

Terminal Evaluation Report

February 2018

Protected Area Network Management & Building Capacity in Post-Conflict South Sudan

GEF Project ID: 3748; UNDP PIMS ID: 4000

Country:	South Sudan
Region:	Africa
Focal Area:	Biodiversity (GEF-4)
Implementing Agency:	United Nations Development Programme
Executive:	Ministry of Wildlife Conservation & Tourism of the Government of South Sudan
Implementing Partner:	Wildlife Conservation Society
Project Timeframe:	June 2011 - Dec 2016

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Terminal Evaluation Opening Page

Project Name:	Protected Area Network Management & Building Capacity in Post-Conflict South Sudan		
GEF Project ID:	3748		
UNDP PIMS ID:	4000		
Country:	South Sudan		
Region:	Africa		
Focal Area:	Biodiversity		
FA Strategic Framework:	BD SO1 – SP3		
FA Framework Objectives:	SP3 - Strengthening Terrestrial Protected Areas		
GEF CEO Endorsement Date:	November 2009		
Project document Signature by MWCT:	March 2011		
Project document Signature by UNDP:	March 2011		
Planned Timeframe:	Start:	Sept 2010	Closure: Dec 2014
Actual Timeframe:		June 2011	Dec 2016
Implementing Partner / Executing Agency:	Wildlife Conservation Society (WCS)		
Implementation Modality:	Implementation Partner (IP) Execution		
Other Responsible Parties:			
Project Cost:	US\$ 8,320,000		
GEF PPG Grant:	US\$ 100,000		
GEF Project Grant:	US\$ 3,820,000		
Co-Financing:	US\$ 4,400,000		
	WCS		US\$1,300,000
	Bilateral Aid (grant to WCS)		US\$2,100,000
	Government		US\$1,000,000
TE Review Timeframe:	Oct – Nov 2017		
Evaluation Team:	Philip Deng, National Consultant Richard Sobey, International Consultant / Team Leader		
TE Reporting Language:	English		

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Annexed in separate file: Audit trail from received comments on draft TE report

Exhibits:

- Exhibit 1: Project Information Table
- Exhibit 2: Ratings Summary Table
- Exhibit 3: Ratings & Achievement Summary Table
- Exhibit 4: Recommendations Table

Disclaimer

The TE views were discussed with UNDP, PSC members, the Ministry of Wildlife Conservation & Tourism, the Implementation Partner (WCS), local government partners and other key stakeholders. There was a stakeholder workshop held to present views and refine findings. A debriefing with the UNDP Country Office, Deputy Resident Coordinator was held. The MWCT, UNDP and RTA, and WCS provided comment on the draft report before finalization.

The views held within this report are those of the TE team.

Acknowledgement

The evaluation team would like to acknowledge all project partners who supported the development of this TE. In particular, the TE team would like to thank: Daniel Kir of UNDP who organized and facilitated the mission; Albert Schenk and his WCS team who supported us throughout the field work; and not least Dr Malik of MWCT who provided the government executive view.

Executive Summary

The executive summary is nine page summary of the the Terminal Evaluation (TE) report. The full report is presented after the abbreviations page which separates the two sections.

Exhibit 1: Project Information Table			
Project Title	Protected Area Network Management & Building Capacity in Post-Conflict South Sudan		
UNDP Project ID (PIMS #)	4000	PIF Approval	Aug 2008
GEF Project ID (PMIS #)	3748	CEO Endorsement	Nov 2009
Award ID	61441	ProDoc Signature	March 2011
Country	South Sudan	Project manager hired	March 2011
Region	Africa	Inception Workshop	June 2011
Focal Area	Biodiversity	Closure	Dec 2016
Strategic Programs	BD SO1 - SP3	Terminal Evaluation	Nov 2017
Trust Fund	GEF TF		
Implementing Partner / Ex. Agency	WCS		
Other execution partners:	Ministry of Wildlife Conservation & Tourism		
Project Financing:	at CEO endorsement (USD)	at End term (USD)	
[1] GEF financing	3,820,000	3,794,718	
[2] UNDP contribution	0	0	
[3] Government	1,000,000	1,000,000	
[4] Other partners & communities¹	3,400,000	14,383,756	
[5] Total co-financing [2 + 3+ 4]	4,400,000	15,383,756	
PROJECT TOTAL COSTS [1 + 5]	8,220,000	19,178,474	

1 - At close, apart from WCS (\$1.4m) and DfiD (\$0.218m), the contribution is complimentary USAID funding (\$12.77m) which has not been verified / audited by the project

2 - Actual expenditures and co-financing contributions through 31 Dec 2016

Project Description

The project will establish a core network of Protected Areas (PAs) covering an estimated 67,600 sq. km. of globally important habitat supporting one of the largest land mammal migrations on earth. South Sudan currently has a poorly functioning PA system as a result of the long civil war¹. Securing the four PAs (Zerif Game Reserve, Badingilo, Southern, and Boma National Parks) through on-the-ground management will expand the PA under effective management. The project will strengthen the capacity of the government, local communities, and the Ministry of Wildlife Conservation & Tourism (MWCT) at central level, thus providing the foundation for biodiversity conservation and overall PA network management in the country and region.

The project is expected to enable the government to take steps towards an expanded PAs network strategy and begin to implement it through government, private sector and NGO community partnerships. Progress will also be made with steps toward sustainable financing of PA systems through public and private partnerships and financing as capacity increases.

The UNDP Country Programme (2009-12) aimed to help realize the National Strategic Plan for the timely achievement of the Millennium Development Goals (MDGs). Three programme areas were: poverty reduction and achievements of MDGs; democratic governance; and crisis prevention & recovery. The project will help in making PAs financially viable and contributing to revenue generating opportunities for local

¹ South Sudan has PAs with various levels of effectiveness, varying between non-functional (e.g. Boro Game Reserve) to functioning, with however challenges in the context of civil unrest (Boma and Badingilo NPs). Before 2013, the management of Boma and Badingilo NPs was already much improved compared to a baseline in 2008

communities.

UNDP, as a lead agency in the recovery and development of the South Sudan, promotes the coordination, efficiency and effectiveness of development assistance. Through the inclusion of community representatives in wildlife conservation coordination mechanisms, the project will enhance democratic governance and accountability. Through the rehabilitation of PAs and the conservation of natural resources, the project will contribute to crisis prevention and recovery of rural areas, especially where people depend on natural resources for their livelihoods.

The project directly contributes towards the 2016 Sustainable Development Goal (SDG)²: Goal 15 - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

The project objective is:

- Secure the foundation for biodiversity conservation in the post conflict development of South Sudan through enhanced management effectiveness of the PA estate

Purpose and Methodology

The objective of the TE was to gain an independent analysis of the results of the project. The TE focused on identifying project design issues, assessing progress towards the achievement of the project objective, and identifying lessons-learned about the action. Findings of this review are also incorporated as sections on sustainability and impact, as well as providing recommendations for the future. The project performance was measured based on the indicators from the project's strategic results framework and relevant GEF tracking tools. The TE was an evidence-based assessment and relied on a review of available documents and feedback from those involved in the project.

Evaluation Ratings Summary

GEF-financed UNDP-supported projects of this type require the TE to evaluate the implementation according to set parameters and ratings. The result of this TE is presented:

Exhibit 2: TE Ratings Summary Table

1. Monitoring & Evaluation	Rating	2. Implementing Agency (UNDP) & Executing Agency (WCS) Execution	Rating
Overall quality of M&E	MS	Overall quality of Implementation / Execution	MU
M&E Design at entry	MS	Quality of UNDP Implementation	MU
M&E Implementation	MS	Quality of Execution – Wildlife Conservation Society (WCS)	MU
3. Assessment of Outcomes	Rating	4. Sustainability	Rating
Overall Project Outcome (<i>Objective</i>)	MS	Overall Likelihood of Sustainability	MU
Effectiveness (<i>each of the 3 project Outcomes</i>)			
- Outcome 1 (Capacity building for PA management improved)	MS	Financial resources	MU
- Outcome 2 (Site management of 4 PAs strengthened)	MS	Socio-economic	MU
- Outcome 3 (Sustainable financing for PAs initiated)	MU	Institutional framework & governance	MU
Efficiency	MU	Environmental	ML
Relevance	R		
5. Impact	Rating		
Impact	S		

² Report of the Inter-Agency & Expert Group on SDG Indicators (E/CN.3/2016/2/Rev.1), Annex IV, Final list of proposed SDG indicators <https://sustainabledevelopment.un.org/content/documents/11803Official-List-of-Proposed-SDG-Indicators.pdf>

Detailed ratings are tabulated below in **Exhibit 3**. A description of the scales is provided in section 1.5

Exhibit 3: TE Ratings and Achievement Summary Table	
Project: Protected Area Network Management & Building Capacity in Post-Conflict South Sudan (GEF Project ID: 3748; UNDP PIMS ID: 4000)	
TE Rating	Achievement Description
Outcomes/ Results	
Results Overall Project Outcome / Objective Achievement MS	<p>Objective: Secure the foundation for biodiversity conservation in the post conflict development of South Sudan through enhanced management effectiveness of the PA estate</p> <p>TE Rating: Moderately Satisfactory</p> <p>Justification: There were moderate shortcomings. The project is expected or has achieved most of its relevant objectives but with moderate shortcomings. The project isn't going to achieve some of its key global environmental objectives.</p> <p>The main shortcoming is considered the lack of capacity development (working in close partnership with all levels of government wildlife offices), despite improved management of the PA estate.</p> <p>Whilst a number of the indicators at Outcome level do lead towards attaining the project objective, many remain unapproved by government partners (e.g. wildlife law and two PA management plans)</p>
Effectiveness - Outcome 1 Achievement MS	<p>Outcome 1: Capacity building for PA management improved</p> <p>The overall TE rating for these four indicators is Moderately Satisfactory</p> <p>Justification: The four indicators are individually graded:</p> <ul style="list-style-type: none"> - Encroachment of PA estate reduced – Moderately Satisfactory - PAs Strategic Plan adopted & implemented – Moderately Satisfactory - Policy regulations for PA network – Moderately Satisfactory - Staff competencies – Moderately Satisfactory
Effectiveness - Outcome 2 Achievement MS	<p>Outcome 2: Site management of four key PAs strengthened</p> <p>The overall TE rating for these 7 indicators is: Moderately Satisfactory</p> <p>Justification: There are seven indicators individually graded:</p> <ul style="list-style-type: none"> - Illegal hunting of wildlife species - Satisfactory - Management Plans & Strategies – Moderately Satisfactory - Boma and Badingilo NPs gazetted - Unsatisfactory - Area patrolled by SSWS and the IP - Satisfactory - Engagement with local stakeholders – Moderately Unsatisfactory - Partnership agreements - Moderately Unsatisfactory - Pilot ecotourism projects established – Unsatisfactory
Effectiveness - Outcome 3 Achievement MU	<p>Outcome 3: Sustainable financing for PAs</p> <p>The overall TE Rating for these 4 indicators is: Moderately Unsatisfactory</p> <p>Justification: There are four indicators individually rated:</p> <ul style="list-style-type: none"> - Sustainable financing mechanisms - Moderately Unsatisfactory - Business plans developed for the PAs - Moderately Unsatisfactory - Operational budget for PA management – Unsatisfactory - Private sector partnerships - Moderately Unsatisfactory
Efficiency	
Efficiency MU	<p>The project heavily focused on gaining baseline biodiversity information for large mammals. This involved comparatively expensive spending on aerial surveys. The project document (Prodoc) did not envisage a high effort to do this, apart from to re-confirm pre-project biodiversity numbers and to support boundary determination for the selected PAs. Gazetting, extensions and boundaries were not considered as a priority on the government side.</p>

	<p>The project had a more immediate focus on supporting rangers and stopping illegal wildlife hunting which should be considered as cost effective. However, sustainability often rests on creating institutional capacity and delivering the building blocks for these institutions to work with (e.g. new legislation, strategies and management plans), which was an area the project was only partially successful at. Lastly, working on integrated conservation and development – i.e. livelihoods improved in return for conservation support, only really started in 2014/15, which was too little too late.</p> <p>There was a lack of explanation as to how the accounting for the GEF Trust Fund was separated from the accounting of the complimentary USAID funds (US\$12.77m) when project activities were largely alike.</p> <p>Efficiency Rating – Moderately Unsatisfactory</p>
	<p>Relevance</p>
<p>Relevance R</p>	<p>The project was relevant to national environmental and developmental priorities and was in line with GEF biodiversity priorities for terrestrial ecosystems.</p> <p>The objective concerned laying the foundations for biodiversity conservation through the improved management of the PA estate, in a <i>post-conflict situation</i>. Apart from 2011-13 (first 2 ½ years), the conflict situation returned intermittently through until project end in 2016 (the last 3 years). Thus, the project circumstances changed dramatically, and indeed had an impact on the IP who despite their best efforts, often just had to return to what they knew and could do best – wildlife survey and working with rangers whenever possible.</p> <p>Relevance Rating – Relevant</p>
	<p>Implementation - Execution</p>
<p>Implement- ation MU</p>	<p>Project Implementation: According to the given five categories (Implementing Agency - IA or Executive Agency - EA coordination & operational matters, partnership arrangements & stakeholder engagement, finance & co-finance, M&E systems (see next), and adaptive management (work planning, reporting & communications)</p> <p>Overall Rating: Moderately Unsatisfactory</p> <p>Justification: Implementation of most of the categories was not effective with both the IA and the Implementing Partner - IP exhibiting significant shortcomings in terms of coordination, operational management and engagement with the national partner. Planning and spending control was left to the IP without detailed accountability to the IA or the IP's supporting government partner.</p> <p>IA and EA Coordination & Operational Management</p> <p><u>IA (UNDP)- MU</u></p> <p>In 5 ½ years, there was only one annual PSC meeting (Nov 2012), and that was 1 ½ years after the start of the project.</p> <p>In December 2013 civil conflict broke out. This meant that UN staff operations were partly restricted. However, the IP was not under the same restriction, especially its local CSO partners in the field. From this point onwards, there was also a reluctance by international NGOs to engage with government, however conversely the UNDP mandate was to engage with government. This should have been identified by the project leaders (IA and IP) as an opportunity to develop a strategy whereby UNDP could engage with the MWCT on behalf of the IP, and the IP to formulate 'safe' field operations with their CSOs. However, PSC or other meetings with MWCT and partners were not held in this fashion.</p> <p>UNDP did not take the lead in coordinating and managing PSC meetings from 2014 onwards (i.e. annual PSC meetings for end 2013, end 2014, end 2015, end 2016) which was needed. This was a major failing.</p> <p>There are a number of reports (including the GEF UNDP MTR) that relate to WCS's struggling relationship with MWCT from 2014 onwards. A clear working environment instilled by UNDP as the overall project controller was not put in place. Indeed, support from GEF itself could perhaps have been better utilized.</p> <p><u>IP (WCS) - MU</u></p>

The IP (WCS) agreement with their supporting partner (MWCT) was based on: the GEF letter of endorsement from the Ministry of Environment, and WCS's MoU with the government (2007), however, obviously missing, was an actual WCS cooperation agreement with MWCT for the Protected Area Network (PAN) project to detail the working relationship under the project and the individual roles and responsibilities.

