, Nepal Lead (ZSL)	In person, SM

52.	**1327 ZSL**	Tek Raj Bhatt (ZSL)	SM
53.	**1334 Aaranyak**	Firoz Ahmed, Lead (Aaranyak)	In person
54.	**1334 Aaranyak**	Bibhuti Lahkar, Landscape Administrator (Aaranyak)	In person, SM
55.	**1334 Aaranyak**	Putul Bhuyan, Livelihoods Coordinator	SM
56.	**1334 Aaranyak**	Eva Gross, Program Director (Awely)	SM
57.	**1337 WCS Myanmar**	Hla Naing, Landscape Coordinator, N. Myanmar (WCS)	In person
58.	**1337 WCS Myanmar**	Kyaw Moe, Landscape Coordinator, Sagaing (WCS)	In person
59.	**1338 FFI Myanmar**	Mark Grindley, Taninthayri Programme Manager (FFI Myanmar)	SM
60.	**1338 FFI Myanmar**	Nay Myo Shwe, Taninthayri Field Coordinator (FFI Myanmar)	In person,SM
61.	**1341 DoFPS Bhutan**	Tshering Tempa, Lead (UWICE/RCTCC Bhutan)	In person, SM
62.	**1341 DoFPS Bhutan**	Dorji Wangchuk IUCN focal person (DoFPS)	In person, SM
63.	**1345 NCF**	Sanjay Gubbi, Lead (NCF)	In person, SM
64.	**1345 NCF**	Harish NS, Associate (Research) (NCF)	In person
65.	**1345 NCF**	Aparna Kolekar, Associate (Conservation) (NCF)	In person, SM
66.	**1345 NCF**	HC Poornesh, Senior Associate (NCF)	In person
67.	**1345 NCF**	Ashritha, Associate (NCF)	SM

68.	**1485 FFI Sumatra**	Donny Gunaryadi, Lead	In person
69.	**1485 FFI Sumatra**	Yoan Dinata, Project Associate (ZSL)	In person
70.	**1485 FFI Sumatra**	Dedy Yansyah, Field Coordinator	SM
71.	**1485 FFI Sumatra**	Gail Campbell-Smith, Associate (ZSL)	In person
72.	**1485 FFI Sumatra**	Muhamad Muslich	SM
73.	**1487 Maharashtra FD**	Rambabu Narukulla, Lead (A-PCCF, Maharashtra FD)	In person
74.	**1487 Maharashtra FD**	Anil Nair,Head, Vidarbha (WTI)	In person
75.	**1487 Maharashtra FD**	Ranjan Rishikesh, CCF , Pench TR (Maharashtra FD)	In person
76.	**1487 Maharashtra FD**	Mukul Trivedi, CCF , Tadoba-Andhari TR (Maharashtra FD)	In person
77.	**1487 Maharashtra FD**	Ravi Govekar, CF , Navegaon-Nagzira TR (Maharashtra FD)	In person
78.	**1487 Maharashtra FD**	Rahul Kaul, Lead (WTI)	In person
79.	**1487 Maharashtra FD**	Vivek Menon, CEO (WTI)	In person
80.	**1487 Maharashtra FD**	Mayukh Chatterjee, Head, HWC Division (WTI)	In person, SM
81.	**1487 Maharashtra FD**	N.V.K. Ashraf (WTI)	SM
82.	**1487 Maharashtra FD**	Abhishek Narayanan (WTI)	SM
83.	**1490 Wildlife Asia**	Clare Campbell, Lead (Wildlife Asia)	In person
84.	**1490 Wildlife Asia**	Demelza Stokes, Project Coordinator (Wildlife Asia)	SM

85.	**1500 Awely**	Alienor Scrizzy	SM

ANNEX E: PROJECT FIELD VISIT REPORTS

CASE STUDY 1 (CJH)

ITHCP Project 1345 NCF-Karnataka

Recovering Tigers in the Confluence of the Western and Eastern Ghats

Background:

This project is designed to complete an important ecological corridor in Southern Karnataka which will eventually connect the Western Ghats and its important reserves to the Eastern Ghats. The Nature Conservation Foundation has been active in the region for about 5 years and has been successful in expanding areas under protection for tigers, establishing a new wildlife sanctuary known as MM Hills WLS and an expansion of the existing Cauvery Hill WLS. These two areas abut two other important reserves Biligirirangaswamy Temple WLS to the west and Satyamangalam Tiger Reserve to the south. Both of the latter are potential "source" sites for tiger movements into to the newly protected landscapes. To achieve this, issues surrounding community engagement, protected area management, corridor management and prey availability are being addressed under ITHCP.

Itinerary:

Accompanied by project leader Sanjay Gubbi and other team members I visited several sites in southern Karnataka from 16th-20th Oct 2017. The trip took in the BRT reserve and MM Hills and Cauvery Hills sanctuaries, two corridors, one linking these two and one linking SRT and MM Hills, and several villages where community engagement work was underway. I visited the NCF office in Bengaluru and their field base near Hanur, and on 20th Oct made a courtesy visit to the German Consul in Bengaluru. I also had interviews and discussions and visited the office of the partner Wildlife Trust of India who were carrying out veterinary work and visited their base in Kollegal.

Project Assessment:

Overall:

This project got off to a difficult start and the proposal had to be revised eight times. It is now, however, possibly a first-class model for work of its kind. It brings to the fore all the complexities of working in rural villages, and changing the fixed habits of people in terms of use of natural resources, benefitting from conservation efforts, and reducing HWC. The project is working and change is slowly happening. Most impressive is the scientific approach to testing methods and monitoring results, both in an ecological sense and for human behaviour and human welfare impacts. The biggest challenge is having sufficient time and being able to replicate the approach across enough villages.

Successes:

Community work

The main thrust of the project is to improve habitat and prey for tigers and reduce anthropogenic pressures on the forest. The primary thrust has been to persuade families to stop collecting and burning fuelwood and instead switch to LPG cookers. This reduces several negative factors: forest degradation, risks of human-tiger conflict, and other potentially dangerous wildlife interactions, health damage due to indoor smoke exposure; and it also frees up time for more productive income-generation activities, and makes meal-times more predictable to enable children to get to school

and adults to get to work on time. The target was set at 1,000 households and the work is perhaps ahead of schedule to achieve this. The project has provided the right mix of incentives and personal investment to enable poor rural people (most below the poverty line) to make and sustain the switch to LPG. Government subsidy schemes have been skilfully used to monitor uptake and adherence, and have led to many families opening bank accounts for the first time. Particularly impressive is that the team is also doing lung capacity tests on the women to monitor the effects of reduced smoke exposure. Record-keeping within this project is meticulous.

Solar Pumps

Related to the above is the installation of solar pumps to ease access to clean water in selected villages and some ranger stations in the protected areas. Like the above this eases the strains of village life and also reduced human exposure to tiger encounters.

N.B: A strength of both of the above community engagement is that the activities ask for signed conservation commitments from the communities (reduced dependency on forests, stopping support to poaching, etc) before facilities are delivered.

