

Business case: Funding the KAZA Secretariat to Implement Conservation Projects in KAZA TFCA

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1. Purpose

To seek approval for £500,000 to fund the UK's support for conservation activities in the Kavango-Zambezi Trans-frontier Conservation Area (KAZA TFCA), implemented by the KAZA Secretariat.

2. Strategic Context

The world's animal populations have declined by almost two thirds in the last 50 years¹. For example, between 2007 and 2014 alone, African savannah elephants declined by a third. This decline can be attributed to a combination of wildlife crime, human wildlife conflict, land use change, habitat loss, pressures from population growth, and economic development. Between 1997 and 2011, the world lost an estimated \$4-20 trillion per year in ecosystem services owing to land-cover change and \$6-11 trillion per year from land degradation². Further, it is estimated that in 2014 around 15% of the world's population depended on wildlife for survival, either as a source of food or income³. Conservation work is therefore vital to simultaneously address biodiversity loss and support the communities that rely on that biodiversity.

The Prime Minister announced ahead of UNGA 2019 climate and biodiversity events that we are 'ramping up UK efforts with a new action plan to save the natural world', including plans to create 'pioneering green corridors in global biodiversity hotspots', which could, for example, 'help 250,000 elephants in the KAZA region migrate safely from one reserve to another'⁴. Wildlife (particularly 'ranging' megafauna such as elephants) and people share space; pressures are increasing as populations grow and traditional migratory routes used by wildlife are cut off. This can lead to human wildlife conflict and a reduction of connectivity between habitats (particularly protected areas). The UK supports a 'green corridor' approach, which facilitates conservation work at scale and across boundaries; acknowledging that wildlife and ecosystems do not recognise borders. A green corridor creates or enhances wildlife routes, and, as articulated at the 2018 IWT Conference in London, such corridors can 'benefit security, wildlife, people and the economy'.

The green corridor approach fits well with HMG's prosperity and security objectives in Africa. It also supports Defra's 25 Year Environment Plan, which sets out that we will be the first generation to leave the environment in a better state than we found it. By taking a leadership role in international conservation, HMG's work also aligns with SDG 15: protect, restore and promote sustainable use of terrestrial ecosystems,

¹ Since 1970 to 2019, the world has lost 60% of its global vertebrate population, and more than 40% of insect species are declining rapidly. (OECD (2019), Biodiversity: Finance and the Economic and Business Case for Action, report prepared for the G7 Environment Ministers' Meeting, 5-6 May 2019.)

² <http://www.oecd.org/env/resources/biodiversity/biodiversity-finance-and-the-economic-and-business-case-for-action.html>

³ <https://science.sciencemag.org/content/345/6195/376>

⁴ <https://www.gov.uk/government/news/pm-launches-new-action-plan-to-save-the-natural-world>

sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

The KAZA TFCA has been identified through Ministerial engagement and by a range of stakeholders as a priority green corridor area for UK engagement. The KAZA TFCA contains regions in Angola, Botswana, Namibia, Zambia, and Zimbabwe. The five partner countries formally signed the KAZA TFCA Treaty at the SADC Summit in 2011. The TFCA has a very high conservation value; for example, it has the largest contiguous elephant population in Africa⁵. Botswana hosts approximately 130,000 of these elephants, and Zimbabwe hosts approximately 50,000. The KAZA TFCA, the largest trans-frontier conservation area in the world, also boasts over 3000 species of plants; 100 of which are endemic to the sub-region.⁶

The KAZA TFCA is approximately 520,000 sq km⁷. The scale and potential for unlocking existing corridors in the TFCA means that the area offers a significant opportunity for UK to apply technical expertise and funding interventions. During a meeting on green corridors at the 2018 IWT Conference with ministers from Angola, Zimbabwe, Namibia and Botswana, Michael Gove signalled his intention for the UK to support national efforts of the KAZA countries and asked them for ways in which the UK could best provide support. At the recent African Wildlife Economy Summit held in Zimbabwe in June 2019, Minister Coffey met with KAZA ministers where it was agreed that the UK's engagement in KAZA would be undertaken through the KAZA Secretariat. The Secretariat has been mandated by the KAZA countries to oversee work in the TFCA and has a supporting role in holding individual countries to account to ensure that the programmes are delivered to time and on budget.