The project severely lacked a working 'collaborative management' method. There were few 'checks and balances' by UNDP, and the project had a limited working system of accountability. Due to the WCS historical way of working at top ministerial government levels only, the project suffered from a lack of inclusion of appropriate MWCT technical staff in communications, decision-making and capacity building.

Difficulties were also in part due to internal discord within MWCT / SSWS, which affected the relationship with the IP and implementation as a result.

Operational Management Overall - MU

Overall, constructive engagement between the key project stakeholders (UNDP, WCS and MWCT) broke down early in the project, due to a lack of management oversight by UNDP and the lack of control of their IP. The mitigating circumstances could be listed as: UNDP restructuring and lack of applied responsibilities thereafter, especially from 2014 onwards; a poor WCS-MWCT relationship that developed; changes in MWCT staff, allied to the IP's method of attempting to only work at ministerial level; and civil unrest.

Efforts to finalise the project since mid-2015 have been much better, with the MTR (Dec 2015) and TE (November 2017), and a final PSC meeting and closure report in late 2017- early 2018.

Partnership Arrangements & Stakeholder Engagement

The IP developed partnerships (via sub-contracts) with four CSOs in two PAs – Boma and Badingalo, however these were mainly enacted late in the project cycle (2015-16), thus the awareness (Community Conservation Security Partnerships - CCSPs) and livelihood (Livelihood Small Grants Program - LSGP) activities have been of limited time and scale.

Finance

Disbursement of the GEF Trust Fund grant almost reached 100%.

The IP did not breakdown the GEF TF budgets beyond the Outcome levels per year under standard accounting codes (consultants, contractual services, travel, supplies, miscellaneous, training & workshops). Thus, the tracking of outputs by spending in order to gauge the level of activity / input was not possible.

Adaptive management (work planning, reporting & communications)

Work planning

Workplans and budgets were prepared for 2012-16. Discussion and management of the previous years' activities and spending in each case appears to have been minimal.

Reporting

WCS produced annual reports provided sufficient detail from the IP point of view, however the critical oversight on these reports appeared minimal. The main problem with the annual reports and virtually all other project reports is that the political and civil unrest dialogue is intertwined with the project activities narrative. The reporting by the IP on behalf of the IA has been mainly limited to IP annual reports being transcribed to Project Implementation Reviews (PIRs).

Missing documentation includes: Inception Report; PSC Membership establishment with roles & responsibilities; and any IP project agreement with their government cooperation partner. The IP Project Final report remains in draft format. The IP appear to have paid more attention towards reporting for the complementary USAID Conservation of Biodiversity across the Boma-Jonglei Landscape project

Communications

Communications between the IA, the EA and the government partner MWCT have been limited. This is not only due to the security situation since December 2013, changes in government and UNDP management change, but also due to the poor relationship of the IP with their government partner.

	Monitoring & Evaluation
M&E MS	<p>M&E Systems – Design & Implementation</p> <p><u>Overall quality of M&E - MS</u></p> <p>The main M&E method was to approve annual workplans and budgets and to scrutinize / endorse spending from the previous year. This was to be the main role of the PSC, even if the final approval of plans lay with UNDP’s own agreement with government (Ministry of Finance). However, the PSC only functioned as an <i>ad hoc</i> group with floating membership. The main M&E methods for the IP and IA, were annual report and PIR report (which ran mid to mid-year) respectively which were primarily written as narratives.</p> <p>Tracking progress of indicators against targets was not effective. There were no standard percentage completed figures for example.</p> <p><u>M&E at Design - MS</u></p> <p>During the LPAC meeting to locally appraise the project (2010), the requirement to fully establish the PSC with roles and responsibilities was made, however, this was never achieved.</p> <p><u>M&E Implementation - MS</u></p> <p>The IP produced annual reports and the IA produced Project Implementation Reviews (PIRs)</p>
	Sustainability
MU	<p><u>Sustainability:</u> According to the four GEF risk categories (financial, socio-economic, institutional & governance and environmental), present status, and towards the future is assessed.</p> <p>Overall Rating: Moderately Unlikely</p> <p><u>Justification:</u> There are significant risks, but due to progress made by the IP, the building blocks are being put in place, even if the country ownership is still lacking. It also depends on the recommendations of the TE taken-up, otherwise the risk would be considered severe. The future is largely unknown due to on-going political instability and civil conflict. Many of the advances made by the project are not sustainable without further donor funds.</p> <p>Financial Risks to Sustainability - MU</p> <p>South Sudan is in financial dire straits. Project Outcome 3 was designed to address financial sustainability, however practical avenues were largely not explored (leveraging development funds from international NGOs by for example using GEF funds as ‘seed money’, or leveraging conservation funds from extractive – oil and mining companies in the form of conservation easements – either ‘wildlife managed rights of way’). The IP has supported the development of a GEF-6 biodiversity project.</p> <p>Socio-Economic Risks to Sustainability - MU</p> <p>The country is in a dire situation. The risk at present is donor fatigue with the high cost, high danger level, and under-funded humanitarian relief programme. The donors are unable to move from conflict resolution and disaster relief (six million people food-insecure, two million internally displaced, two million in camps in neighbouring countries according to OCHA) to socio-economic recovery and development modes.</p> <p>The sustainability and scale of impact of the CSOs was difficult to fully assess due to security limitations on the TE. Whilst the local schemes developed by the project have shown some promise, they need to be implemented on a more comprehensive scale by international development NGOs, with their own complimentary funding. This needs to be explored much more by the UN agencies.</p> <p>Institutional Framework & Governance Risks to Sustainability -MU</p> <p>The overall objective and Outcome 1 of the project were focused on building institutional capacity and building the planning / legal framework for PA conservation. At present, MWCT is a restructured ministry (April 2016) in a temporary compound, and subject to political turmoil, with financial and security hardships. MCWT are unable to govern their PA network. Field communication is often via HF radio and without internet – email in many instances.</p> <p>For future sustainability, WCS need to develop a much better working relationship with MWCT, and accept the latter’s frailty and failures, as well as the fact that ultimately conservation success will be down to national responsibility, motivation and political willpower. There remains a need for key conservation partners, such as WCS to continue work at a national strategic level and train others to teach the management work at the PA site level.</p>

	<p>Environmental Risks to Sustainability - ML</p> <p>As USAID and WCS see a long-term future in South Sudan, and WCS hold many of the technical ‘conservation keys’, they will be able to unlock the ‘PA network building programme’ again when the conditions are suitable. Furthermore, WCS are expected to implement part of the next large-scale PA project (under GEF-6). They have a secure relationship with USAID, as well as having their own conservation funds.</p>
	<p>Impact</p>
	<p><u>Impact:</u> According to the three GEF categories (Significant, Minimal or Negligible), present status and towards the future</p> <p>Rating: Significant</p> <p><u>Justification:</u> The project has made a significant positive impact, with respect to understanding the baseline for wildlife conservation and developing some of the PA governance structures (wildlife law and demonstrated management at three parks).</p> <p>The overall objective was an improved management effectiveness of the PA estate. The results and impacts were: Some improvement ecological status, but present conditions for PA strengthening are not good; WCS reported the decline in wildlife numbers slowed down to near being stabilised (2011-13), but are since declining faster again due to conflict; Reduction in stress on ecological systems - In some instances, but traditional pastoralist systems disrupted with new groups with weapons. For BNP, the numbers of cattle are rising.</p> <p>PA infrastructure has been built. There have been supporting patrols and wildlife crime prosecutions. Overall the impact has been improved management of part of the PA estate.</p> <p>The three Outcomes were: 1 - capacity built; 2 – management of four parks strengthened; 3 - sustainable financing options prepared. The expected impacts and results were:</p> <p>Capacity Built - The result has been: a legal framework for wildlife conservation established; and wildlife staff capacity built mainly at three parks; and local conservation partnerships developed in two national parks. The impact is that illegal hunting of wildlife has been significantly reduced from the baseline pre-project.</p> <p>Training Delivered – From 2007-17, the IP has trained 1,470 wildlife staff and other stakeholders in conservation techniques, community conservation security partnerships and integrated conservation & development actions (i.e. alternative livelihoods).</p> <p>Management of four parks strengthened - The results included: infrastructure at three parks established; two management plans and one park strategy prepared; administrative and ranger patrol systems established at three parks. The impact has been to provide a strong demonstration of PA management for the future work of the MWCT and their SSWS.</p> <p>Sustainable financing options - The result was mainly linked to funding for future conservation projects. The impact on a wider scale has been minimal.</p> <p>Comment on Impact - The project’s logic and intended impacts did not change, however many of the risks and assumptions dramatically changed, indeed new risks also arose, which in turn meant added new and changed assumptions. This meant that the scale of project operations were severely curtailed, however the IP continued to adapt and work through three years of periodic and intense civil unrest / conflict.</p>

Conclusions

After mid December 2013, the ‘government’ was focused on security and military matters, and in this state of flux, the international donors were reluctant to engage with them, partly to maintain a neutral stance and partly to nudge the factions towards a peace process and ultimately to signing the 2016 Comprehensive Peace Agreement (CPA). There were also concerns by the donors on the ‘legitimacy’ of the then government in the light of the opposition factions led by SPLM-IO. Furthermore, the UN ‘Programme Criticality’ exercise deprioritized the project³. In the light of these changes with ensuing risks, there arose a number of unforeseen project implementation challenges and gaps emerged in the normal application of UNDP project management procedures most notably formal PSC meetings.

³ Report on Programme Criticality support mission to South Sudan (Jan 2014) – lists the UNDP GEF PA project as Programme Critical (PC) Grade 3. This meant that operational activities were often curtailed in the light of heightened risk (danger) levels. The PC system was still in place in June 2016.

The high expectations of the project appeared beyond the implementation capacity of the IP, which was partly due to political conflict and civil war. There wasn't an agreed PSC membership or written mandate for their role. There weren't any PSC meetings for 3 ½ years.

The IP failed to identify a sufficient number of trusted senior level and key technical staff within the MWCT to work with. In fact, the IP, who were used to working directly at ministerial level, had their *modus operandi* dashed with the high number of political changes, including positions being left vacant. Thus, apart from the PSC, the project also needed a partner leadership group and a technical cooperation group to function irrespective of changing ministerial appointments.

When certain activities at national level could have been moved along (e.g. agreement on the park management plans / strategies), they were not, due to the lack of effective collaboration between the IP and their partner, the MWCT and the lack of management oversight by the GEF IA, UNDP in ensuring this. Instead, for 3 ½ years, the IP worked with minimal oversight. Only one annual workplan and budget (2013) appears to have been formally endorsed by the Ministry of Finance (August 2013).

The project worked strategically at the national level to promote policies and laws on wildlife conservation, and at the park level, to promote practical management actions (mainly to reduce human threats). However, the lack of a collaborative strategic plan for wildlife conservation indicated just how far apart the IP and their government partner became.

The Community Conservation Security Partnerships (CCSPs) provided space for civil society and other actors to engage and input into conservation activities. This was important, in light of a high incidence of intra - inter communal violence and unrest, and at a time when there was little or no opportunity for dialogue concerning peace building. The adaptation of the project towards being conflict sensitive and engaging with communities on this subject has been commendable. In the face of political upheaval and wider ethnic tension, the gains of the project appear fragile, however the legacy is there for future cooperation between state and donors.

In a number of instances, the results framework was not followed or outputs were not completed. The overall effect of allowing the IP freedom to design conservation actions may have been limited, but strategic support from UNDP could for instance have: ensured: stronger national-level capacity building, commitment and ownership of the project; and promoted much earlier wider livelihood support at the local level.

Many reports and technical materials were not completed, or at best approved final versions were not delivered (e.g. Final Report). UNDP should have had stronger controls on deliverables being linked to the reimbursement of funds.

For future projects the WCS working method needs improvement so that the MWCT are seen as their main decision-making partner and capacity building beneficiary. At present, the WCS method is to gain global approval of project actions at minister level and then go direct to the field to implement.

The new GEF-6 PA project is expected to be submitted in 18 months' time. It will require much stronger leadership, and oversight with 'checks and balances' control of the implementation. At present the GEF Project Identification Form (PIF) puts MWCT as an executing partner, in conjunction with the African Wildlife Foundation (AWF) and WCS as 'executing' components 2 and 3 (Wildlife Protection in the Sudd) respectively. However, the overall implementation modality will remain as UN Direct Implementation Modality (DIM), with the expectation of a project management unit / office set-up by UNEP and NGOs sub-contracted as 'Responsible Parties' as opposed to direct NGO - Implementation Partner method.

Recommendations

Exhibit 4: Key Recommendations Table (with responsible entity)

Project Management / Completion

1. UNDP 'Letter of Support' signed by the UNDP Country Representative, to MWCT regarding completion of the present stage of the draft wildlife and tourism laws indicating that the development of these two bills has been under the UNDP-supported GEF-financed Protected Area

Network Project with MWCT. The development of the wildlife law is also part of the South Sudan Development Plan (2011-16) and part of the UNDP assistance with the Ministry of Finance under the UNDP Country Programme Action Plan (2011-16) with the target indicator as 'adoption of the new wildlife law by the Council of Ministers in 2016. [UNDP]

2. MWCT will formally request to the Ministry of Justice (MoJ) with the UNDP letter of support attached, that they would like to offer their support to the MoJ in the completion of the assessment of the draft wildlife and tourism laws. [MWCT]
3. Endorsement by Director level of PAs & Wildlife Management at MWCT of project deliverables: Management Plans (Boma & Badingilo) - by end December 2017 [MWCT to endorse]
4. Finalisation of Terminal Evaluation by Jan 2018; Final PSC meeting (by end 2017 - was actually held Nov 24, 2017) with a discussion of project assets; and UNDP Completion Report (by end March 2018) [UNDP]
5. Support for a local stakeholder consultation of the Badingilo Management Plan. The consultation can be added as a signed annex to the BaNP MP. [UNDP to support financially for at least 10 days (covering two locations)].
6. The CCSPs need a handover or management mechanism if they are not to be continued with WCS support. The CCSPs were / are an important part of the project and the country efforts to maintain conservation and security, thus the project needs an exit strategy for them [WCS]
7. The project assets need to remain with the parks that they were designated for, however they should remain in store until their security, maintenance and operational costs are forthcoming. For the case of SNP, the new US Fish & Wildlife Service project assures this, once a letter is provided by WCS to the UNDP / MWCT to confirm. [UNDP / WCS]
8. The K9 dog sniffer unit assets need to remain in their home with WCS as the care of these trained animals is important. [UNDP / WCS]