Education and Outreach

The above activities bring enormous community goodwill in villages close to tiger areas and prone to HWC. This has been reinforced by education and outreach activities including street plays, a visitor centre, school groups and even the production of a high-quality film. Community reaction has been extremely positive to the NCF initiatives in all the areas the evaluator visited.

Ecological Monitoring

This work is being carried out very methodically and has already resulted in evidence that tigers are moving from the BRT "source" into the newly protected areas adjacent to them. Camera trapping will allow good estimates of future change in the tiger population across the landscape. This same approach is being followed to look at management in the corridor areas and in particular to assess the impact of a major road that runs along one such corridor. T the data gathered allows the impact upon tigers and prey to be assessed and will allow the best approach to traffic calming to be chosen.

Improving Protected Area Management

Although most of the work is being carried out at the interface of tigers and people outside the protected areas, the team has devised a mobile application for guard patrols. This importantly prompts infringement data to be gathered in a structured manner that enables the legal process. It complements training and outreach activities on wildlife legislation.

Challenges:

Fuelwood

Whilst the LPG uptake is working very well and is very popular with the households, it is currently only used for cooking, fuelwood is still collected to heat bathing water. This seems to be largely because of the size of vessels used that are too big for an LPG burner. The team is aware of this and is looking into the possibility of solar heaters to eliminate the use of wood completely.

Village politics

The project highlights all the challenges involved in trying to influence livelihoods in rural villages. At first, resistance to change in cooking technique was very high, especially amongst the men who

ironically neither collect fuelwood nor cook. But other issues ranging from caste discrimination (against the team as well as within the village), village politics, corruption in distribution companies, political favouritism etc, have all created difficulties. This is engrained in the culture, and the team is working well to find solutions and work arounds without further exacerbating the situation.

Veterinary Work

This is being carried out in partnership with WTI and warrants some re-assessment. Although large numbers of cattle have been vaccinated (50,000+) there is no clear linkage to the conservation of tigers (other than preventing the spread of zoonoses). The work is missing the opportunity to achieve better cattle management, control free-ranging and encourage stall-feeding which would reduce HWC. The vet team is based in a town 50km from the main field base of the project which makes coordination with the main team difficult, and the young team (one of whom does not speak the local language) is unable to make use of the support and assistance offered by the well-established NCF team. It is recommended that a way be found to consolidate this work and preferably have both teams located together and closer to the target areas.

Timing

Due to the slow start-up, the project faces a 4-year budget and plan which needs to be completed in 2.5 years. When working in the context of village to landscape levels, this is too short a time period and an extension to this current phase is strongly recommended for this phase.

Longer-Term Issues and Sustainability:

Multiplication

Even when the target of 1000 households is reached, this is but a small fraction of the total number of households throughout the landscape. By working closely with the Forest Department (as it is) the project can benefit from the greater reach and manpower of government, and in turn the government teams can benefit from the refined outreach techniques emerging from the project. This would be a good example of NGO-government synergy.

Alternative livelihoods

The project currently addresses the immediate and most pressing issues to reduce HWC and anthropogenic pressure on the habitat. In the longer term (20-30 years) the challenge still exists that across the whole area there are hundreds of thousands (perhaps millions) of people living in close proximity to forests, tigers and their prey. More work is needed to enable the development of alternative income-generating activities which will overtake the attractiveness of the natural resources available. Intensive agriculture, village-based industries, tourism are all the things that could be explored in an expanded effort engaging a wide variety of economic, social and business skills. This is outside the purview of the current project but must be addressed for long-term sustainability.

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CASE STUDY 2 (CJH)

ITHCP Project: 1487 Maharashtra Forest Department

Integrated Habitat Conservation and Eco-development in Vidharba Tiger Landscape

Background:

Maharashtra State in central India holds nearly 10% of India's tiger population, estimated at 190 breeding individuals. Eastern Maharashtra which is where the Vidharba Landscape is situated contains 5 Tiger Reserves, 3 Wildlife Sanctuaries and many scattered patches of forest creating corridors between them. Some of these corridors connect to Tiger Reserves to the north in Madhya Pradesh, east in Chhattisgarh and south to Telangana and Andhra Pradesh. This makes the Vidharba landscape a major "crossroads" for tiger dispersions between "source" and "sink" sites. However, the Brahmapuri division, in the south-central part of Vidharba, is one of the three worst sites in India for human-tiger conflict, and much of the ITHCP project is focussed upon the people-nature interface. The Forest Department is the project lead, and has engaged 14 NGOs in the programme, the funds divided 40% to the FD and 60% to the NGOs. The project commenced in Dec 2016 so it was not yet a year old when I visited.

Itinerary:

From 23-27 Oct 2017, the evaluator saw several sites in the eastern part of the landscape in visits coordinated and led by staff of WTI. Firstly, in Bandhara forest division where we met staff and visited several villages seeing livelihood work and HWC reduction. We entered Nawegaon-Nagzira TR, meeting the Park Director and visiting villages in the buffer zone in Ghondia District. The evaluator visited Brahmapuri town, was briefed by the DFO, and witnessed HWC mitigation programmes there, finishing with a visit to Tadoba T.R. In Nagpur, the evaluator attended a meeting of the Forest Department with the NGOs involved in the programme, finally visiting Pench T.R.

Project Assessment:

Overall:

This project is complementing and supporting the work of the Maharashtra Forest Department. The Department already manages a complex and large wildlife programme and has a substantial budget from both State and Central resources. ITHCP enables the Department to have a flexible source of funds which can be allocated to activities which government does not directly finance. This has been used to good effect to bring about more coordinated efforts amongst the NGOs most active in tiger conservation in the state. Altogether about 14 NGO partners are involved mostly working in villages and buffer zones conducting livelihood and HWC mitigation activities. There is a huge number of villages requiring this work, and the NGOs can add skills, manpower and additional outreach to the Department. A notable success has been the recognition of the importance of work in ecological corridors which has led to a change of policy and allocation of government funds to these areas. Another success has been the support provided for the smaller NGOs, and the team work developing amongst them, which serves capacity-building process.

Successes:

Mobilising NGOs

Among the NGOs engaged and coordinated via the Forest Department, some are quite small, but may have been working for a decade in the area. These small grassroots organisations can engage with village communities very effectively, and from what we saw are well-accepted and trusted. This is very important when dealing with sensitive issues like lifestyle change and income generation. The Forest Department has established an on-line portal where the NGOs can post their reports; although it is currently underutilised and seems not to contain any narrative information.

Supporting Nawegaon-Nagzira

The Nawegaon-Nagzira Tiger Reserve is a newly designated Tiger Reserve with two core areas separated by an "internal buffer zone" comprising 29 villages. It has had high-turnover of Park Directors in recent years and the newly installed Director is energetically and skilfully building his team. The villages close to the park, 120 in total, are poor and suffer from HWC especially as tigers move through the areas. The work underway in the villages involves front-line engagement with HWC issues (mainly establishing primary response teams), LPG and improved cook-stove work to reduce forest incursions and exposure to wildlife, also income-generating work of various types.