During the African Wildlife Economy Summit in June 2019, engagement with the KAZA States and Secretariat led to the identification of the following strategic pillars where the UK can add value:

- a. Land-use planning
- b. Human wildlife conflict
- c. Community livelihoods
- d. Combating wildlife crime.

Working with the KAZA Secretariat, Defra has identified projects worth £500,000 this financial year (2019/2020) which will achieve the following aims:

1. Improve data on land use, wildlife numbers, and migration patterns
2. Support the KAZA Secretariat to carry out trans-frontier conservation projects including unlocking green corridors.

These projects will allow the UK to make a substantial impact by supporting the Secretariat to address issues requiring action on the ground. The projects will also

⁵ <http://www.met.gov.na/national-parks/kavango-zambezi-transfrontier-conservation-area-kaza-tfca/297/>

⁶ <https://www.kavangozambezi.org/index.php/en/information/kaza-conservation-area>

⁷ http://wcs-ahead.org/kaza/kaza_tfca_large_scale_planning_final_7nov08_logo.pdf

deliver against our longer-term outcomes by linking conservation and human development issues and setting the groundwork for future UK funding in the region.

3. Business case

Rationale for Intervention

Currently, data for the KAZA TFCA is not sufficiently joined up or comprehensive to effectively inform landscape scale conservation interventions. If this issue is not addressed there is a risk that opportunities to take evidence-based actions within the landscape could be missed. In order to support conservation efforts that are successful in the long term, data collection is required to fill knowledge gaps and lay a foundation for evidence-based policy to be applied. This intervention will therefore improve this evidence base and allow future interventions to be unlocked.

The interventions will also offer an opportunity for HMG to fund well designed projects that facilitate the unlocking of green corridors and the realisation of KAZA's full conservation potential over the longer term. The projects will respond to the immediate needs of the Secretariat and build a strong relationship which can be used as a platform on which to engage in KAZA in the future, without committing the UK to indefinite financial aid. Through these projects and by working closely with the KAZA Secretariat, we intend to support them in building their capacity, for example building their experience of working with large donors and their ability to gain access to bigger funding sources, such as the Global Environment Facility funding, in the future.

Timing

The UK is leading calls to halt biodiversity loss, prevent the illegal wildlife trade and protect and restore key landscapes. The timing of the KAZA work provides an opportunity to highlight the UK's commitments to biodiversity. Firstly, the KAZA projects enable the UK to show leadership in the 'super year for nature' (2020), including the adoption of the Post-2020 Biodiversity Framework. Secondly, this new stream of work builds on the success of Darwin Initiative and IWT Challenge Fund projects in the KAZA states. Finally, these projects, which intervene at a landscape scale, have the potential to inform similar scale interventions through the Biodiverse Landscapes Fund.

Proposed Projects

Using the four strategic pillars identified with the KAZA Secretariat, we have identified projects suitable for funding. Three of these projects will be funded in 2019/20. The projects allow HMG to add immediate value to conservation efforts in the KAZA region.

The programme for 2019 consists of the following three projects:

- 1) Synchronised aerial survey workshops (£50k)

- 2) Monitoring of elephant movements and connectivity (£350k)
 - a) Elephant collaring
 - b) Veterinary fence assessments
- 3) Detailed planning for the three remaining wildlife dispersal areas (WDAs) (£100k)

Aerial survey

A synchronised aerial survey of the KAZA TFCA has been flagged as a priority by the KAZA Secretariat and other key stakeholders. The survey will gather data on wildlife numbers and movements and identify current uses of land across KAZA. It will address gaps in the current data sets and inform future interventions on effective land-use planning and human-wildlife conflict mitigation. Significantly, the survey will be synchronised across the KAZA countries. At the Kasane Elephant Summit in May 2019, which marked a significant moment since the signing of the KAZA TFCA treaty, the KAZA Heads of State re-affirmed their commitment to KAZA and publicly acknowledged the importance of elephant management and other wildlife as a resource shared collectively, across boundaries. The survey work therefore builds on this affirmation and will serve as a next step in maintaining transboundary cooperation.