Future

9. Recovery funds are needed to complement future PA projects, especially around Boma, SNP and Badingilo if this PAN project is to become sustainable. The Relief and Rehabilitation Commission (as the regulatory and coordinating body of the NGOs) should be approached. [NGO forum – WCS to access]
10. Future projects require stronger leadership from the UN and from government partners. This means in practical terms that PSCs should have a clear mandate with roles and responsibilities and that the particular UN agency should take the lead in this, as well as in organising (and co-chairing) the PSC meetings themselves. [UNEP, UNDP, with MWCT support]
11. Future projects require a much stronger 'country ownership'. For UN projects, this may mean that they are conducted under National Implementation Modality with a National Project office set up. [UNDP, UNEP, MWCT]
12. The view of the TE is that the new GEF-6 PA project should be under Direct Implementation Mode (but not executed via a direct NGO-Implementation Partner), but rather with a national project management unit / office structure executing the project on behalf of UNEP, with sub-contracts as 'responsible parties' for the three component implementers. [UNEP and their direct government partner to decide with GEF involvement]
13. Under the GEF-6 PA project, the WCS method for developing sustainable livelihoods (Outcome 3.3 – Community-based conservation in the Sudd ecosystem) is expected to be through advertising and the hiring of CSOs. Based on the experience of this GEF-4 PA project, the recommendation would be to hire an international NGO that specializes in livelihood development and who could co-commit recovery funds as well. (due to the scale of interventions needed) [UNEP to establish such co-financing during the development of the new Prodoc – see also point about recovery funds and WCS accessing the NGO forum]

Abbreviations and Acronyms

APR/PIR	Annual Project Report / Project Implementation Report
ATLAS	UNDP tracking system
AWP	Annual Work Plan
BaNP	Badingilo National Park
BJLP	USAID WSC Conservation of Biodiversity across the Boma-Jonglei Landscape (complementary funding to the GEF-4 PAN project)
BNP	Boma National Park
CCSP	Community Conservation Security Partnerships (developed by the IP)
CPA	Comprehensive Peace Agreement
CPAP	Country Programme Action Plan
CSO / CBO	Civil Society Organisation / Community-based Organisation (~local NGOs) [the project CSOs are ART & OSDI in Boma; and CEPO & PDCO in Badingilo]
DIM / NIM	Direct or National Implementation Modality for projects of UN agencies
EA	Executing Agency (~IP - NGO WCS in cooperation with MWCT)
GEF	Global Environment Facility
GOSS	Government of South Sudan (of the Republic)
GR	Game Reserve
HDIGU	UNDP Human Development & Inclusive Growth Unit (GEF IA Project Manager)
IA	GEF Implementing Agency (i.e. UNDP)
IP	Project Implementing Partner (NGO WCS)
LEM	Project Wildlife Law Enforcement Monitoring system
LPAC	Local Project Appraisal Committee
LSGP	Project IP Livelihoods Small Grants Program
M&E	Monitoring and Evaluation
MoEF	Ministry of Environment & Forestry
METT	GEF Monitoring & Evaluation Tracking Tool
MP	Management Plan
MTR	Mid-term Review
MWCT	Ministry of Wildlife Conservation and tourism (chair of PSC, Executive)
NGO	Non-Governmental Organization
NP	National Park
PA	Protected Area
PAN	Protected Area Network Project (this GEF-4 project)
PCA	Project Cooperation Agreement (between UNDP & the IP)
PIF	GEF Project Identification Form (precursor to Prodoc)
PIMS	Project Information Management System
PM	Project Manager
PRF	Project Results Framework (~logframe / Strategic Results Framework)
Prodoc	Project document
PSC	Project Steering Committee
SDG	Sustainable Development Goal (UN development goals - superseded the Millennium Development Goals)
SMART	Indicators being - Specific, Measurable, Achievable, Relevant and Time-bound
SNP	Southern National Park
SPLA	South Sudan People's Liberation Army with the political wing SPLM – 'Movement' and IO – 'In Opposition'
SSWS	South Sudan Wildlife Service (under the management of MWCT)
TE	Terminal Evaluation (of the project)
the project	UNDP GEF Protected Area Network Management & Building Capacity in Post-Conflict South Sudan
UNDP	United Nations Development Programme (GEF Implementing Agency, member of PSC)
UNCBD	United Nations Convention on Biological Diversity
UNDSS	UN Department for Safety and Security
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
WCS	Wildlife Conservation Society (the IP)
UNITS	US\$ United States Dollar; M Million; Ha Hectare (100 m x 100 metres)

1. INTRODUCTION

1.1. The project

The UNDP-supported GEF-financed project started on 16 June 2011 and ended 31 December 2016. This included an 18-month extension from mid-2015. It was implemented by a United States registered NGO, called the Wildlife Conservation Society (WCS) in cooperation with the Ministry of Wildlife Conservation and Tourism (MWCT). The main beneficiaries were Boma (BNP), Badingilo (BaNP), and Southern National Parks (SNP)⁴

1.2. Purpose of the review and report structure

Purpose

This is the Terminal Evaluation (TE) of the full-sized UNDP GEF project titled 'titled 'Protected Area Network Management and Building Capacity in Post-Conflict South Sudan (PIMS 4000)'. The objective of the TE was to gain an independent analysis of the achievement of the project at completion, as well as to assess its sustainability and impact. The report focuses on assessing outcomes and project management. The TE additionally considered accountability and transparency, and provided lessons-learned for future UNDP-supported GEF-financed projects, in terms of selection, design and implementation.

Structure

This report is in six sections - introduction, description, findings, sustainability, impact and conclusions / recommendations. The UNDP-GEF rating scales are described in section 1.5. The findings (section 3) are additionally divided into strategy / design, implementation / management, and results.

1.3. Scope and Methodology

Approach

The overall approach and methodology of the evaluation followed the guidelines outlined in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects. The TE was an evidence-based assessment and relied on feedback from persons who were involved in the design, implementation, and supervision of the project. The TE team reviewed available documents (**Annex 7**), conducted field visits and held interviews. The international consultant was the team leader and responsible for quality assurance and consolidation of the findings of the evaluation, and provided the TE report.

The field mission took place from 29th October until 9th November 2017, according to the itinerary compiled in **Annex 11**. The agreed upon agenda included a UNDP briefing to the team on 30th October in Juba, a stakeholder workshop on 8th November, and a debriefing to UNDP on 9th November.

Methods

The TE determined if the project's building blocks (technical, financial, management, legal) were put in place and then, if together these catalysts were sufficient to make the project successful. The TE method of working was to utilise a 'multi-level mixed evaluation'. This method was appropriate because the task was to evaluate delivery of a new service which was being tested through state institutions and an NGO with agency support. The method allowed for a high degree of cross-referencing and was suitable for finding insights which were both sensitive and informative. Pro-forma questions on key themes such as those provided by the UNDP GEF guideline were updated by the team (**Annex 10**).

Protected Area (PA) visits – Two PAs were selected, primarily for reasons of 'stronger security' / being relatively 'safer' to visit. They were Boma and Southern National Parks. Boma was not visited due to surface water on the airstrip and a UN Department for Safety and Security (UNDSS) 'code white' security alert restricting all travel in Juba, except for Critical Program 1 (Life-saving operations) movement only.

⁴ Project activities were also later conducted in Lantoto National Park, in order to compensate for the difficulty of work in Zeraf Game Reserve and in Boma National Park, once civil unrest developed there

Risks and Assumptions

Security - There were distinct security issues in-country which affected the TE, for example, plans for the Southern National Park (SNP) field visit were approved by UNDSS, however the park staff were met in Rumbek, as opposed to the park headquarters due to road insecurity and safety issues.

Stakeholder feedback

Due to the security situation, gaining a representative view from local stakeholders at the PAs was limited. Additional skype / telephone interviews with the Implementing Partner's (IP) sub-contractors and others were arranged to compensate for the difficulty in travel. Meetings were held with key partners and stakeholders (**Annex 6**, see also Mission Agenda **Annex 11**). At the local level, the TE visited Rumbek to talk to representatives of SNP, and visited one of the CSOs with offices in Juba, and talked to the other three CSOs via skype or phone.

1.4. Ethics

The review was conducted in accordance with the UNEG Ethical Guidelines for Evaluators, and the reviewer has signed the Evaluation Consultant Code of Conduct Agreement form (**Annex 15**). In particular, the TE team ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders' dignity and self-worth.

1.5. Rating Scales

The rating scales are provided in **Annex 10**.

2. PROJECT DESCRIPTION

2.1. Development Context

GEF Focal Area Strategies - The project addresses the first strategic objective in the GEF Biodiversity Focal Area - Strengthening National Systems of PAs and meets the eligibility criteria under strategic program 3: Strengthening Terrestrial PA Systems.

South Sudan Development Plan (2011–16) - recognizes the need to protect and sustainably manage natural resources and environment through development of environmental, wildlife and PA policies, laws and environmental processes; anti-poaching and law enforcement; raising environmental awareness; conducting surveys, research, monitoring, development of PAs infrastructure.

Interim Cooperation Framework of the UN Country Team in South Sudan - Recovery, Resilience & Reaching the Most Vulnerable (2016-17) - (Outcome 1 – More resilient Communities) linkage with implementation of the Agreement on the Resolution of the Conflict (Section 5.1 Develop policies and frameworks for preservation, conservation and sustainable use of environment)

UNDP Country Programme Document (2016-17) - Pillar 1 - More resilient communities and reinvigorated local economies - UNDP will build on its country-level and global experience and expertise, existing partnerships with the government, the GEF, and other stakeholders, to help farmers and pastoralists adapt to climate change and reduce conflicts over natural resources.

UNDP Country Programme Action Plan (2011-16) - Outcome 2 / Output 3: Improved institutional and community capacity to sustainably manage land, natural resources and the environment:

- UNDP strengthening the capacity for the creation of an ecologically representative and connected network of PAs. UNDP will also seek to build the capacity of the MWCT to effectively manage and sustainably develop key PAs
- UNDP's support will include: (i) Development of a legal framework to effectively manage PAs and mobilize the necessary investments to manage four key PAs and (ii) Enhancement of institutional and human resource capacity to establish and maintain effective park management. UNDP will contribute to the mainstreaming of wildlife conservation.

- Indicator - Existence of a regulatory framework for the management of PAs: Target (2014): Wildlife Bill reviewed and adopted by the Council of Ministers; Target (2016): PA network strategic plan adopted and implemented, conforming to IUCN criteria⁵.

National Strategies and Conventions

- RAMSAR International Wetlands – The Sudd (including Shambe National Park & Zeraf Game Reserve)
- Convention on Trade in Endangered Species (CITES) - Observer status

UNEP National Capacity Self-Assessment & Action Plan for environmental management - The project supported MoEF in collaboration with **UNEP** to prepare this including providing information towards the country's 1st State of the Environment report.

South Sudan joined **UNESCO** (March 2016) and is expected to nominate Boma & Badingilo as a World Heritage Site (WHS). The project supported the MWCT in the selection of this proposed UNESCO WHS.

2.2. Problems that the Project Sought to Address

The most significant barriers to biodiversity conservation are the near absence of PA network infrastructure, lack of financial resources for their rehabilitation, and insufficient capacity of the government due to decades of civil conflict.

Systemic weaknesses - The country lacks the policy frameworks, capacity to implement them and clarity in institutional mandates to move towards the effective management of its biodiversity within PAs. The country's constitution divided land, forest and other natural resources in accordance with state jurisdiction boundaries and structures, preventing the holistic approach needed for biodiversity conservation. This has resulted in diverse policies, incoherent legislation and by-laws, policy gaps, and institutional weaknesses.

Several of the PAs were never legally created due to disruption by the civil war, nor were appropriate consultation processes undertaken with local communities. The framework for biodiversity conservation in and outside PAs is lacking. The GEF intervention is proposed to address gaps within relevant sectors and provide a geographic focus for the PA estate. In addition, technical and infrastructure capacity must be expanded in order to support the establishment of PAs as the cornerstone for natural resource management in the region.

Operational barriers - The boundaries for Boma and Badingilo National Parks (BNP and BaNP) were proposed in the early 1980s, but the Parks were never officially created as conservation activities had to be suspended with the outbreak of the war⁶. Southern National Park (SNP) on the other hand was legally created in 1939, however, the then developing physical infrastructure and management capacity was completely destroyed during the war and years of neglect. The GEF intervention will focus on these sites, helping to overcome the identified operational barriers, namely: boundary delineation and management planning for the sites, technical capacity for biodiversity monitoring and management, collaborative management frameworks, access and user rights, as well as enforcement of management policies on site.

Financing for conservation - given the lack of PA strategy, structure, institutions and capacities, funding for South Sudan's conservation work remains limited, with donor support focused on reconstruction and humanitarian efforts. Several opportunities for raising PA financing exist which include the potential for conservation easements⁷ from the extractive industry in the country. At this stage it is difficult to capitalize on such potential sources as South Sudan lacks the strategic guidance and framework for PA financing and modalities for engaging private entities.

The GEF support will help address this gap by

- (i) making the case for PA financing to raise it as a priority together with reconstruction efforts
- (ii) supporting the government in developing a strategy for raising conservation easements and

⁵ This is a good example of why UNDP should be pushing the project draft wildlife law through to the Council of Ministers – see later and recommendations

⁶ These Parks were officially created - Badingilo in 1978 and Boma in 1986. The protracted wars affected their development.

⁷ The project design and results framework mentions such 'conservation easements' a number of times

(iii) developing guidelines for the PA network and testing business planning in the pilot sites.

The specifics of these conservation easements and potential for biodiversity offsets will be further fine-tuned and determined during project preparation.

2.3. Project Description and Strategy

The project directly contributes towards the 2016 Sustainable Development Goal (SDG)⁸ targets⁹: Goal 15 - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss. The relevant targets are:

- 15.1 By 2020, ensure the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements
- 15.5 Take urgent and significant action to reduce the degradation of natural habitats, halt the loss of biodiversity and, by 2020, protect and prevent the extinction of threatened species
- 15.7 Take urgent action to end poaching and trafficking of protected species of flora and fauna and address both demand and supply of illegal wildlife products
- 15.9 By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts

Project Location

The project focused on three national parks – Boma, Badingilo and Southern and their adjacent communities. Originally Zeraf GR was to be included, but due to civil strife, no activities in this area were undertaken. Instead, the IP conducted further activities (mainly initial survey work with some operational / technical support) in Lantoto and Shambe NPs. The project additionally had a national capacity building element in Juba with the MWCT.

Map of the Project Area

See **Annex 13** for a detailed project area map, which additionally indicates the CCSP areas.

Project Timing & Milestones

The project timing was from June 2011 until end December 2016. The project document does not mention milestones or benchmarks either in relation to the outputs and their process indicators or otherwise. This TE assesses outcome indicators (**Annex 1**) in order to determine gradings. However, outputs are also presented in **Annex 2** with their achievement reported and commented on by the TE.

Comparative Advantage

UNDP had the comparative advantage of being the only GEF Implementing Agency with in-country presence, although UNEP for example are now also present. At the country level, UNDP has been supporting the reconstruction process, integration of soldiers into civil life, governance on land tenure and the reduction of resource-based conflicts. Globally and in Africa in particular, UNDP works with over 30 countries on consolidating, expanding and ensuring the sustainability of their protected areas estate in accordance with the Convention on Biological Diversity's (CBD) guidance.