Alternative Income Generation

In several places, we saw income generating work at various stages of development: lac bangle manufacture, organic vegetable farming, mahua flower collecting and cultivation of a variety of condiments and spice. The villages seem proud of this work although conclusive economic data was not yet available at this stage.

Human-Wildlife Conflict

The Brahmapuri Forest Division has one of the highest HWC records in India – it is in the top three. The energetic young Divisional Forest Officer is working closely with NGOs who can offer HWC skills. His office, which is fast evolving into a specialist centre for HWC mitigation, is used by the WTI Rapid Response Team. The Rapid Response Team seems to have a highly efficient and professional response unit, ready to move and on call 24/7. He also supports other NGOs such as TRACT who are training villagers to take part in Primary Response Teams. This work seems much needed and very welcome by the villages.

Challenges:

Supporting Marketing

In several villages visited in Ghondia district people expressed their difficulty in getting their various goods for sale to market as transport is scarce and there seemed to be no organised system for moving around. Yet later we saw at least one other NGO promoting this type of work (SEWA) that seemed to have a system for moving farm produce from village to marketing points, and even had a travelling sales van that could be set up as a stall. Income generation work will only succeed if it can significantly increase income and make people independent of the forest. It would be worthwhile to examine all such activities within the project and see if some kind of cooperative transport/ distribution could be established across all the villages.

Synergy Between NGOs

The NGOs in this programme are of a great variety of sizes and skills, the Forest Department has established an on-line portal for communicating results, and informal communications amongst these organisations seems good. However, each NGO seems to have specialist skills and works in a set geographic area. This situation could be turned to an advantage with a more organised system of skills sharing and lessons learning across the ITHCP participants. The example above of cooperating over transport and marketing of village produce is just one example. I broached this idea with a few of the NGOs and they all responded very positively to it – but it will need a catalyst to get started.

Magnification

There is a lot of good work taking place across the Vidharba landscape, but as is the challenge with most projects in THCP the big question is how to reach enough villages/people with the interventions. In Ghondia district the largest and most skilled NGO (WTI) is working in 29 villages in the internal buffer of Nawegaon-Nagzira TR, which is a huge effort, but the TR actually has 120 to deal with. It is not clear to anyone the best way to reach out to sufficient communities to achieve the objectives of the ITHCP. However, a coalition of NGOs working with Government probably presents the best opportunity to work through the challenge and explore ways and means that could benefit conservation and people across many landscape and in many countries of southern Asia.

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CASE STUDY 3 (SOC)

ITHCP Project 1309 WWF Germany-Terai

Transcending Boundaries for Tiger Recovery: The Chitwan-Parsa-Valmiki Complex in Nepal and India*[3]

Background

The project is designed to contribute significantly to Nepal and India's National Tiger Recovery Plans (NTRPs). These plans aim to stop poaching of tigers, which is considered the primary threat. The overarching project objective is that "*by the end of 2018, there is at least a 60% increase in tiger numbers in two Tx2 recovery sites of the Chitwan-Parsa-Valmiki complex".* The project proposal states that it will address human-wildlife conflict (which is also an important threat) in corridor areas through a variety of approaches. In addition, it will also address poaching by engaging and strengthening the capacity of local communities as conservation stewards, and work towards managing habitat so that it is favourable to both predator and prey. This complex is particularly important within the Terai Arc Landscape as it supports a large and critical metapopulation of tigers. It also is one of the few areas where habitat restoration could lead to connecting tiger populations in India and Nepal, and which has been prioritised by both countries for joint recovery efforts. The project started up in February 2016 with a budget of €1, 972, 623s and with a 17 % match of € 335,653 .

The evaluation visit to Nepal was undertaken between 2-14 November 2017 with visits to the sites in and around Parsa and Chitwan where most of WWF's ITHCP efforts take place. Dr Kanchan Thapa, the project co-managers along with other project staff accompanied the evaluator. There were many meetings, interviews and discussions organized both within and outside the tiger reserve areas/parks. Some follow up discussions in Kathmandu with relevant individuals were held at the Ministry charged with tiger conservation and at the headquarters of WWF and Nepal Trust for Nature Conservation (NTNC).

Projects Assessment and Observations

In general, a well-designed project within the broad framework (log frame) of ITHCP and respecting the core activity types and budget classifications described in the ITHCP Operational Manual. The project is working in important tiger areas, with good potential for connectivity. The project fits well within the national context in supporting the Nepalese National Tiger Recovery Plan, and in the global context of tiger conservation supporting the commitment of the Nepalese government to double the number of tigers to a minimum of 250 individuals by 2022. In addition, there are important contributions to the "*Human wildlife Conflict Strategy*" of the Government of Nepal. In a 'rough" mapping exercise done by the evaluators of the project's logframe against the programme one, one finds a close match. The project has also made an effort to distinguish KfW/IUCN supported activities geographically so that progress is easier to ascertain and attribute.

WWF and its partners have made important progress with many of the project's activities advancing on schedule. Activities seem well appreciated by Nepalese government authorities and personnel, especially national park/reserve personnel and local people in the buffer zone areas. WWF has had over 15 years working in the Terai Arc Landscape to establish many of these strong relations. This

[3] This trip report only refers to the Nepal portion.

project emphasizes support to local communities in the buffer zones (with Someshwor and other corridor restoration is a key here) around Parsa, and undertakes both core and buffer zone activities at Chitwan. In Parsa, the ZSL ITHCP project has taken a lead (in agreement with all partners and under the jurisdiction of a local coordination committee) on the core of the park with activities such as reinforcing the protection, management and law enforcement elements.

Those activities, which focus on tiger monitoring, law enforcement and reinforcing the protection of tigers and habitat seem particularly well underway, although there is room for improvement in some of the corridor work (as assessed by the project themselves). It was particularly interesting to note how the Chitwan-Parsa-Valmiki corridor restoration was progressing. Some other activities linked to training and "intelligence" networks have not advanced as much as one would have liked, but there is a plan in place to move forward on this activity.

In many villages visited by the evaluator, support to communities appeared well targeted using local structures and mechanisms to determine what was appropriate and where. Some efforts, however such as alternative fuels, awareness raising and ecotourism activities have lagged a little behind although one of the biogas examples that was seen was very interesting and held a lot of promise. Using a simple self-assessment tool on effectiveness, the WWF team felt that there were important improvements in most categories with the biggest in research, monitoring and evaluation. This change may have been due to increased efforts in several areas such as social "research" and ecological monitoring of land use change. There are some worries around the sustainability as this current project is limited to five years, and long term sustainable funding has not yet been attained. The project team attributed the positive changes strongly to the ITHCP.