£50k will fund two workshops which will bring together experts and key stakeholders from the region to develop standards and design for the Aerial Survey, to ensure best practice is followed and preparatory work is carried out, including confirming methodologies for the survey. These workshops will be delivered in October 2019 and will be pre-financed by WWF Namibia. In 2020/2021, subject to a subsequent business case and appropriate clearances, £250k will be used to fund the implementation of the aerial survey.

Monitoring of elephant movement and connectivity

There is a need for more and better data on the movement of elephants, as current data is not coordinated temporally or spatially, resulting in a lack of aggregated data for the entire KAZA TFCA. The UK will continue to work with the Secretariat to build capacity, to ensure the data is collected in a way that would support any future policy interventions. KAZA States affirmed, at the Kasane Elephant Summit in May 2019, that they consider elephants to be a key asset to unlocking the potential of the region. However, the majority of elephants in KAZA are concentrated in northern Botswana and Zimbabwe. In these areas, the numbers, migration patterns, and distribution of KAZA elephants can therefore be a source of human wildlife conflict, which can pose a barrier to unlocking wider community stewardship outcomes in the region. The information gathered from these two projects, outlined below, will inform future evidence-based decision making on elephant populations and human wildlife conflict mitigation measures.

Charismatic megafauna has also been flagged as a UK Ministerial and Prime Minister priority. Elephants are a keystone species, playing an integral role in maintaining ecosystem biodiversity, as feeding on tree sprouts and shrubs help to

keep the plains open and able to support the game that inhabit them⁸. Elephants also attract tourism income that has the potential to be leveraged for further conservation work⁹.

a) Elephant collaring

£225k will allow for the purchase, deployment and subsequent removal of c.40 elephant collars that will be distributed across the KAZA states. The project will be overseen by the KAZA Secretariat and coordinated by WWF Namibia, with input from local NGOs in the KAZA states. The project will contribute to longer term studies assessing movement of elephants across partner states. Together these will be used to identify priority actions in order to develop green corridors for wildlife and community benefits.

b) Veterinary fence assessment

The second project, costing £125k, will conduct an assessment of the impact of veterinary fences on wildlife movements. The assessment will focus on what the fences mean for the coexistence of wildlife and livestock, whether the fences promote safe connectivity pathways between areas, and will consequentially inform policy briefs on how partner states can work cooperatively on the matter, emphasising shared actions and priorities.

Wildlife Dispersal Areas

Another fundamental aspect of our conservation work will be to strengthen Wildlife Dispersal Areas (WDAs). These areas have been identified for current action within the KAZA TFCA, covering natural migration pathways for fauna which are critical for gene flow, population dynamics and species distribution. WDAs also represent inter-connected protected areas and provide a practical scale for tailored community and land use interventions and are microcosms for the KAZA TFCA at large. They have been widely hailed a success, as WDAs provide ground for a smaller, geographically-targeted intervention that is sensitive to the fact that KAZA is not one homogenous entity but requires bespoke action that contributes and solidifies the larger KAZA strategy. They are therefore able to provide meaningful community and wildlife benefits that contribute to a larger landscape scale conservation programme.

KAZA has established six WDAs across the TFCA. Mapping and assessment of three WDAs has been completed. Building on this experience, £100k will be used to assess the remaining three and will be directed towards operational and technical assistance to carry out the assessment.

The assessment will build on previous experience and models of WDA mapping and provide detailed land use maps. It will allow the Secretariat to develop a business proposition in the WDAs that pertains to tourism development, community

⁸ <https://www.savetheelephants.org/about-elephants-2-3-2/importance-of-elephants/>

⁹ It is estimated that the annual direct economic loss from reduced tourism due to elephant poaching in Southern Africa is \$4.64 million; across Africa, this was \$9.1 million annually. (Naidoo, Fisher, Manica, and Balmford (2016), 'Estimating economic losses to tourism in Africa from the illegal killing of elephants'.)

development and natural resource management, and human wildlife conflict mitigation. Previous WDA assessments have led to a range of actions being taken, including the realignment of some veterinary fences in the Chobe-Zambezi Floodplain WDA in order to reconfigure elephant movement pathways and reduce human wildlife conflict.