WCS was one of the principal conservation NGOs working in South Sudan in the 1980s. Following the signing of the Comprehensive Peace Agreement (CPA), WCS was invited to reopen its program starting with the first systematic aerial assessment since the surveys conducted in the early 1980s. WCS is the lead technical wildlife conservation and PA partner of the MWCT for the USAID-funded Boma-Jonglei Landscape project which includes the PAs Boma, Badingilo and Zeraf.

⁸ Report of the Inter-Agency & Expert Group on SDG Indicators (E/CN.3/2016/2/Rev.1), Annex IV, Final list of proposed SDG indicators <https://sustainabledevelopment.un.org/content/documents/11803Official-List-of-Proposed-SDG-Indicators.pdf>

⁹ Originally the project was expected to contribute towards attainment of MDG 1 (eradicating extreme hunger and poverty) and MDG 7 (achieving environmental sustainability) MDG 1 corresponds with SDG target 1.1, and MDG 7 corresponds with SDG target 12.2 (By 2030, achieve the sustainable management and efficient use of natural resources)

Replication

The Prodoc (para 133) provided insights into aspects of the project which lend themselves to replication: PA management strategies for large PAs; establishment of community partnerships; financial planning and identifying sources of sustainable financing; approaches to wildlife law enforcement and anti-poaching activities which also help improve community security; and training programs designed to effectively administer and manage PAs.

2.4. Implementation Arrangements

Project Management Structure

As decided by the UNDP Local Project Appraisal Committee (LPAC), the implementation modality for UNDP was to engage an NGO, in this case WCS, who were denoted as the Implementation Partner (IP) (i.e. the Executing Agency). According to the Prodoc, UNDP as the GEF IA maintained overall financial control and was responsible for delivery of results.

The IP were contracted by the GEF Implementing Agency (i.e. UNDP) under a Project Cooperation Agreement (PCA) and were responsible for implementing and 'spending' the funds according to approved workplans. The workplans were approved by the UNDP Resident Representative and endorsed by the Ministry of Finance¹⁰.

WCS as the EA, worked in cooperation with MWCT under a long-standing agreement dating from 2007. The MWCT was invited to chair the PSC. The EA was expected to report to the PSC and the PSC was expected to approve the AWP. However, it appears that the PSC membership, mandate and roles were never finalized, despite the LPAC requesting this to UNDP in 2010.

2.5 Key Partners & Stakeholders

A full description of stakeholders – those who are responsible for implementation of the project and those associated with the project – is provided as **Annex 9**. The key partners to note are: The MWCT who were the government designated partner to work in cooperation with the IP; the South Sudan Wildlife Service (SSWS) as the operating entity for management of the PAs (i.e. the National Parks)¹¹

2.6 Political and Civil Context

Political and Development Context

South Sudan is a fractured country with deep ethnic division, a break down in social cohesion and a lack of trust between the citizens and the government. The new country (since 2011) has been facing challenges and difficulties as a result of the legacy of decades of war. Disputes with Sudan have resulted in cross-border tension and has led to a shutdown of oil production for transit, with a consequent 98% major loss of government revenue. This has forced the government to scale down development which has affected donor interventions including with GEF.

On 15 December 2013, a violent conflict erupted over access to power and resources, plunging the country into a deep political and humanitarian crisis, with insecurity and economic collapse. The situation has deteriorated since with ongoing tension and conflict across large parts of the country, with direct military confrontations taking place between the South Sudan Peoples' Liberation Movement (SPLM) and the SPLM – In Opposition (SPLM-IO). This has led to the displacement of large number of people (~2m inside the country and another 2m across borders), a major humanitarian crisis and pending famine (~6m people are

¹⁰ The 2013 workplan was endorsed this way in August 2013, 8 months into implementation.

¹¹ Wildlife Service Act 2011 - There shall be established ... the Wildlife Service of Southern Sudan which shall operate in accordance with the following principles: (a) the protection of the natural ecosystems, bio-diversity and endangered species shall be the primary consideration for the Wildlife Service; (b) the sustainable management of wildlife resources shall be the modus operandi of the Wildlife Service including the programmes necessary, to protect human and animal life, in cooperation with local communities, and in accordance with international best practices and; (c) the protection and management of Wildlife resources by the Wildlife Service shall focus on improvement of human welfare.

food insecure) in parts of the country, with a further impact on the country's wildlife.

Despite predictable challenges of working at the national level in the immediate post-independence period, the project was viewed as making positive contributions, until the political crisis and civil unrest in late 2013. Part of this crisis, involved the government restructuring ministries and their portfolios, which affected donors and the project. The MWCT was also altered. The project endeavoured to tackle the complex situation by supporting communities to identify conflict causes through 'community conservation security partnerships (CCSPs)' and building local capacity to prevent and resolve environmental damage. The IP supported CSOs to work with communities and local government to identify common interests and develop interdependencies across tribal and ethnic divides.

Ministerial Changes

In July 2013, the President issued a decree that dissolved his cabinet, relieving all national ministers, including the MWCT Minister Gabriel Changson Chang, and Deputy Minister Ubuch Ujwok. These individuals had previously provided solid leadership in addressing some of the internal management issues facing the ministry and in the implementation of project work programs.

In August 2013, the President issued further decrees that reduced in size and re-structured the ministries of the government. This led to the government counterpart (MWCT), being split and merged with other larger ministries as follows: Ministry of Interior & Wildlife Conservation; and Ministry of Agriculture, Forestry, Tourism, Animal Resources, Fisheries, Cooperatives & Rural Development. In February 2014, the President issued another decree separating the Directorates of Wildlife Conservation & Tourism from the respective ministries under which they had been placed. The two directorates (Wildlife Conservation, & Tourism) were then re-united under the MWCT once more.

In April 2016, the President issued a decree announcing the names of the ministers and deputy ministers of the Transitional Government of National Unity (TGoNU) under which the two directorates (Wildlife Conservation, & Tourism) were put under the MWCT, and H.E. Jemma Nunu Kumba, was appointed as the minister for MWCT.

Partly because of the above reshuffling, the August 2013 PSC meeting was the last to be organized and no subsequent PSC meetings were called by UNDP. From December 2013, UNDP themselves were under UN restricted movement for environmental projects.

Challenges

The fall in international oil prices in 2015, coupled with reduced oil production by South Sudan due to the armed conflict that broke out in December 2013, led to the collapse of the country's economy. Most civil servants were not paid their salaries regularly, some for 3-4 unpaid months. The government decided to float the US\$ exchange rate to the local South Sudan Pound. In December 2015, the government raised the official exchange rate of the US\$ from 3 SSP to 18 SSP, and continued to rise up to 105 SSP in December 2016¹².

The collapse of the economy led to deterioration of the security in Juba and worsened in June 2016, with increase daily armed robberies of personnel, offices and assets of NGOs (including attack on WCS compound), UN agencies and government ministries. The above brought a completely new dimension with the outbreak of hostilities in Juba in July 2016.

The insecurity affecting key PA across the country, coupled with the political uncertainty and economic crisis continued to remain among the biggest challenges to PA management and biodiversity conservation. Inter- and intra-ethnic tensions in the Lakes State, and presence of armed groups on the eastern sector of SNP, intra-communal fighting in Pochalla, inter-communal fighting in BNP areas, along with political discord have continued to remain a major concern.

Despite the signing of the CPA in 2015, fighting increased in key areas of the states of the Greater Equatoria Region, halting implementation of many activities across all PAs. People from various walks of life continue to be implicated in serious wildlife trafficking crimes including ivory and industrial quantities of bushmeat.

¹² As of November, US\$1 : SSP170 on the outside market

The political challenges cannot be addressed by project staff, but certain measures were taken to achieve project targets. During the periods of unrest, the project's staff in South Sudan remained on site to continue operations and to secure assets and properties. Staff movements were limited to what was needed and secure during the period of insecurity. The project adapted its activities to current situation at each project implementation site and diverted some of the activities to areas less affected by conflicts including: development of PA infrastructure in areas with more security; Lantoto NP and transboundary collaboration with DRC; and anti-trafficking activities in and around Juba¹³.

3. FINDINGS

3.1. Project Strategy

3.1.1 Project Design

Lessons from and synergies with other projects

The project design was prepared by WCS with UNDP in-mind, with both having significant in-country experience. Synergies with other projects incorporated into the design included the 'USAID Boma Jonglei Landscape project'.

3.1.2 Design Assumptions & Risks

Assumptions from the results framework that proved to be correct / incorrect:

Assumption	TE Comment
Objective Level	
<ul style="list-style-type: none"> - GoSS commits to an incremental growth in its funding allocation to finance the PA network - Financial reporting of the MWCT develops dedicated budget codes for PA planning and management functions - Proposed expansions are approved - Capacities developed are retained within MWCT 	These were all proved to be largely incorrect, and thus affected the expected scale of project impact
Outcome 1.1 – encroachment of PA estate	
<ul style="list-style-type: none"> - NRMG effectively operates as a coordination body - Operational capacities of MWCT for enforcement are enhanced 	<p>The role of the NRMG¹⁴ was perhaps overplayed in the design, in that the project needed to mainly focus on working with their partners (MWCT and the 'three' NP Administrations)</p> <p>The capacity of MWCT for law enforcement has been enhanced</p>
Outcome 1.2 and 1.3 – Strategic plan for PA network & policies	
<ul style="list-style-type: none"> - Surveys support PA establishment and enlargement of PAs - MWCT maintains a clear mandate over PAs - MWCT is prepared to improve its administration and professional skills 	<p>The surveys have proved to be important.</p> <p>MWCT pays the salaries of park staff</p> <p>MWCT has struggled to improve in the face of political change</p>
Outcome 1.4 – Conservation staffing	
<ul style="list-style-type: none"> - Bureaucratic system of MWCT and GOSS allow for recruitment and turnover to align skills / competencies to job description and requirements - Capacity developed by the project is retained within GOSS 	Somewhat incorrect assumptions, however the IP has worked on capacity development, but more so at local level
Outcome 2.1 & 2.2 – hunting and management plans	
<ul style="list-style-type: none"> - Enforcement capacities of MWCT are enhanced and applied - Political will to adopt and implement management plans (MPs) 	<p>Capacities have been enhanced, albeit in a limited fashion. Some success with the IP focusing on abating wildlife trafficking</p> <p>The MPs have not been adopted, with faults by the IP (MP designs and relationship with MWCT)</p>

¹³ To a certain extent, the IP continued operational and technical support to BNP, BaNP and SNP. Support at Lantoto NP came to an end in July 2016 when the Lantoto border area with DRC, became a conflict zone between government and opposition forces.

¹⁴ The NRMG was more influential during the early part of the project, however it lost its influence at the outbreak of the unrest and the resulting weakening of the government due to institutional change'

Outcome 2.3 - 2.7 – BNP & BaNP gazetted, patrolling, partnership agreements and ecotourism	
<ul style="list-style-type: none"> - MWCT constructively engages in the identification and extension of new conservation areas - MWCT is prepared to fulfil management obligations and enforce wildlife laws in PAs - Some PAs are suitable for tourism investments 	<p>Incorrect assumptions due to political instability and lack of political willpower – hampered implementation.</p> <p>Tourism is not currently suitable for PAs</p>
Outcome 3 – Sustainable financing & business plans	
<ul style="list-style-type: none"> - Government sustains / improves financial commitment to PAs - Alternative financing systems which are realistic and can be used for PA conservation - Extractives industry willing to cooperate and contribute to PA conservation, environmental management and restoration 	<p>The direction of the IP was somewhat lacking here, apart from preparing the next GEF project. Support from the recovery and development sector has not been sought</p> <p>Although some work undertaken with the extractives sector, PA financing (conservation easements) were not put on the agenda</p>

Risks

Three risk tables are presented in **Annex 8** with TE comment. They are the active UNDP Atlas, the original Prodoc risk table (2010) and the final report risk table (2017). Presented here is the Prodoc Results Framework risk table with TE comment.

Risk	TE Comment
Outcome 1.2 & 1.3 – PA network and policies	
<ul style="list-style-type: none"> - MWCT has difficulties in improving capacity due to ineffective bureaucracy 	Largely true, but also organizational structures are cumbersome
Outcome 2.3 - 2.7 – BNP & BaNP gazetted, patrolling, partnership agreements and ecotourism	
<ul style="list-style-type: none"> - MWCT at site levels are unwilling to enforce wildlife laws and management obligations - Communities unwilling to work with MWCT authorities - Insecurity prevents development of eco-tourism 	<p>Prosecutions appear to have gained in strength</p> <p>Traditional stable local communities have worked with the IP and SSWS, however ‘outsiders’, migrants, splintered (tribal) war groups (including some SPLA factions) and those pastoralists associated with them have been difficult to work with, not least due to their readiness to resort to AK47 use.</p> <p>Yes, re. tourism options being limited</p>
Outcome 3 – Sustainable financing & business plans	
<ul style="list-style-type: none"> - The extractive industry is unwilling to cooperate and GoSS is unwilling to enforce laws. - Large oilfields and mineral deposits are found in PAs leading to environmental pollution 	<p>Only engaged after project closure</p> <p>Oil concessions remain in place, but without infrastructure and with civil conflict, this risk has not materialised</p>

3.1.3 Results Framework Indicators & Targets

The result framework was mainly logical, practical and feasible within the project timeframe as originally designed, however there were a number of issues with the logframe, mainly in terms of the indicators not being so SMART (Specific, Measurable, Attributable, Realistic/Relative, Timebound). The main problem is that they are not easily measurable. Suggestions are provided:

Indicators or targets	Issue
Objective level	
PA network under improved management	No definition of ‘improved’. The TE attempts to address this in this report
Outcome 1	
Encroachment rates	Reporting largely remains at local park level. It is not fully extrapolated into IP reports in an accessible M&E format. The 2015-16 survey report doesn’t compare with earlier data
Outcome 2	
Patrolled area and hunter ‘catch’ rate	The reporting largely remains at local park level, and is not fully extrapolated into IP reports. Also, the coverage is by km and not km ² , which is not standard for ecological surveys
Outcome 3	

Business plans	The idea is not clear here. Park running, private investment, local government programme support, development / NGO agency project support – could / should have all been included, however the two management plans stick to operational and capital costs. Outline strategic investment plans with one or two local PA counties where NGOs (could) work would have been useful.
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In addition, there is little evidence of any approval of changes in the results framework. E.g. the switching of Zeraf GR to other PAs, with Zeraf still being reported on the end of the project.

3.1.4 Gender Analysis

A brief gender summary is presented:

		TE Assessment
G	Gap-minded: Addressing the gaps and inequalities between women and men, boys and girls	Partially for livelihood activities
En	Encompassing: Developed on the basis of participatory approaches and inclusive processes	Participatory approaches used at local level
D	Disaggregated: By sex, and wherever possible by age and by socio-economic group (or other socially significant category in society)	Indicators for training courses only occasionally disaggregated
E	Enduring: Having a long-term, sustainable perspective, because social change takes time	The message has been that wildlife conservation is beneficial for sustainable livelihoods
R	Rights observing: In accordance with human rights laws and standards	Yes, the CSOs have been involved in reconciliation activities

Gender analysis

A gender assessment was not carried by the project as it does not target woman and/or girls as direct beneficiaries. For the TE, a very limited number of women were identified which limited the first-hand views that could have been expressed on the livelihood aspects of the project, or concerning a reduction in hunting due to livelihood interventions. However, from documentation, it is clear that women were included during environmental awareness training and in livelihoods projects when possible.