In the project proposal, and in discussion with the project team, there is a fairly clear picture of the theory of change, and why certain activities have been prioritized over others. However it takes some effort to put the pieces together. It was not clear if there were logic "chains" or systematic assessments, e.g. threats or drivers that, if they exist, would not only support the selected strategic approaches and their activities but also be helpful in monitoring. It became clear over the course of the evaluation visit that there is a lot of knowledge, data and analysis undertaken within WWF Nepal, NTNC and the National Parks, however it was less obvious how this was used, and shared. It has been reported that a workshop organized in Sauraha, also supported by KfW/IUCN, provided a good platform to discuss and share information collected via the project. Since the project team felt that some of their most important advances since the start of the ITHCP were in research and monitoring/evaluation, it would be to the team's advantage to describe, discuss and share the information across the ITHCP conservation network. This is especially true in providing a clearer picture of how all of the activities underway "add up" to the outcomes/objectives of the project.

The WWF ITHCP team in Germany, Nepal and India seem committed and engaged and collaborating very well. They also appear to be well connected in the field with their partners in government, NGOs and local people and local authorities. In addition, the relationship with the IUCN team seems positive and they find the core team helpful. Because there is a long and strong relationship between WWF and the Nepalese government authorities nationally and in the field locations there is a strong sense of commitment and engagement that bodes well for sustainability. In addition government personnel (including the military) and the buffer zone and community councils and groups that were visited, assured the evaluator of their intent to maintain infrastructure, and to carry on activities going forward. Three observations to be taken into consideration: 1) financial sustainability needs to be assessed properly with a view of ensuring that at a landscape level, tiger

conservation efforts will endure, and 2) multiplication strategies need further thought and design so that there is a bigger “bang” for each investment, and 3) placing the project in the larger context is also needed to acknowledge and mitigate any negative impacts that additional or growing economic development and political change may bring.

Recognizing that it is difficult to attribute change at outcome levels to single projects, it is worth noting that early “contributory” markers of impact include growing tiger populations in the Nepalese areas of the Chitwan-Parsa- Valmiki complex, (though the official national survey of tigers would not be complete until early 2018), and what seems like a growing interest by communities to help conserve and benefit from living as neighbours to tigers.

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CASE STUDY 4 (SOC)

ITHCP Project 1327: ZSL-Terai

***Supporting trans-boundary tiger recovery in India and Nepal*[4]**

Background

In Nepal, the National Tiger Recovery Plan (NTRP) aims to stop poaching of tigers, which is considered the primary threat. The approach is to focus on core "resource" areas (which can be protected and which have a viable tiger population) and to manage, enlarge and connect these areas to each other and to other tiger habitat areas to improve the long-term viability of the species. This project focuses its support on the recovery of tiger populations in the Terai Arc Landscape, a vital TCL connecting India and Nepal. It is largely believed that the future of wild tigers is not only dependent on the extent and quality of their habitat including their prey but also on the well being of the local communities that inhabit these same landscapes. As stated in the proposal, "Strengthening effective partnerships between governments and working in cohesion with supportive communities will provide a much needed boost to transboundary conservation of not only tigers, but also other important wildlife, including the greater one-horned rhino, along this forested frontier". ZSL submitted a proposal in December 2015 to IUCN, and a contract was then signed in February 2016. The contract amount was for up to € 2 million, and as of June 2017 just over €500,000 has been dispersed with expenditure keeping pace.

The evaluation visit to Nepal was undertaken between November 2-14 with most observations, interviews and discussions taking place in and around three tiger or WLR/NP including Banke, Bardia and Suklaphanta, and their buffer zones. A brief site visit in Parsa was made with the ZSL team to observe the construction of a guard post. Also in Kathmandu some relevant individuals were visited at the Ministry charged with tiger conservation and at the headquarters of ZSL and Nepal Trust for Nature Conservation (NTNC).

Project Assessment

In general the evaluation found a well-designed project within the broad framework (logframe) of ITHCP and respecting the core activity types and budget classifications described in the ITHCP Operational Manual. The project is working in important tiger areas, with some good potential for connectivity. The project fits well within the national context in supporting the Nepalese National Tiger Recovery Plan, and in the global context of tiger conservation supporting the commitment of the Nepalese government to double the number of tigers to a minimum of 250 individuals by 2022. In general, the broad mapping of the project's logframe against the programme shows important linkages and contributions. However, the evaluation found that the project's logframe seems a little overcomplicated with two overarching objectives, a goal, with 4 outcomes, 17 outputs and a large number of activities. It would be very helpful to have a stronger theory of change supported by systematic threat, driver and socioeconomic analyses so that we understand better how activities are prioritized, sequenced and "add up" to a greater whole. As an example, in the descriptive part of the proposal (and supported by discussions with stakeholders) it is stated, "to stop the loss of tigers and their habitat, work is needed on conservation measures, policy support, supportive communities and the government must restore and maintain habitat connectivity". In addition it is stated that human-tiger conflict (HTC) is not a big problem at the present time, yet in the proposed outcomes

[4] This report is only about the Nepal portion of the project.

and outputs there is quite a big emphasis on the latter, and not much (or none?) on some of the former strategic approaches such as policy support. It would be worthwhile tightening up the story and evidence around what is being done and why, as it is clear from the discussions that there is a great deal of knowledge, data and analysis ongoing at ZSL, National Parks, and NTNC amongst others.

ZSL and its partners have made important progress with most of the project's activities advancing on schedule. The activities seem well appreciated by Government authorities, especially national park/reserve personnel and local people in the buffer zone areas. Those activities, which focus on tiger monitoring, law enforcement and reinforcing the protection of tigers and habitat seem particularly well underway. In many villages visited by the evaluator, support to communities appeared well targeted using local structures and mechanisms to determine what was appropriate and where. Using a simple self-assessment tool on effectiveness, the ZSL team felt that there were important improvements in most categories, though infrastructure and financing still require ongoing and increased effort. They also attributed the positive changes strongly to the ITHCP. In addition, by extracting information from IUCN's mid-term technical report in which each project also undertook a self-assessment on activities, there were very positive advances in all the tiger specific activities (these were also observed in the field), with less progress (and or lack of data/or activities) in management effectiveness and people and livelihood category. Also, it was somewhat unclear how priorities were determined, as an example was the construction of a tiger release cage built for the Banke-Bardia complex necessary at this stage when there is limited human –tiger conflict. While the heavy focus on activities is natural at project start up and the fundamental unit of field conservation work, there needs to be stronger links to higher level outcomes. In addition, the project itself would benefit from being positioned in a broader social and economic context so that changes such as federalism or improved road accessibility are well enough "studied" so that they do not undermine efforts of the ITHCP project.

The ITHCP ZSL team in Nepal seem committed and engaged and working hard to do the right thing. They also appear to be well connected in the field with their partners in government, NGOs and local people and local authorities. In addition, the relationship with the IUCN team seems positive and they find the core team very helpful. One question arose about how and why certain partners were selected for this project. It would be very valuable to understand more clearly the added value that each organization brings to the project, and the intended focus, expertise and sustainability of their efforts.

There is a strong relationship between the ZSL project and government authorities nationally and in the field locations as well as with local authorities which bodes well for sustainability. In addition, the government personnel (including the military) and the buffer zone community councils and groups that were visited, committed to maintaining infrastructure and to carrying on activities going forward. ZSL itself is committed to a long-term relationship with Nepal and tiger conservation.