4. Available options

Option 1: Do not implement the conservation projects in the KAZA TFCA (status quo). This would have three consequences. Firstly, it would mean that the KAZA Secretariat would not be able to improve their data on wildlife and land use in the region, meaning that an opportunity would be missed for KAZA to make meaningful interventions on human wildlife conflict, community livelihood and land use issues. A lack of data would also make tackling illegal wildlife trade more difficult, as cross-border law enforcement may be difficult. Secondly, international conservation, particularly of megafauna such as elephants is of significant interest to HMG and is a priority for Defra Ministers. Finally, if no action was taken, there would be reputational risks for the UK, as the prospect of supporting the KAZA Secretariat has been discussed publicly, there is an expectation that the UK delivers. Further, the UK seeks to be a global leader in international conservation; if no action was taken, our image as a strong global leader in an area where we have been publicly engaging may be questioned.

Option 2: Fund the projects in the KAZA TFCA through the KAZA Secretariat. KAZA Ministers gave a strong steer at the Wildlife Economy Summit in June 2019 that UK engagement in KAZA should be directed through the Secretariat. They are in a unique position to deliver our priorities and have specifically identified the proposed projects as priorities for the region, and they have political support across the KAZA states. Furthermore, the Secretariat has broader oversight of work taking place in the region, meaning work is linked closely into KAZA's overall strategic portfolio.

The funding of the projects will address the lack of data in the region, which currently prevents the Secretariat and member countries from making evidence-based policy decisions at a landscape scale. By funding the projects, we will address the four strategic pillars through laying the groundwork for evidence-based policy intervention and show that HMG takes international conservation and joining up biodiversity and livelihoods seriously.

The funding is part of a two-year programme. The £500k spent in 2019/20 will be used to improve and standardise data and assess areas of the TFCA that have not yet been assessed. This will lay the groundwork for 2020/2021.

Option 3: Provide the grant to implementing partners in KAZA directly. If funding was to be granted to individual implementing partners, it may not satisfy our strategic interest in a 'landscape approach', as projects would not necessarily be joined up under one strategic framework or overseeing body. This is a risk, as the KAZA states and stakeholders more broadly have criticised the piecemeal approach that conservation in KAZA has taken to date. Thus, the KAZA Ministers gave a strong steer to HMG at the June 2019 Wildlife Economy Summit, that any work done in the KAZA region should be conducted through the KAZA Secretariat. It would also

damage the relationship between the KAZA Secretariat and NGOs we funded directly, meaning that any interventions would be difficult to implement, as there would be no Secretariat buy-in to the directly funded projects.

On balance, **option 2 is recommended**, as it delivers the HMG's strategic objectives in a way that works with the KAZA Ministers and Secretariat, ensuring value for money and delivery of outcomes.

5. Announcement

We expect the decision to allocate £500,000 to fund the UK's support for conservation activities in KAZA TFCA will be well-received by environmental NGOs and will provide a positive media opportunity.

We recommend making the funding announcement during Minister Goldsmith's upcoming visit to the region to maximise positive media coverage, and we will also look to combine this announcement with officially launching the £100m Landscapes Fund the Prime Minister announced at UNGA, as part of a £220m fund to boost global biodiversity.

We will work on a proactive cross-government communications plan alongside DFID ahead of the announcement. Further proactive communications handling will be provided in due course.

6. Risks

The following risks and mitigations have been identified:

- 1) Not supporting previous signals we have made to the KAZA Secretariat at the June 2019 Wildlife Economy Summit.

Likelihood: Medium Impact: High

Mitigation Strategy: Commit to supporting the KAZA TFCA through the KAZA Secretariat. Continue to engage with the Secretariat and work with them to agree a set of shared priorities.

- 2) Delays on the ground may lead to projects not being delivered on time or to budget.

Likelihood: Medium Impact: High

Mitigation strategy: Develop robust monitoring and evaluation criteria that the KAZA Secretariat must report against on a monthly basis. Regularly engage with KAZA officials to flag any significant risks to finance ahead of time.

- 3) The programme is not sustainable moving forward; the datasets created from aerial surveys, WDA planning, and elephant collaring do not inform future policy decisions.