The 2011-12 APR/PIR reported - The project has given women the opportunity to participate where possible, most notable during the last 12 months was the inclusion of 6 women (5 from Lakes State and 1 from Warrap State) among the 46 participants in the SNP 'Officer & NCO training' that took place in May 2012. The potential for enhancing inclusion of women in all activities will continue to be assessed as implementation continues. As socio-economic surveys progress and community partnerships are designed around SNP, particular emphasis will be on identifying innovative ways to engage with women.

From 2012-16, a total of 23 women (8%) benefited from trainings for community conservation and livelihood projects across the PAs. In addition, out of 3,142 individuals, 880 (28%) were women who received direct economic benefit from the project at the field sites.

The Final PIR (2017) reported - The project is one of the biggest employers of the local communities on short-term contracts at its field sites. The project ensures that a certain percentage of the employees are women. In addition, the project strives for women to be part of any natural resource working and/or management committee.

3.2. Project Implementation

Project Implementation: According to the given five categories (IA or EA coordination & operational matters, partnership arrangements & stakeholder engagement, finance & co-finance, M&E systems, and adaptive management (work planning, reporting & communications)

Overall Rating: Moderately Unsatisfactory

Justification: Implementation of most of the categories was not effective with both the IA and the IP exhibiting significant shortcomings in terms of coordination, operational management and engagement with the national partner. M&E systems were not effective. Planning and spending control was left to the IP without detailed accountability to the IA or the IP's supporting government partner.

Overall, constructive engagement between the key project stakeholders (UNDP, WCS and MWCT) broke down early in the project, due to a lack of management oversight by UNDP. The circumstances included: UNDP restructuring and lack of directed leadership; a poor WCS-MWCT relationship due to the WCS method of attempting to only work at ministerial level; and civil unrest.

Efforts to stabilize and finalise the project since mid-2015 have been much better, with the MTR (Dec 2015) and TE (November 2017), and an expected final PSC meeting and closure report in early 2018.

3.2.1 IA and EA Coordination & Operational Management

GEF Implementing Agency (UNDP) coordination with the Executing Agency / Implementation Partner

Project Inception Workshop & Project Inception Report

An inception workshop was held June 2011, however there was no project inception report prepared as per the Prodoc requirement.

Project Steering Committee (PSC)

The Prodoc (p65) stated that 'the MWCT will nominate a high-level government official who will serve as its representative on the PSC and that the MWCT representative will chair the PSC. The Local Project Appraisal Committee (LPAC, April 2010)¹⁵ – called for the IA (UNDP) project manager to delineate the roles of the executive, supplier and beneficiary. This meant that the membership, roles and responsibilities of the PSC should have been finalized, recorded, and distributed to interested parties. Evidence of this was not provided by the IA. [UNDP and WCS attended this meeting, but not MWCT]

Thus, there was no formal establishment of the PSC or their roles, which would have helped in directing a mutually beneficial relationship between the three parties – UNDP, WCS and MWCT. In practice, the PSC was never given a mandate and acted as an *ad hoc* group with fluctuating membership.

Nov 2012 PSC Meeting

In 5 ½ years, there was only one annual PSC meeting (Nov 2012), and that was 1 ½ years after the start of the project. The meeting was to review Year 1 spending (assumed to be June 2011-end 2012) and endorse the 'Year 2' workplan & budget (Years 1 ½ to 2 ½ covering the Year 2013) for US\$1,004,300¹⁶. There was no partner endorsement mentioned in the minutes. [Attendance: UNDP 5, MWCT 11, WCS 7, other 9]

Follow-up Coordination meetings

- March 2013 – The three NPs mentioned; no mention of Zeraf GR. [UNDP 3, MWCT 7, WCS 6, other 1]
- May 2013 - SNP - Community Engagement - Socio-economic surveys and awareness raising activities completed in/around the borders of SNP¹⁷; Estimated that nearly 3,000 people reached, including community leaders, local politicians, and wildlife forces [UNDP 4, MWCT 7, WCS 5, other 1]
- Aug 2013 – no comments by UNDP recorded [UNDP 3, MWCT 6, WCS 4, other 5]

That was it. There was one PSC meeting after 17 months and three lessor coordination meetings in the following three quarters. Thus, there was no oversight for the first 17 months of the project, then oversight for 10 months, then again, no PSC oversight for the following 40 months. It appears clear that the PSC functioned inadequately with weak leadership. Even when the MWCT split, the Ministry of Interior & Wildlife Conservation continued with the wildlife conservation mandate, with the same undersecretary, director generals and departments, thus this should not have been an impediment¹⁸.

UNDP Coordination in context

In 2013, UNDP was re-organised from three operating units, down to two with the project coming under the

¹⁵ The mandate of the UNDP LPAC was to appraise the Prodoc and determine formalities prior to project start

¹⁶ The 2013 plan was endorsed through UNDP partner channels, i.e. the Ministry of Finance for US\$1,001,971 (~US\$ 740,301 + \$261,670 from Year 3 brought forward). There was also \$351,640 unspent from Year 1, mentioned under the MoF approved plan.

¹⁷ It is not clear if the results of this activity were later incorporated into the SNP strategy document

¹⁸ From 2014, UNDP under Program Critical movement restrictions, could have called for PSC meetings at the UNDP office in Juba, although this option also appears not to have been explored

new remit of the Human Development & Inclusive Growth Unit (HDIGU). The restructuring also meant that, whereas the project had previously had a dedicated project manager (who left to join UNEP in February 2014), it became more so, one of a number of portfolio projects, to be managed more generally within the new unit. The new unit manager was also assigned programmatic duties¹⁹. Added to this in July 2015, the re-organisation replaced international with national unit team leaders, who were to be aided by Advisors - the former international team leader in this instance.

In December 2013 civil conflict broke out²⁰. The political situation after this, meant that UN staff operations were partly restricted to Programme Critical 1 and 2 (Life-saving programs and operations) movement only (UN Grey Alert). However, the IP was not under the same restriction, especially its local CSO partners in the field.

From this point onwards, there was also a reluctance by international NGOs to engage with government, however conversely the UNDP mandate was to engage with government²¹. This should have been identified by the project leaders (IA and IP) as an opportunity to develop a strategy whereby UNDP could engage with the MWCT on behalf of the IP, and the IP to formulate 'safe' field operations with their CSOs. However, PSC or other meetings with MWCT and partners were not held in this fashion.

There were also a number of other factors which contributed to stifle project PSC annual reviewing, planning, and 'approval'²² of mutually agreed activities. UNDP could have stepped in to coordinate and manage these PSC meetings from 2014 onwards (i.e. annual PSC meetings for end 2013, end 2014, end 2015, and end 2016), which was needed. (see also **Annex 12**)

UNDP themselves were partly compromised during the early – mid part of this period²³ in being a GEF-6 PA project IA candidate (along with UNEP), and MWCT as a possible NIM²⁴ partner (or WCS as the IP again). Due to weak management, UNDP (and the IP) failed to separate out this distraction, especially the in-fighting between MWCT and WCS concerning implementation (funding) control of this proposed GEF-6 project.

There are a number of reports (including the GEF UNDP MTR) that relate to WCS's struggling relationship with MWCT from 2014 onwards. A working environment instilled by UNDP as the overall project controller was not put in place. Indeed, support from GEF itself could perhaps have been better utilized.

Execution Agency / Implementing Partner operational management & support to MWCT / other stakeholders

The IP (WCS) agreement with their supporting partner (MWCT) was based on: the GEF project letter of endorsement from the Ministry of Environment, Wildlife Conservation & Tourism (June 2008); and WCS's long-standing MoU with the government (2007), which outlined the relationship of the two parties. However, obviously missing, was an actual WCS cooperation agreement with MWCT for the PAN project to detail the working relationship and the individual roles and responsibilities. The lack of a mandated PSC compounded this problem. For example, MWCT – did not fully understand their role, which was compounded by staff changes and added expectations to manage the budget.

Due to conflict in December 2013, and upon the request of USAID, the IP developed a Crisis Action Plan²⁵. It indicated that WCS would be reserved in its engagement with government ('the extent to which we can work

¹⁹ The new unit leader was effectively the new project manager for the next 15 months (March 2014 – June 2015). Despite, a period of civil unrest, there were few notable actions by UNDP to support the project during this period. i.e. they did not call a PSC meeting after political / civil hostilities had quietened down (to compensate for the one missed) in early 2014, nor again at the end of 2014 for the endorsement of the 2015 plan or extension.

²⁰ Towards the end of 2012, there were civil conflict issues in BNP, resulting in the park warden being killed.

²¹ However, UNDP actions at the time were also under the spotlight of the UN document - Human Rights Due Diligence Policy on UN Support to Non-UN Security Forces (July 2014).

²² The Project Cooperation Agreement (PCA) between UNDP and WCS meant that WCS only needed to gain UNDP approval for the annual workplan and budgets. MWCT as a cooperating partner to WCS had limited 'legal' say in this process.

²³ MTR, page 50-51

²⁴ UNDP National Implementation Modality – Project execution by a national partner with oversight by UN agency. This method was not previously sanctioned under GEF-4 due to the new country status of South Sudan. Even under GEF-6, NIM, is not going to be possible (See Annex 12 – section - Expected GEF-6 PA project implementation mode)

²⁵ Action Plan focusing on Contributing to Stabilization, Monitoring, and Fostering Security through Conservation & Natural Resource Management. Internal note compiled by WCS for USAID South Sudan, Draft, 14 February 2014

with government at the central and state levels will depend on the evolving situation and we will adaptively adjust activity planning accordingly'). Most of the communication between USAID and WCS on this aspect of program engagement was verbal. However, from July 2016, the 'do-not-engage with central government' instruction became more explicit. This 'directive' (from USAID as a major funder of WCS and co-financer of the GEF project and with which WCS agreed) had its impact on WCS program implementation. However, although the directive did not apply to the GEF project, it obviously swayed engagement.

During this middle period of the project, there were also many senior ministry staff and advisors with differing views and alliances, which resulted in a lack of beneficial decisions for the project being made.

At the time of, and according to, the MTR, the SSWS was a troubled organisation, split into ethnic factions, with jealousies, xenophobia, and corruption linked to the conflict situation. In this situation, the IP opted to work with a smaller selection of SSWS / stakeholders, however this alienated others within SSWS, resulting in a lower impact of activities in the field.

From the MCWT point of view

- The project severely lacked a working 'collaborative management' method. There were few 'checks and balances' by UNDP, and the project had no working system of accountability.
- Partly, due to the WCS historical way of working at top ministerial government levels only, the project suffered from a lack of inclusion of appropriate MWCT technical staff in communications, decision-making and capacity building.
- The time taken to prepare park management plans by the IP was too long and more support from the MWCT should have been requested. For comparison, Nimule NP management plan was prepared by MWCT in three months. MWCT has technical capacity with a reported >50% of technical staff holding tertiary education qualifications

Operational Management in Summary

Overall, constructive engagement between the key project stakeholders (UNDP, WCS and MWCT) broke down early in the project, partly due to a lack of management oversight by UNDP and their lack of control of their IP. The circumstances could be listed as: UNDP restructuring leading to a lack of active responsibility, especially from 2014 onwards; a poor WCS-MWCT relationship that developed; ministerial changes, which affected the IP's method of working at this level; and civil unrest.

Efforts to finalise the project since mid-2015 have been better, with the MTR (Dec 2015) and TE (November 2017), and an expected final PSC meeting end 2017 and closure report in early 2018.

3.2.2 Partnership Arrangements & Stakeholder Engagement

The partnership arrangement between UNDP, WCS and MWCT was difficult. The partnership arrangement of WCS working directly with SSWS was good, however missing the MWCT 'line of control' at PA Directorate level alienated MWCT. The partnership of the IP working with the SSWS in Juba with the dog sniffer team has been successful.

The IP work with four CSOs, described as partnerships, who are sub-contractors (sub-grantees) to the IP. The partnerships that have worked are the CCSPs at five or six locations in BNP and BaNP. These have been supported by the CSOs:

- Community Empowerment for Progress Organization (CEPO) in western Badingilo, Gemeiza/Mangalla and Lirya
- Peace & Development Collaborative Organization (PDCO) eastern Badingilo (Lafon)
- Anyuak Recovery Trust (ART) in Pochalla, Boma
- Open Source Development Initiative (OSDI) in Nyat/Boma

These local CSOs were tasked with improving local livelihoods around the PAs thus reducing dependence on hunting. The project also contributed to capacity building of these CSOs. The training report indicates CSO training delivery as follows: ART in December 2013; CEPO, ART & PDCO being trained by WCS in March 2015; and OSDI in November 2016. Thus, the role of the CSOs should have been built into the project design and implementation much more at a much earlier stage. The project failed to initiate livelihood work (with or

without a CSO) in SNP.

The full list of stakeholder parties is described in **Annex 9**.

3.2.3 Finance & Co-finance

Finance

The IP did not breakdown the GEF Trust Fund budgets beyond the Outcome levels per year. UNDP project budgets are usually divided down to output level. The GEF funds have been accounted for, with audits undertaken. Invoicing was in the same format according to accounting codes (international or local consultants, contractual services, travel, supplies, miscellaneous, training workshop, & conferences). Thus, the tracking of outputs by spending in order to gauge the level of activity / input was not possible. The breakdown of planned and actual expenditures by year is provided in **Annex 4**.

Due Diligence - Audit Reports

- Audit 2011 – no findings noted; Audit 2012-14 (3 years) – within budget spending limits.
- Audit 2016 (End of Project) – single source procurements were used in some instances, such as for the purchase and training for the sniffer dogs from Europe. This additionally concerns the remaining project assets valued at US\$0.74m yet to be handed over to UNDP (non-compliance of Article 7 of the PCA). (see also **Annex 12**)²⁶.

Co-financing

Minutes of LPAC Meeting (April 2010) indicated: ‘There is no duplication with the USAID funded areas, with all activities being complimentary. The USAID funding targets Boma, Badingilo and Zeraf. It does not cover capacity development at central level’. USAID co-financing was accounted for under USAID reporting systems, which has meant that there has been no accountability for possible double funding, bearing in mind many of the activities for the two projects (BJL and PAN projects) are the very similar to say the least. Only WCS’s internal monitoring, accounting and reporting would be able to determine the level of separation and donor value for money. Accounting of these co-financed funds managed by the IP have not been provided to the TE team.

The MCWT reported that project NP ranger / staff salaries were paid throughout the project period. However, the government contribution US\$1m was not properly discussed by the project proposer (WCS) at the design stage, thus apart from standard staff salaries, there was zero government funds available to support the project. The MWCT Co-financing letter (prodoc p76) confirms the \$1m in-kind support via staff salaries.