Although attribution to a single project at the level of outcomes is difficult, it appears that early "contributory" markers of impact include growing tiger populations in all three areas that ZSL is working in in Nepal (though the official national survey of tigers would not be complete until early 2018). There were some indications that habitat was improving with less encroachment for natural resources and grazing, and with the strong law enforcement efforts that the threat of poaching would likely decrease. Stronger data sets on threats and drivers and socioeconomic and political changes would help us better understand the role of projects such as these in creating opportunities

for tigers (and their prey) to increase. While signs are positive, there needs to be a greater effort at looking for leveraging and multiplication opportunities and of analyzing possible new threats or drivers that could undermine current progress. For example, as expected, and required, the local people currently targeted for assistance and support are those most marginalized. However these groups are not enough to make major change; plans to leverage more people needs to be part of the ongoing project.

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CASE STUDY 5 (GS)

ITHCP Project 1311 WWF Sumatra

Communities for Tiger Recovery in Rimbang Baling: the Beating Heart of the Central Sumatran Tiger Landscape

Background

The WWF Sumatra project is one of the two earliest projects in ITHCP, initiated in August 2015 and amounting to €1.95 million. The project had therefore been underway for almost 2.5 years at the time of the evaluation trip. While the project is led by WWF Germany (Project Lead- Kathrin Hebel), it is operated by WWF Indonesia, YAPEKA and INDECON team in the field. The project covers the Rimbang Baling landscape of 5094 Sq km encompassing the Bukit Rimbang Bukit Baling Wildlife Reserve (hereafter BRBBWR), the Bukit Bungkuk Nature Reserve (BBNR) and other forest and non-forest lands in its surrounding, in Riau Province of central Sumatra.

Field Itinerary

I based myself in Pekanbaru city, where the WWF (Central Sumatra) office is located, and from where BRBBWR is a four-hour drive away. In WWF office, I had two extensive discussions with the project team, one immediately before going to the field sites and one discussion just after. Discussions were also held with the team of the BBKSDA, Riau Province which is the technical implementation unit in Ministry of Environment and Forestry dealing with species conservation. I also met with the chief of ecotourism development in the Department of Tourism at Provincial level, Riau (in order to understand the governmental role in ecotourism). I was in the area from Nov 13-17, 2017.

During the field trip, I spent 2 days in Tanjung Belit village located just outside the Wildlife Reserve where most of community/livelihood and awareness projects have been undertaken so far. Tanjung Belit is located on the River Subayang, which along with Bio-Bio subtributary circles the northern boundary of the Reserve. YAPEKA and INDECON maintain a small field station for IUCN work in the village jointly with its project lead WWF. A much larger WWF and well-appointed field station exists further up the River Subayang which pre-dates the IUCN project. I had in-depth discussions with several beneficiary groups (organic agriculture, ecotourism, handicrafts groups) in the Tanjung Belit village, and met with two Adat (customary) leaders. I also met with an ex- tiger poacher who is now part of the wildlife protection efforts in the area and had a discussion with a Tiger Protection Unit active in this part of . I briefly visited a second village where ecotourism work has been initiated by the project team recently.

Whats Going Well

Project management and Coordination

The Project team, appeared to be well-coordinated and cohesive in its activities. The partnerships with INDECON and YAPEKA also seemed to be working well. In operative terms, YAPEKA and INDECON personnel lead the specific sub-components, but the entire team works and travels together. There are also field-based personnel who appeared well integrated in the village community. There is excellent coordination between WWF Germany and the WWF Central Sumatra teams. It also appears that the WWF Indonesia team is able to efficiently carry out their tasks partly because they are 'insulated' from much of the coordination and communication engagement with IUCN. Their inception reports and technical reports are timely, well-written and show a strong

engagement and understanding of the issues and reflect a long-term engagement with conservation of the Rimbang-Baling landscape.

Further, the team has a convivial and cooperative relationship with the BBKSDA that looks after natural resources, as was evident from the joint discussions. The project also shows a high degree of self-monitoring and adaptive management due to frequent discussions with, and feedback from, the field team to the HQ. I was impressed with the quality of both the field staff and the managers in the WWF team and the project personnel that they have engaged. The team itself, is appreciative of the ITHCP grant and considers it to be extremely important in taking their work forward in BRBBWR. Thanks to this support, they say they have been able to undertake activities that were not possible before on such a large scale.

Livelihood and Awareness Work

Community-focussed initiatives on the field showed a deep, well thought out and solid set of engagements in the village. It may seem that there is a lack of 'substantial' achievement in the community livelihood sector, based on the targets set out initially. For instance, while 10 villages have been set as the target for improved livelihoods and awareness, substantial work has been undertaken only in one (though assessment, planning and engagement activities have begun in the others). However it appears that the limited achievement may be because the efforts have been process-oriented and focussed in a limited area. Further the team still does not have complete access to the villages inside the BRBBWR and is currently working on obtaining formal permits. In Tanjung Belit, their aim has been to create successful models which are acceptable to local people, which can then be replicated in the larger project area. One could see that serious efforts have been made to create lasting relationship with the local people, with an emphasis on sustainability. The main initiatives within the village are homestays/ecotourism, kitchen gardens/sustainable agriculture, biogas and handicrafts. Apart from biogas, the initiatives seemed to have made important steps forward that now are in a stage to be replicated on a large scale. The project team is also supporting activities with youth that can have a catalysing effect on the whole initiative. For instance, the community radio station obviously was attracting a lot of youth and was being used for generating local awareness on environmental issues. Having employees located in the village seems to be making a huge difference to the rapport-building exercise and the effectiveness of the interventions. The newly created Subayang-Bio Community Forum spread across several villages in the area, has also begun to discuss conservation and livelihood issues in the area and meets regularly.

Tiger Monitoring, Protection and Law Enforcement

The team seemed to have a good grip on this aspect of their project. Their tiger census/monitoring protocol is very intensive, and undertaken by TPUs that include members of the local community along with the biologists. Each TPU or Tiger Protection Unit focuses on patrolling in a given part of BRBBWR and reaching out to locals in the area. Also WWF has been able to enlist three 'ex-poachers' into their patrolling system and informant network establishment (I met with one of them) which has added strength to wildlife crime control. The team has already surpassed the patrolling distance targeted for the current year and removed a large number of snares put out by hunters in the Reserve. The two biologists associated with this project had been working there for some time before the ITHCP project started, but they have been able to undertake their tiger monitoring and protection work with far greater intensity due to this programme.

Habitat management

In this area as well, the WWF-Central Sumatra team has been very pro-active. At the time of my visit, they had just completed a 10-day long planning workshop jointly with the BKSDA based on the CATS framework. They therefore had a very good idea of the successes and gaps in management and have used this to develop the annual management plan for BRBBWR. This process has happened in addition to the country-wide METT process that was carried out in 2015 and 2017 for all Indonesian reserves. It appears that the recent upgradation of the Reserve to a Conservation Forest Management Unit (that comes with addition of staff and resources), has been partly due to the long-standing efforts of WWF pre-dating the ITHCP.