Likelihood: Medium Impact: High

Mitigation Strategy: Work with the KAZA Secretariat to develop ways in which the data will be used to inform future planning and decision making, for example land use mapping. Ensure that the KAZA Secretariat provide a pipeline of work that includes intended outcomes after data has been collected.

7. Procurement Route

The KAZA Secretariat, as the coordinating body for KAZA, enjoys political buy-in from all KAZA states, and is the only organisation that we consider able to action these projects, through their accountable implementing partners. The data that is collected from these projects will be used to inform policy interventions aiming to benefit the wider community, i.e. improving biodiversity and livelihoods, combating the global illegal wildlife trade, and encouraging a regional Wildlife Economy.

8. Funding and Affordability

The cost of implementing these projects is £500k. This £500k of ODA funding has been secured as part of the 19/20/21 ODA budget allocation process.

Financial Regularity have approved the pre-financing of these projects, and they comply with the five Managing Public Money requirements. Money will be paid at the start of the projects, as follows:

- 1) Synchronised aerial survey workshops (£50k)
- 2) Monitoring of elephant movements and connectivity (£350k)
 - a) Elephant collaring (£225k)
 - b) Veterinary fence assessments (£125k)
- 3) Detailed planning for the three remaining wildlife dispersal areas (£100k)

9. Management

The implementation of the projects in KAZA will be managed by Defra in collaboration with KAZA Secretariat (Dr. Nyambe Nyambe), with whom we are currently developing robust monitoring and evaluation mechanisms in order to monitor spending and outputs.

KAZA TFCA spending update November 2019

Purpose:

To update on the current situation regarding KAZA spending.

Issue:

Increased risk of underspend due to KAZA Secretariat and its implementing partners not being able to spend the grant by our cash target deadline (15th Dec 2019), or complete the projects by the end of the financial year (March 2020).

Background:

In June/July 2019, we worked with the KAZA Sec to identify projects that represented an immediate need to KAZA that could be implemented quickly, using ODA underspend budget. Initially, these projects were straightforward, however in recent weeks questions have been raised about the feasibility of the projects happening within our deadlines. We have flagged and discussed this risk with the ODA and Finance teams and will be discussing the risk with the Procurement team tomorrow (Friday 1st November). Outlined below, is a summary of our current situation and options that we are looking to take forward with the Secretariat.

Projects and options:**1. Aerial survey workshop**

The workshops took place this month in Kasane. They were pre-financed by WWF Namibia. The workshops have been allocated 50k, and this can be granted as the workshops have taken place (actual spend 37k).

No action required.

2. WDA assessment

Responses from implementing partners have suggested that stakeholder engagement cannot start in December due to the festive season in Southern Africa. It is reasonable to assume that stakeholder engagement work cannot start until at least January 2020.

We have also been told by the implementing partners that the WDA assessment will take around 20 weeks to complete. If the start date is January, this project would not be finished until mid-May 2020, which is into next financial year. Finance rules state that we cannot roll one FY budget over to the next, and a project should be completed within the financial year the grant is given.

Options:

We propose to fund output 1 and output 2 this financial year and output 3 and output 4 next financial year, giving the WDA assessment implementers enough time to carry out rigorous and meaningful stakeholder engagement, without being constrained to our financial deadlines.

3. Elephant collars and movement monitoring

Due to the collars taking around 4 weeks to manufacture (they then need to be delivered to Kasane), compounded with the fact that the rainy season and the festive season are imminent, it is becoming increasingly unlikely that the collars can be procured and fitted by our 15th December deadline.

Options:

We recommend procuring the collars this year (2019/20) and fund their fitting and monitoring next year (2020/21), when the dry season returns.

4. Veterinary fences:

It has been clearly stated by the implementing partner that if the project must be completed by March 2020, it will not be possible to take the funding.

Furthermore, it was suggested that WWF could potentially take a subset of the grant to start progressing discussions about the main border fences and create an enabling environment that would involve a series of workshops and bilaterals to set the tone of the project.

Options:

We recommend holding off on funding for the veterinary fence assessment, as the assessment will not be able to be fully carried out by the end of the financial year (March 2020).