The co-financing is presented as **Annex 3**.

3.2.4 M&E Systems – Design & Implementation

M&E Systems – Design & Implementation

Overall quality of M&E – Moderately Satisfactory

The main M&E method was to approve annual workplans and budgets and to scrutinize / endorse spending from the previous year. This was to be the main role of the PSC, even if the final approval of plans lay with UNDP’s own agreement with government (Ministry of Finance). However, the PSC only functioned as an *ad hoc* group with floating membership. The main M&E methods for the IP and IA, were annual report and PIR report (which ran mid to mid-year) respectively which were primarily written as narratives.

Tracking the progress of indicators against targets was not effective.

Project M&E systems

The MTR (2015) reported that UNDP should have been more pro-active in monitoring the project, especially after December 2013 / early 2014. UNDP’s response was that due to restructuring, less time and no funds were available to undertake this task. Despite this and the ‘country-in-conflict’ situation, UNDP had a contractual obligation to GEF to manage and monitor the project.

²⁶ The handover of project assets by the IP to UNDP has been discussed post-TE.

The partner MWCT and their SSWS, have been passive in their engagement with the project since July 2013 (due to conflict, political upheaval and disagreement with the IP) and as a result have not fulfilled their monitoring role.

UNDP did not establish a centralised project management filing system for the project.

The project M&E systems (available to UNDP) did not include at a minimum - spreadsheets to cumulatively show the project stage of implementation against the target indicators, nor for example

- training courses by type (for officials, local stakeholders for conservation or for livelihood activities); number of participants at trainings disaggregated by gender
- beneficiaries from project interventions at national and local / PA level
- status of CCSPs
- budgeting and spending down to Output, not just Outcome level

MTR/TE

The MTR was late (December 2015), so was undertaken 4 ½ years into a 5 ½ year project. The management response should have been uploaded to UNDP evaluation office corporate system, but was not prepared until the TE in November 2017, 1 year after the MTR and has not been seen by the TE. The TE was conducted 1 year after end of the project, or 6 ½ years from project start. The final PSC meeting should be 3 months after the TE, but has been undertaken before this TE report.

Tracking Tools and Scorecards

The METT baseline was undertaken in November 2009 with an interim scoring near project end in November 2016 and again soon after project completion in March 2017. The basic results are reported in section 3.3.1 – Overall Result – Achievement of Objective. They are also located within **Annex 1**. The UNDP capacity and financial scorecards are also reported there.

Complementary aspects of M&E systems under GEF-4 UNDP PAN project and USAID BJLP

WCS ran a parallel M&E reporting system, answering to both the USAID Boma Jonglei Landscape Project (BJLP) and to this GEF-4 PAN project which included the BJLP as part of its complementary funding²⁷. For USAID, WCS produced a Performance Monitoring Plan (35pp) – 2009-11 and extended in 2012. Part of the BJLP Annual reports contained a M&E section – so for example the accumulated survey / patrol effort reported for 2017 is consistent with that reported for PAN. The CSOs working for the BJLP were the same as those working for PAN.

USAID BJI Project - Performance Monitoring Plan indicators:

- Three key indicators with defined targets:
 - No. hectares in areas of biological significance under improved management
 - Number of people with increased economic benefits derived from sustainable natural resource management and conservation
 - Number of km. patrolled (+ catch per unit effort & encounter rate) by wildlife forces and hours coverage by aerial patrols (custom)
- From 2017, three further indicators were employed:
 - Number of people trained in sustainable natural resources management and/or biodiversity conservation
 - Number of laws, policies, or regulations that address biodiversity conservation and/or other environmental themes officially proposed, adopted, or implemented
 - Number of people that apply improved conservation law enforcement practices
- Data on the above indicators has been collected and reported to both USAID and UNDP as needed

3.2.5 Adaptive Management (Work planning, Reporting & Communications)

Work planning

²⁷ The BJI area covers much of the central and eastern South Sudan and its PAs, including Boma and Badingalo. The BJLP (2009) logframe was fairly similar to that of PAN project

Workplans and budgets were prepared for: 2012 (which included the latter half of 2011), 2013 (the only plan provided to the TE which shows Ministry of Finance endorsement), 2014, 2015, and 2016. The involvement of MWCT for discussion and management of the previous years' activities and spending in each case appears to have been minimal.

Reporting

Annual Reports

WCS produced annual reports (2014-16 were accessed by the TE), which provided sufficient detail from the IP point of view, however the critical oversight on these reports appeared minimal. The main problem with the annual reports and virtually all other project reports is that the political and civil unrest dialogue is intertwined with the project activities narrative. This has made separation and distilling out of the project achievements time consuming and difficult for the TE team. The 2016 annual report was taken by the TE as one of the main project reports that provided detail for the achievement against indicators, as the IP final report is only a summary report.

The usual format for UNDP would be to produce standard Atlas-format Annual Progress Review Reports (APRs), however only the 2012 APR in Excel format was identified.

Project Implementation Reviews (PIRs)

UNDP reporting was focused on PIRs (prepared by the IP & IA). They covered the periods: to June 2011-12, June 2012-13, June 2013-14, June 2014-15, June 2015-16, and June 2017 (cumulative)²⁸. Two PIRs are highlighted in the context of the changing political and civil situation during the project.

- Pre-initial civil unrest - For the PIR June 2013-14, which effectively covered the first three years of the project, the UNDP responsible programme officer and advisor, rated the project as 'Satisfactory'. Mainly PA site-based activities are reported. It included comments on adaptive management being undertaken in the form of the IP 'Crisis Response Plan' formulated as a reaction to the outbreak of civil unrest in December 2013. GEF funds spent to-date were reported at US\$2,331,267 (61% of the total US\$3,820,000) by end of project Year 3, with one year to go at the time.
- Intermittent civil unrest - For the final PIR June 2017 (which includes the cumulative status as well as the previous period June 2015-16), the report intertwines PA site activities with political and civil unrest issues. The general ledger of expenditures reported GEF cumulative disbursement (30 June 2017) to be US\$3,790,714 (99%). UNDP again rated the project as 'Satisfactory'.

The PIR contents were largely prepared by the IP and so tended to report all their individual activities in detail, but as with most of the project reports, they don't follow very closely the actual progress against the project indicators in proportional targeted terms.

Documentation not completed

Project documentation not prepared	TE Comment
Inception Report	A Prodoc requirement
PSC Membership establishment with roles & responsibilities	A major failing of the project
IP project agreement with their government cooperation partner	A key failing of the project
APR reports (for both UNDP & GEF reporting requirements)	In Excel format only for 2012.
Technical reports / plans	Many in draft format (see Annex 5)
IP Project Final report	Incomplete
UNDP Final report	To be completed post TE

Parallel reporting structures

- GEF and UNDP have somewhat overlapping reporting structures (UNDP APRs and PIRs; GEF or UNDP Tracking Tools; and GEF MTR and TE.
- WCS have also been reporting to USAID (USAID Sudan - Conservation of Biodiversity Across the Boma-Jonglei Landscape of Southern Sudan - Performance Monitoring Plan, March 2009)

Communications

²⁸ The second PIR was not accessed by the TE, but the 'June 2013-14' PIR includes the progress for the 2012-13 period

Communications between the IA, the IP and the government partner MWCT have been limited. This is not only due to the security situation since December 2013, changes in government and UNDP management change, but also due to the poor relationship of the IP with their government partner. (see also **Annex 12**)

3.3. Project Results

The TE analysis was undertaken at three levels of the project results framework - Objective, Outcome and Output. This was guided by the indicators and targets set at each level. Success is also built upon achievement of the Outputs, according to 'framework logic.' The Objective and Outcome levels include a rating according to UNDP GEF guidance as described in section 1.5.

The IP provided two tables:

- Progress towards Objective and Outcomes (Indicator-based) which is described in **Annex 1**, and
- Progress towards Outputs which is described in **Annex 2**

According to TE guidance, these tables are rated and commented on. Further text is now detailed.

3.3.1 Overall Result – Achievement of Objective

Objective at the Objective Indicator Level (Overall Result)

Objective: Secure the foundation for biodiversity conservation in the post conflict development of South Sudan through enhanced management effectiveness of the PA estate

TE Rating: Moderately Satisfactory

Justification: There were moderate shortcomings. The project is expected or has achieved most of its relevant objectives but with moderate / significant shortcomings.

The main shortcoming is considered the lack of capacity development (working in close partnership with all levels of government wildlife offices), despite improved management of the PA estate.

Whilst a number of the indicators at Outcome level do lead towards attaining the project objective, many deliverables remain unapproved by the government partners (e.g. wildlife law and two management plans produced by the project).

There were four indicators at objective level

PA network coverage (ha) and PA area under improved management

Total PA coverage remained at 8.5 million hectares (m ha), with an estimated six million ha under improved management (2.5 m ha in BNP, 2 m ha in BaNP, and 1.5 m ha in SNP). However, the project design did not qualify what 'improved management' meant. The TE thus assessed 'improved management' on a scale of 1-5: with 1 indicating same as before, or without the project; 2 indicating some improvement in conservation management; 3 indicating a moderate improvement in conservation management having some impact; 4 indicating good improvement in conservation management having noticeable impact; and 5 indicating strong improvement in conservation management having strong impact. Views according to this scale were garnered from interviewees and recorded below in brackets

- Overall MWCT (3-4) – citing infrastructure, vehicles and successful K9 unit; MWCT (2) – park infrastructure limited to offices without accommodation; MCWT / CITES office (3); UNEP (4 for 1st two years)
- BNP Senior government official (2-3) - management issues due to re-definment of administrative boundaries, payment of county rangers, civil unrest, and sheer logistical challenge. Reports indicate only very low-level control of hunting and livestock
- BaNP CSO (4-5 before Dec 2013, 4 now). Reports indicate reduced hunting, improved livelihoods, improved local security
- SNP Senior park staff (4) – project continued despite outbreak of civil conflict end-2013. Reports indicate a level of hunting and livestock control

Other PAs – Lantoto and Shambe NPs were partially supported (e.g. wildlife survey) instead of Zeraf Game Reserve

Six million ha out of a very substantial target of 8.9 m ha were put under improved management, representing 68% achievement. Thus, the objective was partially achieved. These responses indicate a fairly positive picture in the project attaining its overall objective.

Financial Sustainability for PAs

A UNDP scorecard. From a base of 5%, and with a target of >20%, the project reported 8% indicating that financial sustainability has not been attained.

Capacity development for PAs

Based on the UNDP Scorecard:

Capacity Indicator / %	Baseline	Achieved	Target
Systemic	39	40	50
Institutional	42	43	52
Individual	32	33	43

The scores indicate that institutional and individual capacity was not sufficiently developed by the project. One of the opportunities missed in the first two years was developing, the two management plans for BaNP and BNP and the strategy for SNP, as collaborative working plans, and to implement them from the beginning of 2014-2016 (i.e. in the last 3 years). The un-realised or proposed investment aspects of these plans could have been separated out.

Systemic capacity was built in terms of the approved wildlife and tourism policies and the draft wildlife and tourism laws, although the scoring doesn't reflect this. It was also built in terms of wildlife law enforcement techniques and anti-trafficking measures.

GEF Management Effectiveness Tracking Tool (METT) for four key PAs

Protected Area / %	Baseline	Achieved	Target
SNP	23	25	>40
Zeraf	25	27	>40
Badingilo	26	30	>40
Boma	41	43	>50
Shambe (2017)	16	-	-
Lantoto (2017)	28	-	-

The METT indicates a moderate improvement in management effectiveness, but below target²⁹. These METT results are in accordance with the UNDP Capacity scorecard, in terms of change.

3.3.2 Effectiveness – Achievement of Outcomes 1-3

Effectiveness - Outcome 1 at the Outcome Indicator Level

<p>Outcome 1: Capacity building for PA management improved</p> <p>The overall TE rating for these four indicators is Moderately Satisfactory</p> <p>Justification: The four indicators are individually graded:</p> <ul style="list-style-type: none"> - <u>Encroachment of PA estate reduced</u> – Moderately Satisfactory - <u>PA Network strategic plan adopted & implemented</u> – Moderately Satisfactory - <u>Policy regulations for PA network</u> – Moderately Satisfactory - <u>Staff competencies / skills matching position</u> – Moderately Satisfactory

Outcome 1: Capacity building for PA management improved (four indicators)

Encroachment of PA estate reduced

²⁹ To note, the project did not work in Zeraf Game Reserve, but continued to mention Zeraf in work planning, and in this case above, scoring it under METT

(Baseline - Significant encroachment in PAs and wildlife corridors; Target - Strategies to address encroachment designed / implemented and encroachment reduced)

The indications were:

- Boma – outsiders mining stopped; non-traditional (conflict-supported) livestock herders not stopped
- SNP – 4 ranger stations constructed – patrols have been effective / on-going but now limited due to insufficient rations
- Badingilo – impacting road development stopped

Reported achievement included: measures put in place to address encroachment, including monitoring of illegal timber cutting in SNP: and road patrols and regular aerial survey of threats undertaken over safe (outside civil conflict) areas of BaNP, BNP and SNP.

PA Network strategic plan adopted & implemented

(Baseline - No plan; Target - Plan adopted and in place)

In 2015, the government produced a ‘Three Year Strategic Workplan for Wildlife Conservation 2015-18’ (SSWS, 31pp). It has ten objectives³⁰ and contains ten strategic programs each with their own activities, objectives and indicators. The IP produced a 3-page concept note and outline table of contents, but it was not taken further. This document should have been seen as a priority (in place as the 2nd task in the logframe) in building the IP relationship with MWCT in pursuit of achievement of the project objective (enhanced management of the PA estate) and this 1st Outcome – Capacity building for PA management.

However, WCS did indeed have a strategic conservation plan (as outlined in a powerpoint presentation, June 2017) called - ‘Strategic Approach of Program to Conflict Mitigation, Conservation, and Natural Resource Management’, but unfortunately this was not translocated into a meaningful collaborative document with MWCT (see **Annex 12** for a list of the 13 objectives).

Reported achievement by the IP included: inclusion of PA boundary map into the of state mining portal cadastral map section; and PA network (with extensions and proposed new PAs) presented to the UNEP World Database of PAs³¹. Whilst these actions are indeed building blocks, they were not translated as part of a coherent strategy that MWCT could understand. For example, there is no mention of PA extensions in the ministry strategy, indicating the gulf in understanding. It is a pity that the IP and their government partner could not work together. In deed it raises clear questions with regard to the management control of the GEF-6 conservation project³².

Policy regulations for PA network

Legal Document	Baseline	Achievement	Target
Wildlife & Tourism policies	Drafted	Adopted	Adopted
Wildlife law	Drafted	Not adopted	Adopted
Tourism law	No baseline	Designed, not adopted	Designed & adopted

The two policies that were drafted pre-project have been adopted by government. The two laws have been designed / re-drafted, but not adopted by government, despite being presented to Ministry of Justice over two years ago. The IP should have utilised UNDP support to push these bills through to the Council of Ministers (see also recommendations).