Challenges

It was clear that the WWF Sumatra project is being undertaken in a very difficult socio-political and economic context. Apart from the rapid spread of oil palm over erstwhile rainforests in this region, small scale deforestation by villages poses a huge threat. During a three-hour boat-ride on the river Subayang and Bio Bio tributary, I was witness to at least 15-20 'rafts' of newly felled timber which were being floated down to the market. Newly deforested patches were visible in the distance. Recent down-pricing of rubber has led to a difficult financial situation for small-holders, which they are trying to make up for, by trading logs illegally. Further poaching is now being carried out by well-organised syndicates that are able to track down tigers and other wildlife with apparent ease.

Livelihoods and community work is on a strong ground, but the impact level seems low, considering the time taken to get to this point, and the small area of operation especially inside of the Reserve. Although the team has developed the livelihood activities that have excited and attracted village people, which are also highly implementable and replicable, the team strength is just not adequate enough to meet the desired scale of impact in the entire region.

While BRBBWR has been upgraded to a higher level of protection and management status, the staff appointed is meagre (10 guards) and still temporary. Seeing the tremendous threat of deforestation from multiple causes, this Reserve will likely become an isolated PA with poor future for tigers, if there is no governmental action on deforestation. Policy advocacy, therefore, will be needed for making any substantial changes in this region, along with the micro-scale project activities. In this aspect the countrywide Harimaukita forum is likely to play an important role, and if the ITHCP activities can inform this role, it will be an added advantage.

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CASE STUDY 6 (GS)

ITHCP Project 1485 FFI Sumatra

Safeguarding Indonesia's Priority Tiger Conservation Landscapes

Background

The 1485 FFI Sumatra project was formally initiated in December 2016, about an year before the mid-term evaluation. The project is led by FFI Sumatra, but it is run in partnership with three other major NGOs, including WCS, ZSL and Leuser Conservation Forum (FKL). The work is focussed in three key tiger PAs across Sumatra (Gunung Leuser NP, Kerinci Seblat NP and Bukit Barisan Selatan NP) and one lesser known PA, Berbak-Sembilang NP, covering a large total area of 69000 sqkm. The work in each PA is led by one of the project partners. The total grant size to FFI is €2 million. This note is based on a visit to one of the sub-projects, that led by Zoological Society of London (ZSL) in Berbak-Sembilang NP (BSNP), Jambi Province. Thus the comments below are based on a limited view of the project: the functioning of one partner in a large multi-partner multi-site project. Yet intensive discussions with the FFI lead did help to understand some aspects of the functioning of this project at higher levels.

Field Itinerary

I based myself in the town of Jambi in south-eastern Sumatra, where the ZSL field office is located. In the ZSL office, I interviewed the FFI project lead Donny Gunaryadi together with Yoan Dinata, who leads the sub-project for ZSL. Further, I separately interviewed four individual staff of ZSL working respectively on community livelihoods component (2) , tiger monitoring (1) and wildlife crime prevention and prosecution (1). I also talked extensively with Gail Campbell Smith who is the Deputy Director of ZSL in Indonesia; she was present throughout my visit. I also met with the BKSDA officers (Deputy Director, Jambi Province) who are collaborating with the ZSL on HWC management and wildlife crime prevention. I met with the Deputy Manager of Berbak-Sembilang NP and his staff at the BSNP Directorate in Jambi. On the last day of my visit, I had a wrap-up discussion jointly with Yoan Dinata and Gail Campbell-Smith. I visited the area from November 13 to 17, 2017.

During my trip, I visited BSNP which is located at two-hour driving distance from Jambi. I spent an afternoon in the village called Pematang Raman, located at the edge of BSNP where I met with the primary beneficiary group composed of farmers: cacao crop improvement and marketing, for improving returns to local farmers, is the primary aim of the livelihood improvement scheme of ZSL. I then visited the BSNP (by boat), and saw a ranger's station and a new guardpost which is under construction, and talked to a guard and a range officer. I was accompanied by D. Gunaryadi and Y. Dinata in the field, so that I could continually obtain their perspectives on various aspects of the ZSL project, as well as the larger FFI project.

What's Going Well

ZSL seems to be doing well in the area of tiger population estimation and monitoring. BSNP is largely covered by peatland swamp forest which is highly inaccessible and not a typical habitat for tigers. However due to intensive survey work, ZSL has created reliable baselines for effective monitoring in the future. Y. Dinata has been researching tiger ecology from much before the IUCN project began, so this part of the project seems to be on solid ground. Our joint meeting at the BBKSDA suggested that ZSL's cooperative interventions on HWC are proceeding well, being based on close coordination with provincial government. Together they have created a system for enabling prompt responses to

HWC incidents in Jambi Province. The project team also has a good relationship with the BSNP management and has been working cooperatively on expanding SMART patrolling and developing an informant network in Jambi province. The project team also recently facilitated a training programme on wildlife crime detection and prosecution which was run jointly with the judicial services.

Challenges

As a project, 1485 FFI Sumatra seems to have had a difficult start with a few hiccups along the way. Though the FFI Sumatra proposal was submitted (by FFI) in response to the first call for proposals by IUCN in 2014, it was reworked several times in response to suggestions by the PAC, leading to the late start in December 2016. According to the project team, the time taken in the contractual process and in signing of the MOU also played a role in the delayed start.

While the team is made of competent staff, the team faces challenges in consolidating information, in developing a coherent strategy and action plan, and even in reporting as a unit to IUCN, due to the large number of partners and geography of the sites. Based on its starting date of December 2016, the project will have to be completed in only 2.5 years, which might be too short a period to achieve many of the major objectives, particularly given the extra time required for partner coordination. In general, there does not seem to be any visible advantage of the project partnership across the four disparate PAs (such as of skill/learning exchange or enhanced inter-landscape coordination). Each NGO seems to be working largely in isolation from each other, at least as far as micro-scale activities are concerned, despite the existence of an active national tiger forum (Harimaukita).

In BSNP, protection and patrolling of tiger habitat has been stepped up slightly after the IUCN project stated, yet lack of accessibility, difficult field conditions and lack of sufficient staff from NP management, are serious constraints. It is clear that major infrastructure by way of guard posts and field stations are needed to expand the patrolling and monitoring activities by the joint ZSL-BSNP, given the inaccessibility issues. Two guard-posts have been planned in this project which will be at strategic locations in BSNP. SMART patrolling has evidently begun and ZSL is working on improving capacities of rangers and guards so that it can form part of a systematic feedback system for improvement of patrolling and management.

For management planning, the team seems to be depending on the nation-wide METT process that took place in 2015 and in 2017. Since BSNP has had this collaborative and government-mediated evaluation as a part of this process, the project team seems not have engaged deeper with this issue. Management planning workshops are planned by ZSL that will involve a wide range of stakeholders and that will take up a more science-based and independent approach. However, given the severe restrictions on field personnel that can be engaged by the BSNP management, there is low likelihood of management improvement over the next few years at least. The METT process should be continued, if at least, to keep up the pressure on the government to continue making improvements as much as possible, to support the efforts in this project.