Staff competencies / skills matching position / job description

³⁰ Reduce human-wildlife conflict; Protect & conserve the endangered wildlife; Develop and rehabilitate the PAs; Rehabilitate the infrastructure of PAs; Reduce poaching in / around PAs; Involve local governments & communities’ participation in PA management; Ensure PAs are not encroached; Mobilize funds from government and others; Enhance regional & international cooperation; Gain government support and create political willpower

³¹ World Conservation Monitoring Centre is a UK-based conservation NGO working on behalf of UNEP

³² MTR para 134 concerns lessons for GEF-6: Improved control, responsibility & management of the PSC, including it having a clear mandate – the TE is in concurrence with this view; Establishment of a separate project office – the TE is in concurrence with this view, which suggests more national autonomy with UNEP support, with a project management unit responsible for hiring a national project manager and staff, and making sub-contracts with NGOs etc.’

Baseline <5%; Target >25%.

No figure for achievement was provided, however this was a large task if you consider the staffing of four PAs and a number of key central level staff required training and matching to new job descriptions. The project training plan was not fully integrated with the MWCT training plan. A number of PA staff training courses were undertaken with the details in **Annex 5**. These include courses for national level and PA site level staff.

The reported types of training included: SSWS staff training in management planning; wildlife contraband identification, intelligence gathering & legal processes; aerial surveys; ivory store management and ivory inventory; and sniffer dog handling and operations.

Effectiveness - Outcome 2 at the Outcome Indicator Level

Outcome 2: Site management of four key PAs strengthened

The overall TE rating for these 7 indicators is: Moderately Satisfactory

Justification: There are seven indicators individually graded:

- Illegal hunting of wildlife in PAs - Satisfactory
- Management Plans & Strategies – Moderately Satisfactory
- Boma and Badingilo NPs gazetted - Unsatisfactory
- Area patrolled by SSWS and the IP - Satisfactory
- PA authority engagement with local stakeholders – Moderately Unsatisfactory
- Partnerships between PA & local communities - Moderately Unsatisfactory
- Pilot ecotourism projects established – Unsatisfactory

Outcome 2: Site management of four PAs strengthened (seven indicators)

Levels of illegal hunting of important wildlife species in target PAs

(Baseline - Significant commercial poaching occurring in each of the four PAs; Target - Poaching levels reduced by 50% for key and endangered wildlife species below baseline levels at project start)

Illegal hunting in BNP has not stopped. In BaNP, it has been reduced, and in SNP it has been reduced through patrol and awareness. Reported achievement included: strengthened monitoring and law enforcement capacity of the SSWS in four PAs; extension of intelligence networks with collection and analysis of intelligence data, leading to legal processes. Such information should form part of a log or record of actions which should have been included in the M&E system.

Management Plans & Strategies

(Baseline - Boma management plan in draft; Target – BNP and BaNP management plans adopted & being implemented; Zeraf and SNP preliminary management strategies adopted & being implemented)

The project has produced a comprehensive 10-Year plan for BaNP (2nd draft), however the handover and local ownership of the plan has yet to be completed. The project has produced a 5-Year plan for BNP which is incomplete and lacks finalisation, handover and endorsement by the MCWT. For SNP, there is only a 16-page strategy, which falls short of expectation.

Boma and Badingilo NPs gazetted, with their boundaries demarcated. Zeraf GR extended

(Baseline - Boma boundaries proposed in early 1980s, Badingilo boundaries proposed in 1980s, No PA boundaries demarcated; Target - All PA boundaries demarcated, including Zeraf extension)

Gazetted means ‘recognized under statutory civil law’ (IUCN definitions of PAs). Legal gazettment has not been completed; nor delineation nor demarcation of boundaries³³. The BaNP boundary extension was discussed by the Council of ministers and the gazetting of this park is part of its management plan.

Area patrolled by SSWS

³³ The project together with the USAID Boma-Jonglei project had substantial funding for a boundary review and a new framework in accordance with a modern protected areas system, given also the technologies (GPS, GIS, aerial surveys) quoted in the project design)

(Baseline - Law enforcement monitoring (LEM) piloted in BNP; Target – LEM systems in place generating spatial and quantitative data (updated from Inception))

Patrols have served to document conservation threats based on the project-created LEM system. The patrol efforts were supported by the establishment, refurbishment and maintenance of PA infrastructures including wildlife headquarters, administrative units and ranger posts and the deployment of vehicles, GPS, cameras and communication equipment in the PAs and wildlife corridors.

Patrol / survey effort is reported: 40,073 km by foot; 68,552 km by vehicle; & 285,612 km by air.

PA authority (SSWS) meetings with local stakeholders

(Baseline - occasional at Boma, None elsewhere; Target - coordination mechanisms established and meet regularly)

The PA authorities in BNP, BaNP and SNP are located close to the local stakeholders (local authorities and communities) and interactions have taken place on a regular basis. However, the number of meetings held between the PA authorities (i.e. the SSWS park administrators and rangers) and stakeholders has not been logged by the IP in an accessible M&E format despite this being one of the areas that the IP has been active in.

Community partnership agreements with PAs

(Baseline – 0; Target – 2)

The project has established six ‘community conservation security partnerships (CCSPs)’. See also map – **Annex 13**, which shows the location of the CCCPs – existing and proposed.

The IP subcontracted four CSOs to undertake community conservation and livelihood activities. Reported achievement includes: partnership activities in two PAs (BNP and BaNP) with four CBOs:

- Community Empowerment for Progress Organization (CEPO) - western Badingilo
- Peace and Development Collaborative Organization (PDCO) - eastern Badingilo - Lafon
- Anyuak Recovery Trust (ART) - in Pochalla, north-east Boma
- Open Source Development Initiative (OSDI) in Nyat, south-east Boma

Table Project agreements with local CSO partners – Livelihood & conservation activities

CSO	Year sub-contracted	Value (US\$)	Activity
CEPO	March 2015 (1 Year)	78,770	1/ Baseline survey of 90 Households 2/ Fishing training (160 M) & marketing in 8 villages 3/ Support WCS in training 25 leaders + 12 mobilisers in community conservation 4/ Train 12 cooperative members in finances & inter communal conflict resolution 5/ Poultry training (25 W, 15 M) 6/ Increase marketing of fish of 20 M to reduce bushmeat sale
PDCO	June 2015 (1 Year)	50,018	1/ Survey 160 households in 5 villages 2/ Establish modern poultry farming - Poultry income increase for 50 (30 M, 20 W) 3/ Create 2 fishing groups for 50 (30 M, 20 W) 4/ Create increase supply/demand in Lafon & Torit markets for fresh/dry fish, poultry 5/ Home-garden for 50 (30 M, 20 W) & increase vegetables to 2 markets 6/ Develop 5 community mobilisers 7/ Reduce inter/intra community conflict over resources 8/ Reduce hunting 9/Train farmers on livelihood techniques
ART	March 2015 (1 Year)	59,455	1/ increase income of 60 villagers (45 m, 15 w) from 4 villages 2/ Increase crop & vegetable production for 30 (20 W, 10 M) 3/ Increase market access for 30 women 4/ Increase income from poultry for 25 (15 W, 10 M) in 4 villages
OSDI	Jan 2016 (6 months)	29,666	1/ Baseline survey in 5 villages (150 households) 2/ Form livestock traders group 3/ Increase income capacity for 50 livestock producers / traders

			4/ Support WCS in conservation awareness 5/ Support eco-tourism product production
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Each of these four CSOs provided a short report of activities undertaken which included in some cases, activities cancelled due to civil unrest.

What is missing from these CSO agreements is the role of the PA authorities which is needed for sustainability. Even if product funds could not have been directly provided to PA staff, these agreements should have stipulated SSWS ranger involvement (which did occur) within the training or other aspects of these agreements.

Pilot ecotourism projects established

(Baseline – 0; Target – 2)

Conservation tourism was largely not possible after the 1st 2 ½ years of the project. However, the project produced a technical report – tourism strategy (see **Annex 5**)

Effectiveness - Outcome 3 at the Outcome Indicator Level

Outcome 3: Sustainable financing for PAs

The overall TE Rating for these 4 indicators is: Moderately Unsatisfactory

Justification: There are four indicators individually rated:

- Sustainable financing mechanisms - Moderately Unsatisfactory
- Business plans developed for the PAs - Moderately Unsatisfactory
- Operational budget for PA management - Unsatisfactory
- Private sector participating in partnerships - Moderately Unsatisfactory

Outcome 3: Sustainable financing for PAs (four indicators)

Sustainable financing options designed

(Baseline – 0; Target – 3)

The project partially explored sustainable financing, but many standard options such as eco-tourism were not considered viable. In terms of direct funding, there is the sister USAID Boma Jonglei Landscape Project, and the upcoming GEF-6 PA project for the Sudd & Nimule National Park. However, the direct method of preparing project proposals for/with other donors was not taken further. WCS has a long-term agreement with MWCT which could support WCS to leverage NGO development funds at least on the livelihood aspects of PA projects.

Reported achievement of options included: Ecotourism (which was viable until civil conflict began), REDD+, ecosystem service payments and Climate Green Fund projects discussions. However, the TE feels the IP was on the wrong track here, and should have been working on:

- Complementary livelihood projects from development NGOs
- Conservation easements or mitigation payments from oil companies³⁴

Business plans developed for the PAs

(Baseline – 0; Target – 4)

The IP produced a National Tourism Strategy (88pp, 2015), which was adopted by MCWT, however practicalities and financing of the plan in the short term are uncertain³⁵.

Budgeting of the two management plans (MPs) has been undertaken for capital and operational costs. However, these MPs should have had actual-funded working operations, separated out from future proposed-funded operations (i.e. investment planning).

³⁴ Sustainable Financing – conservation easements with extractives industry – was in output 3.1. \$36,000 was budgeted for a technical study to include this aspect of sustainable financing, but was not addressed

³⁵ Due to the security situation, civil unrest, economic collapse, refugee situation and hunger, and the lack of stable government

Operational budget for PA management

(Baseline - US\$40m operational / capital; Target – Increased funding to PA management)

The government budget to the PA network since 2013 has significantly fallen due to lack of oil revenue and civil conflict. There was little evidence of a coherent project strategy for support to MWCT for PA management at central level.

Private sector participating in partnerships

(Baseline – 0; Target - 2 groups)

Natural Resources Management Group (NRMG) - The NRMG is an *ad hoc* cross-sectoral / inter-ministry group without mandate. It stems from the USAID programme support and its' BJL project, but has largely existed intermittently without support since 2013, and with limited authority other than that which the NRMG members carry, as for example undersecretaries of the ministries. The link to the project was tenuous, apart from canvassing for environmental impact considerations to be taken into account where they concerned wildlife or the PA network. The NRMG played a role in stopping the road construction of the Gerikidi – Pibor road through Badingilo NP. The NRMG has become more active again in 2017.

A wildlife - extractive industries conference held in 2017. Whilst the event occurred after the project, it brought together representatives of the oil and mining industries – state and private – together with conservationists. Equator Principles, standard International Finance Corporation (IFC) guidelines, and Environmental & Social Impact Assessments (ESIAs) were included on the agenda.

The IP did not sufficiently institutionalise their links with the private sector.

3.3.3 Achievement of Outputs

The presentation here is based on **Annex 2**. This section provides further text.

Outcome 1 (Capacity building) at the Output Level (6 Outputs)

Systematic PAs conservation strategic plan developed for the management of the PA network

The reported achievement included: The IP has continued analyzing and collating information from GPS/tracking, aerial surveys, and socio-economic surveys to inform the country-wide PA network assessment. The assessment has been to:

- Provide a synthesis of existing knowledge regarding the status of the most important biodiversity values, as well as the most serious threats to biodiversity
- Identify the optimal distribution and design of the nation's PAs and wildlife corridors in order to, ensure the long-term conservation of the country's most important biodiversity values.

Whilst the TE has noted this, the expectation of the project design was that a 'strategic plan' would be developed first with the partners, so that everyone would be working in agreement over the following four years. Thus, the survey effort, collating of data and making of proposals for PA gazettelement should have become component parts of the strategy.

Policy and regulation framework based on selected IUCN categories developed

Of note, the IP reported – 'The production of the draft National Tourism Regulations means that the Directorate of Tourism has accomplished the development of drafts of its key policy and legislation documents (South Sudan Tourism Policy – approved in 2012; South Sudan Tourism Authority Bill – undergoing the 3rd review; National Tourism Regulations – awaiting approval). Once the Tourism legal frameworks become statute, they will create a foundation for the tourism industry through sustainable natural resource management.'

Procedures to safeguard local community rights, address and prevent potential displacement problems, and promote development of benefits for local communities most directly impacted by PAs

The project developed CCSP forum groups with the dual purpose of wildlife conservation and peace building.

Table Community Conservation Security Partnerships (CCSPs) 2011-17 - Involvement i.e. reporting conservation-security incidents

Group / Location	Nyat (BNP)	Pochalla (BNP)	Lirya (BaNP)	Lafon (BaNP)	Bala-Gemeiza (BaNP)
CSO staff	17	11	1	13	9
Local government officials	6	5	3	3	10
Key informants	15	10	5	10	25
Traditional Leaders	20	30	6	16	22
RRCs coordinators	3	5	2	2	4
South Sudan Police Service	7	4	4	5	10
South Sudan Wildlife Service	20	5	0	11	40
South Sudan Prison Service	4	4	4	5	6
LSGP beneficiaries	120	150	30	80	160
Total	212	224	55	145	286

Note - The total number of beneficiaries from the five groups is 922.

The project has worked with four CSOs. From 2011-13, the project focused more on conservation awareness agreements and training, working with two CSOs to begin with – ART in BNP and CEPO in BaNP. The training completion table provides more detail (**Annex 5**). Here the IP reports on CCSPs and livelihood activities for four pilot areas:

- Pochalla pilot area, Boma - In mid-2015, there was civil unrest that halted work of the CSO - Anyuak Recovery Trust (ART) in the implementation of CCSPs. In early 2016 discussions were held to begin to deliver CCSP activities, including the Livelihoods Small Grant Program (LSGP), however in March 2016 inter-communal violence broke out again. For the work that had been done, the women's group was acknowledged to have achieved better results than expected.
- Nyat pilot area, Boma - In March 2016, WCS formed an agreement with the CSO - Open Source Development Initiative (OSDI)³⁶ to implement the CCSPs in Boma. The purpose was to: conduct wildlife conservation and sustainable natural resource management, and form CCSPs; and support the implementation of BNP Management Plan³⁷.
- Gemeiza/Bala Pools pilot area, Badingilo NP - In 2016, despite the insecurity along Juba – Bor road on the western boundary of Badingilo NP, the project continued to interact with the community leaders in Gemeiza and Mangalla, and the SPLA to coordinate project activities.
- Lafon pilot area, BaNP - In early 2016, the CSO PDCO and WCS were involved in gathering intelligence on poaching, wildlife trafficking, conflicts and insecurity. Activities later included conservation awareness, wildlife protection, CCSPs, and alternative livelihoods.