It was felt that the livelihood aspect of the project may need some reorientation to achieve results. Though the project has had only five months to work, yet from available information, there are a few shortcomings in ZSL's approach to this component. The field personnel that are working with the villages, do not seem experienced enough for a complex task such as this. Further, there is no permanent field station planned at the village site, which is really a prerequisite for deep

engagement with local residents. The focus group discussion with the farmer beneficiaries did not indicate that a clear strategic plan for the agro-commodity activity is being thought about. As of now, no activities, other than with farmers' groups, are planned at the village level to improve livelihoods or reduce dependency on the NP. Therefore a different, multi-pronged approach could help in accelerating the pace of work in the livelihood component of the project even during the remaining portion of the project period.

On the whole, I feel that the impact of the FFI Sumatra project may turn out to be lower than expected. This is because targets for various activities under the project appear a bit low as the grant money has been spread thin over four very large and important tiger-bearing PAs. The coordination issues across multiple sites and partners are likely to cause further hurdles in the satisfactory achievement of the project targets. Also, the project is co-terminous with major initiatives under UNDP-GEF for tiger conservation which can lead to problems with attribution along the course of the project. Yet the field conditions show the necessity of running more than one project in the area, given the enormity of the challenges and the possibility of greater impact; this is especially true as the target areas for the two projects have been geographically separated. The low financial and human resource commitment to sites such as BSNP, from the government, is likely to hinder progress being made by the NGO partners.

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ANNEX F: TWEAKING THE EXISTING LOGFRAME

Making the Existing Logical Framework more useful to evaluate progress in the Programme and Projects and recommendations for improved monitoring and reporting.

EXISTING LOGICAL FRAMEWORK AND KPIs		EVALUATORS ANALYSIS, AND ADVICE ON HOW TO MAKE IT MORE ACCURATELY MEASURABLE
OUTCOME: Improved conservation of selected tiger populations and their habitat that also incentivizes local community support and participation in tiger conservation through the creation of tangible livelihood benefits		To be able to properly understand whether this Outcome is achieved or some greater definition will be needed: define what "conservation" means, define what populations and which habitats; it will need work with more than local communities, civil society and governments also. Additional indicators that would provided a better picture of whether this outcome is being achieved include: change in fragmentation index, decrease in habitat loss, level of PA coverage, multiuse management of buffer zones, tiger mortality.
Outcome Performance Indicators	**1. Number of tigers living in the pilot areas**	**Reasonably clear indicator** (we assume pilot=project; and that needs defining even if it's a project that includes corridors for example)
	Baseline: Total number at the begin of the individual projects	Agree – but in what target area? Since this normally relies on Government censuses which only occur about every 4 years decisions would have to be taken how to use that data. An alternative would be to use a sampling technique, this would be less accurate but could be used to understand direction of change. If good data is available then follow up surveys must use the same survey area and methodology to be comparable.

	Target: Increased number of tigers living there at the end of the supported projects. (The numbers and date of time of achievement of the target are to be defined after selection of intervention areas; depending on the selected geographical areas for intervention, stabilization of tiger numbers may also be considered a success.)	Since the Goal of GTRP is Tx2, then doubling should be an obvious target. However, to recognise that doubling may not be possible everywhere, a more meaningful target would be an estimate of the carrying capacity at project end taking into account improved habitat and prey estimates which should result from the project.
	2. Degree of management effectiveness in supported tiger habitats (e.g. METT or Management Effectiveness Tracking Tool)	**Medium quality indicator**: refers to a relative survey score not actual ecological change which is what the target is.
	Baseline: Management effectiveness in the programme areas at the beginning of the individual projects (e.g. SMART, CA/TS, METT or other suitable index).	Most places do not have good baselines and those that do usually only apply to Protected Areas, so this is a challenging baseline to establish. Where good baselines do not exist, establishing accurate scores now will be helpful to a phase 2. Due to the nature of tiger conservation there is a need to go beyond protected areas as well.
	Target: Management effectiveness in Programme areas at the end of operations significantly improved. (Level of improvement to be defined after selection of intervention areas and adjustment of methodology; for protected areas, Green List certification could be considered, increase of tiger range and increased prevalence of tiger prey as additional information)	Need to define "significantly", if project period is 5 years we would propose a 50% improvement in scores for a target.
	3. Improvement of livelihoods of communities in and adjacent to target tiger habitats according to assessment of the communities	**Weak indicator**: "livelihood" needs to be defined (suggest household income is most meaningful), "Adjacent" needs to be defined – within buffer, within corridor, 2km distant or 5km etc.?

	Baseline: None by definition	A baseline has to be set otherwise measurement is not possible. Household income is probably best but it needs a survey of targeted households. If this has not been done then surveying and asking for a "best guess" at the start is probably all that can be done now. Also needs to take into account other life changes such as better nutrition from home gardens, or health benefits from smokeless cookers.
	Target: At least 60% of households directly involved report an increased flow of tangible benefits that make a net positive contribution to their livelihood.	Why 60%, how is this derived and do we know if it is enough? Target households must be ones receiving new interventions, and follow-up surveys should address the same as those that formed the baseline.
Outputs	**Output Performance Indicators**	
Resources and capacities for management of tiger habitats are improved and put to good use	**4. State-of-the-art management and land use plans are prepared/available and implemented accordingly**	**Weak indicator:** what does "state-of-the-art" actually mean? Can it be measured? How is "implementation" measured? A management plan is only a tool, it is the result which is important.
	Baseline: Number and quality of the management plans (sustainable land use plans) at the begin of the individual projects	As above, measuring quality of a management plan in any meaningful and comparable way is almost impossible. What is it this Indicator is trying to get at that is going to have a positive effect on tigers? If it is habitat quality then we would suggest a measure directly looking at that, although tigers hunt in both forest and open grassland so something like satellite imagery would not be straightforward to use. A better indicator might be prey density (= how much tiger food is available). In areas with regular camera-trapping taking place, prey density could be estimated for the start (from past photo-records), and at periodic intervals during the project.

	Target: participatory and technically adequate management and land use plans exist in all intervention areas. (The relative increase to be defined after selection of intervention areas and adjustment of assessment methodology; the degree to which the plans have been implemented in the lifespan of the project needs to be defined for each individual plan)	Existence of a plan, even if implemented, does not mean good conservation is the result on the ground, producing a direct positive effect on tigers. Better to use prey density as above, calculate the density at the start, derive from other research elsewhere a theoretical maximum for each prey species examined, and then make that the target.
	5. Adoption and implementation of Law Enforcement Monitoring tools (eg. SMART or Spatial Monitoring and Reporting Tool)	**Weak Indicator:** rather like #4, adoption of a tool does not mean laws are being enforced, it is only a means to an end, and the end is what is important and needs to be measured. Much better to use more direct measures – number of arrests, number of successful prosecutions, proportion of field interventions that lead to prosecutions.
	Baseline: Number of intervention areas which have already adopted SMART	If following the above advice, a baseline could be established from old arrest/prosecution records probably available from the local forest department.
	Target: Number of successfully introduced measures, if foreseen in the project proposals	If following the above advice, the records from the patrols using the tools can be used to monitor interventions and arrests. Tony Lynam, a member of the PAC, is an expert on the use of the SMART technology and tells us that it can also be used to monitor prosecutions if implemented properly. He may also be able to give more advice on this KPI.
Human-tiger conflicts (HTC) are mitigated	**6. Mitigation of human-tiger conflicts in the villages improves and situation with regard to livestock losses according to perception of communities**	**Weak Indicator:** Mitigate is an ambiguous word. If the aim is to reduce conflict, or eradicate then better to define it. "Situation" is also ambiguous, and why only use "perception of communities" as a measure (perception is dealt with by KPI 7), why not establish direct record-keeping? Many places have livestock compensation schemes which require record-keeping, human attacks are always

		recorded by police, foresters or medics. Field staff working on livelihoods in the villages could establish a tight monitoring scheme. In India Primary Response Teams are already doing this. As discussed in the report it is not just human-tiger conflict that is important, HWC in general should be addressed – including crop damage which can become worse as habitat and tiger prey density improves. Crop damage also alienates communities.
	Baseline: Survey on the perception of relevance of HTC in the areas at the begin of interventions and information on livestock and human losses	Following the above set a baseline from historical records. For crop damage this may be harder. But record-keeping could begin immediately and change monitored. In villages where mitigation measures are being implemented it is essential to know the starting point and then see if HWC increases or decreases as a result.
	Target: Communities in and adjacent to target tiger habitats report on an improved situation with regard to HTC, including improved situation with regard to livestock and human losses	Again "adjacent" needs to be defined, and "improved" needs a number. Set a firm target: "zero human attacks in the last year of project". Quantify crop damage and aim to reduce by 80% by end of project, measured by number of respondents reporting incursions and estimated crop loss.
Local communities in supported tiger conservation landscapes proactively support from tiger conservation measures	**7. Level of acceptance of local communities with regard to natural resource management activities and tiger protection efforts**	**Good Indicator** and a valid assessment, but difficult to assess accurately, needs a very tight social survey approach with good questions.
	Baseline: Level of acceptance at project begin	Needs a consistent "satisfaction" index at the start, can this be derived from the social surveys or ESMS data? Sampling needs to be from households at risk from conservation efforts -and linked closely to those defined in the "adjacent" KPIs above. Needs good social survey expertise to get the right answers.

	Target: More than 50% of local population supports tiger and area management in the project areas	It is not clear why 50% was selected (and how that relates to the % of households actually being touched by the project). Is that sufficient to support the conservation? The follow-up survey would need to address exactly the same households to be confident of measuring change.

NB: For all the sites, the geographic areas of intervention (community-based as well as management) should be clearly defined (and may be different across projects), but they should remain consistent from beginning to end. Grantees tended to take an ad-hoc approach for monitoring: changing methodology, sampling size, sampling areas and even target households over time. Triangulation is necessary: people often tell you only what they think you want to hear. This needs a few questions asking the same thing from different angles.

The implications of the suggested improvements above and recommendations for general **monitoring and reporting** are briefly described below:

A. Develop a monitoring plan which includes final outcomes/outputs and interim milestones (for 2018 and 2019), and also a conservation achievement indicator, which is a self-assessment against the outcome/output collected annually. In addition, against each outcome and output associate an indicator or set of indicators, baselines, frequency of data collection, who collects the data, how the data will be collected.

B. For the reporting (from both Grantees, and the report for ITHCP as a whole), we suggest at six months have a short narrative report, and at 12 months have a narrative plus a completed monitoring table for all those indicators where data is collected annually. You may consider the format of the report to be based on a simple set of questions (see below), and limit the narrative to 10 -12 pages max. Focus only on outcomes and outputs and what is needed:
   1. Describe key outcomes and impacts or progress towards those
   2. Are work plans and budgets being implemented? (If detailed reporting on activities is needed then put in an Annex)
   3. Describe any challenges or opportunities/strengths that are important for delivery during the period
   4. What lessons have you learned and where have you practiced adaptive management

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ANNEX G: POSSIBLE LOGFRAME FOR THE FUTURE

The purpose of this table is to provide comments on the current ITHCP logframe and put forward recommendations for improvements. These suggested improvements are indicative and meant to help think about how a future logframe might look.

Current Framework	***Annotations/ Comments***	**Suggested improvements. For each goal, objective (outcomes and outputs) indicators would be established**
	Needs a higher level goal/vision which speaks to the ultimate ambition and it loosely defines the scope of the programme	Goal/Vision: Significantly contribute to key tiger range countries' commitments to T x 2*
OUTCOME: Improved conservation of selected tiger populations and their habitat that also incentivizes local community support and participation in tiger conservation through the creation of tangible livelihood benefits	*Lacks timeframe and, specificity, difficult to ascertain if it is relevant or attainable, not measurable; Split into more than one outcome to improve. Also would need to show through a theory of change that achieving the outcomes would "add up" to the goal ambition. The improvements are worded as objectives rather than outcomes. The objectives (outcomes) would be defined following the contextual analysis and the identification of key areas of interest/contribution of this programme as these would provide the background "theory of change".*	1) [By 2019) Make critical improvements to the restoration and effective management of key tiger reserves, buffer zones and corridors (*2) 2) [By 2019] Strengthen cooperation and engage/incentivise government, civil society and local communities in beneficial conservation activities
Outputs:	*Unclear that the outputs "add up" to the outcomes. Need stronger theory of change and a description of why these things are the most important. Create more outputs under each outcome. All the outputs are described more as objectives, and they should have milestones set for the period of the programme, so progress towards the output/outcome can be measured*	Ideally it would have outputs separately for each of the outcomes. Some improved generalised outputs [worded as objectives] are identified below. These do not match one to one with the original outputs. In total you might have 6-12 outputs to fully realise your higher-level outcomes.

Current Framework	***Annotations/ Comments***	**Suggested improvements. For each goal, objective (outcomes and outputs) indicators would be established**
Resources and capacities for management of tiger habitats are improved and put to good use		1. An Integrated landscape plan is developed and implemented for each tiger reserve, buffer zone and corridor [by 2018) 2. Long term sustainable financing is made available for the implementation (including monitoring of the integrated tiger habitat landscape plans [by 2019] 3. Management effectiveness (under the integrated landscape plans) has shown marked improvement [from 2014 baselines] 4. Government, civil society and communities have the key capacities required to fulfil their role in implemented integrated landscape conservation plans [by 2018]
Human-tiger conflicts (HTC) are mitigated		5. Government, civil society and communities actively participate in reducing human-wildlife conflicts [by 2018] 6. Mechanisms are in place to significantly prevent human-wildlife conflicts from arising [by 2018]
Local communities in supported tiger conservation landscapes proactively support from tiger conservation measures		(This may not be needed as part of above outputs)

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