PA planning and monitoring unit created in the MWCT, staff trained, PA management planning criteria designed and piloted

There is no indication of a PA planning and monitoring unit being established within the MWCT. Training of staff is previously reported under the relevant Outcome 1 indicator. During 2016 in particular, in addition to staff / ministerial changes at national level, the project needed to adapt to a changing and volatile situation at the project sites:

- BNP - management planning sessions were held with park warden and deputy. Issues included: illegal gold mining; commercial charcoal production inside BNP; killing of elephant and ivory trafficking - by civilians, SPLA, Cobra faction soldiers and other armed groups; and deforestation.
- Management planning in Badingilo NP focused mainly on the western sector, particularly on law enforcement operations.
- SNP was affected by general insecurity, and management planning was reduced to a minimum.

Technical and institutional capacity of MWCT increased to manage and monitor the PA network

As an example - A 10-day training (April 2016) was organized to strengthen wildlife anti-trafficking initiatives

³⁶ The TE is concerned that the director of OSDI is also a local government official, which could be taken as a 'conflict of interest'.

³⁷ The David Yau Yau conflict with the SPLA halted conservation activities in Boma (Pibor and Pochalla counties) for much of 2013 and 2014. The WCS camp, BNP Headquarters and Wildlife Training Centre were overrun and looted. Lives were lost, including the BNP Park Warden and senior officers being killed. Civilians fled to Ethiopia and other areas for safety. Some communities remained in refugee camps and/or internally displaced peoples' camps in fear of renewed hostilities. Hence, livelihood activities in Nyat started later than at the other 3 locations.

and law enforcement monitoring by the park rangers. It also covered the legal requirements and processes related to wildlife crime.

MWCT communications strategy designed to promote PAs and wildlife conservation

The project developed a local awareness campaign, but on a limited scale. The IP focused more on a campaign at national & international level, with varying levels of collaboration with their partner MWCT. However, due to the security difficulties in the field, publishing extensive number of articles in the international arena could be seen as an example of adaptive management by the IP, especially post 2013.

Conservation Awareness Materials / Media presentations

- SMS Text Messaging via Mobile networks - with project support, the MWCT began a nationwide monthly campaign messaging on wildlife conservation via mobile phone networks. All MTN and Vivacell network subscribers received the messages³⁸
- WCS South Sudan Facebook page (www.facebook.com/wcs.southsudan)
- WCS twitter account @WCSOUTHSDAN to disseminate conservation messages and information
- Eight posters regarding the conservation of wildlife, and illegality of wildlife trafficking – visibility with GEF logo
- Twelve newsletters (March 2013-17)³⁹ – visibility with the GEF logo
- The last annual report of WCS lists over 100 media articles and presentations

Maps

The number of differing types of maps produced by WCS should be acknowledged, however the visibility of the GEF logo in comparison to the USAID logo is poor, which is simply down to the design of the respective logos.

Outcome 2 (PA Site Management) at the Output Level (7 Outputs)

PA management plans for BNP and BaNP, with management strategies developed for SNP and Zeraf

The output has a direct indicator and is therefore mainly reported in the previous section (Achievement of Outcome 2)

Badingilo National Park Management Plan - (BaNP MP) management plan was ‘completed’ in 2015 (i.e. it took 4 ½ years to prepare), but remains without presentation to local government. Also, due to the political fragmentation of administrative boundaries (2015) and civil unrest (2016), local consultations have not been conducted. In September 2016, the IP met with the MWCT technical committee for the BaNP MP who indicated their wish for the proposed extension to be adopted. WCS agreed, with a plan to conduct community consultations. The exact same discussion on delivering a local consultation was heard during the TE final workshop in November 2017 with the same conclusion that it should be done. Thus, there was one full year with no action taken on this, which unfortunately again has indicated a lack of close collaboration, and procrastination, especially where it involved the IP and its national partner, the MWCT working together.

BNP MP - has also undergone similar delays, latterly reported as due to a change in the MWCT Director of PAs & Wildlife (March 2016), however during the TE in November 2017, the Director of PAs (who had previously been working with the project as the MWCT Training Director), indicated that the plan had not even been submitted to him. TE believes that this also indicated a reluctance on behalf of the IP to constructively engage with the MWCT. (see management role of UNDP and recommendations section).

PA and buffer zone boundaries assessed and participatory redefinition commenced, leading to Boma and

³⁸ Examples: ‘Do you know that wildlife resources can positively contribute to the economic growth of our country just like oil! Stop wildlife and their products trafficking locally and across international borders. Let us work together as citizens of this country to discourage poaching of wildlife by avoiding selling and buying of bush meat and trophies’. And ‘Avoid Contact with wild animals and consumption of their products such as bushmeat to prevent transmission of deadly viral infectious diseases’.

³⁹ The newsletter highlights the work of WCS and their partners, as well as other news relevant to wildlife conservation and natural resource management. For one edition (16, March 2016), 1,000 copies were distributed, with digital copies sent to over 1,000 online recipients, including international and local media outlets (Sudan Tribune, Juba Monitor, Bloomberg/Citizen, and VOA/AP).

Badingilo NPs and the extension of Zeraf Reserve being legally gazetted

An assessment of PAs boundaries was undertaken with extensions and changes proposed by a MWCT – WCS technical committee, however these proposals were not fully debated or communicated to the responsible government office within the MWCT. The verification process was halted due to MWCT / SSWS administrative constraints (not specified) and security issues in the field.

Basic infrastructure established for BNP, BaNP and SNP management and operations

New PA administrative facilities were built and new ranger stations were constructed. These include: 3 administrative headquarters; 4 ranger posts; 2 garage workshops; 1 standalone toilet block; and WCS infrastructure (1 administrative office; 2 storehouses; and a tent platform). Park roads have been constructed or rehabilitated. Two airstrips have been prepared (1 km each).

Capacity and technical expertise of field-based PA management staff improved, work plans developed and implemented

An example of capacity building at BaNP - Operational planning included the deployment of rangers, improvement of Bala HQ and Gerikidi ranger post, and technical support from the IP for field operations including provision of patrol food rations, fuel for patrol vehicles, and maintenance of law enforcement vehicles. See training delivered – **Annex 5**.

Stakeholder participation (local, State) and capacity increased to support PA management

National / Transboundary level

- Wildlife Anti-trafficking strategy (WCS, 2015) - The K9 sniffer dog unit was part of the strategy to support SSWS. Logistical the requirements were put in place to acquire and maintain two dogs. The dogs arrived in January 2016 together with 2 expert trainers. During the selection process, 3 SSWS and 1 WCS staff were selected to undertake the specialized training with the dogs. The first phase of training for 6 weeks was held Jan-Feb 2016. In March 2016, the dog unit with full logistical support from the IP began work. There have also been prosecutions for illegal wildlife hunting (e.g. SNP leopard, hippo and elephant).
- Ivory Stock Management - In 2016, WCS and Stop Ivory continued to improve the database for management of confiscated wildlife items and the development of management manual. The database is running, although the procedural manual remains in draft.
- Elephant Protection Initiative - In December 2016, South Sudan joined the initiative.
- Transboundary collaboration - with DRC, Garamba National Park - In early 2016, communication and information exchange between SSWS / Lantoto NP and Garamba NP was reinforced as the poaching of elephants and other wildlife continued to be severe.

Local Communities

Conservation education and outreach has been undertaken in secure areas. The awareness has been conducted by: screening wildlife conservation documentary films produced by WCS and others; a comparison of wildlife conservation pictures from within / outside the country; and focus group discussions with communities in and around the PAs. The WCS staff and community mobilizers from the four CSOs (ART, CEPO, PDCO and OSDI) have received refresher training on delivering conservation messages through the video screenings, pictures and group discussions.

The awareness has targeted the communities on the western and eastern boundaries of BaNP, and Boma areas (Nyat and Pochalla) due to: the high conservation importance of these areas; being in proximity to higher human population densities; and the prevalence of illegal bushmeat trade and trafficking in wildlife parts including ivory. E.g. In Nyat, three communities used to hunt, including two groups of livestock keepers but since SSWS have been confiscating guns (~7 times/ / year) and the project initiating LSGP activities (such as to create more livestock meat for market by supporting a butcher), the incidence of hunting has been reduced.

In SNP, the threats included hunting with guns and wildlife crop damage from elephant and hippo. The challenges included: a lack of patrols and ranger stations; wildlife seasonally (end of rainy season) residing in north-east outside the park which still needs protection and a wildlife corridor to be developed. However,

SNP have brought under control the seasonal / random movement of cattle, and reduced hunting inside the park. Hunting outside the park remains an issue, as cattle traders / raiders hunt wildlife for meat as opposed to slaughtering their own animals.

In BNP, cattle control has been initiated around the park headquarters, however this only represents about 5% of the total cattle being herded in the park⁴⁰.

Community based partnerships designed & piloted aiming at developing benefits / opportunities

Training Results (Beneficiary numbers)

For 2017, BJLP reports⁴¹ an accumulated 1,176 beneficiaries (378 W, 798 M) from livelihood activities and employment. The estimated multiplied value is considered six times this, with each direct beneficiary having an average of six members in their household. Thus 7,056 people are reported to have increased economic benefit derived from sustainable natural resource management and conservation. These figures (which do not include SNP or Lantoto where livelihood activities were not undertaken) should be taken as the GEF-4 PAN project beneficiary numbers⁴².

Similarly, the number of participants trained in sustainable natural resources management and/or biodiversity conservation is put at 1,181 (390 W, 791 M).

The number of people that apply improved conservation law enforcement is reported as:

- The number of rangers, or law enforcement agents who have gone patrolling and arrested wildlife law breakers, or seized guns, or wildlife products is 188
- The number of community mobilizers, individuals, or members from our antipoaching/ anti-trafficking network who have reported incidences of poaching, trafficking, habitat destruction is 85

Local Conservation & Community Development Training Delivered

During the project period 495 people were trained under the project (WCS Training Overview.xls). Concerning gender, of these only 25 (5%) were recorded as women. These 25 women were trained under CCSPs / LSGP in small scale poultry production in Lafon (19); in sustainable fishing / marketing cooperatives in Gemeiza, Mangalla & Lirya (4); and a 6-month training course at Mweka wildlife college in community-based wildlife management (2).

However, livelihood training post-project in 2017 (until end Sept. 2017) appears to have increased considerably with 702 participants trained including 238 (34%) women. These courses have primarily been undertaken by the four CBOs with the livelihoods trainings in this period presented below:

Table Post-project Livelihood Trainings undertaken by the contracted CSOs

Type of training	Topics	W	M	Partici-pants
Refresher Grant Management Refresher Training of management officials of 3 partner CSOs (CEPO, PDCO, and OSDI)	Project activities and financial management	4	5	9
Community conservation –security partnerships (CCSP) training of members of livelihoods small grants program (LSGP) of OSDI based in Nyat/Boma (BNP)	Conservation farming / tillage, effects of slash and burn Agriculture on environment, good Agricultural production practices (GAPPS) and Agriculture Cooperatives formation.	12	24	36
CCSP training of members of LSGP of ART based in Boma: Skills that enhance fish production to improve household food and economic needs.	Nutrition and economic value of fish, gender role in fish production, sustainability, maintenance of fishing gear (canoes / nets), fish marketing and cooperatives, importance of communities to adopt alternative livelihoods in order to improve protection of biodiversity.	29	85	114
CCSP training of members of LSGP of OSDI based in Naoyapuru (BNP): Conservation	Introduction to Conservation farming / tillage, effects of slash & burn, good Agricultural production practices (GAPPS) and	23	40	63

⁴⁰ The cattle moved in from Pibor in 1983 with SPLA units and are still present. There are insufficient rangers to control this with only four checkpoints established. Also, the added state and county rangers including former soldiers, have not been trained, deployed or paid to do such duties

⁴¹ BJLP Annual Report 2017 – cumulative figure

⁴² This accounting style used by the international development community is known as the ‘overall method’ as opposed to the ‘contribution method’

gardening	Agriculture Coop formation.			
CCSP training of members of LSGP of OSDI based in Naoyapuru (BNP): development of community cooperatives for cattle keepers	Marketing livestock and its products as an alternative source of livelihoods to young men and women	11	81	92
CCSP training of members of LSGP by ART in Pochalla (BNP): entrepreneurs and development of community cooperatives for cattle keepers	Conservation farming /Conservation tillage, effects of slash and burn Agriculture on environment, good Agricultural production practices (GAPPS) and Agriculture Cooperatives formation.	34	46	80
CCSP training staff of WCS socio-economic and WCS CSOs (CEPO, ART, PDCO, OSD) on peace building & conflict mitigation - Juba	Conflict analysis, assessment, conflict resolutions, conflict mitigation, conflict transformation, coping mechanism and mitigation intervention plan impact with conflict sensitivity.	4	10	14
Apiculture (Bee keeping training) (OSDI)	Importance of honey, beehives construction, beehives site selection and installations, steps in harvesting honey, challenges related to beekeeping and practical works	0	60	60
Small scale poultry keeping and management training (ART)	Poultry breeds, Poultry housing, types and position, Feeds and feeding, Flock management, local breeds, Profitability, marketing of product, Record keeping	33	23	56

CSO livelihoods delivery results

Badingilo

- CEPO – Gemeiza/Mangalla - CEPO activities have continued to focus on supporting the fishing groups along the Nile River, on the western boundary of BaNP in Gemeiza and Mangalla payams for the communities to actively participate in conservation (- 22 drying racks, 5 boats, nets with support from UNIDO, cooperative fishing group). In addition, CEPO is developing the capacity of communities in Lirya on the southern part of BaNP on fish marketing. Seven saving and lending schemes have been established and have become sustainable.
- PDCO – Lafon - Capacity building for beneficiary groups was launched in early 2016 in Lafon Administrative Area, BaNP. PDCO conducted a small-scale poultry farming training for identified LSGP groups with 43 direct beneficiaries (19 W, 24 M). Two hundred households have indirectly benefitted from poultry farming and are less nomadic. As a result, bushmeat is no longer on sale on the Juba road.
- Peace-building activities in BaNP have also been important (e.g. two conflicting tribes given one boat to share), and together with the other livelihood activities along the river, security has generally improved.

Boma

- ART – Pochalla - Despite the challenges, ART community mobilizers and leaders engaged on sensitizing the local communities on the importance of wildlife protection and conservation. Regular meetings have been held between ART leadership and the community leaders focused on monitoring wildlife and human security, monitoring of poaching and wildlife trafficking, and peace building amongst the Anyuak communities.
- OSDI – Nyat - In early 2016 the main focus was to engage a new CSO called OSDI based in Boma to work with communities around BNP. OSDI has prepared for implementation of conservation compatible livelihoods activities in and around BNP. This is through the expansion of the LSGP to communities. The aim of LSGP is to address the issues of food insecurity in three communities. Saving and lending schemes have been created for four groups (cattle, crops, bead-making and honey). The cattle and goat group who are supported by a butcher and the crop group have stopped hunting. Fragmentation of political boundaries has however increased community tensions.

These more comprehensive rural development agreements with the CSOs were only witnessed by the TE for 2015-16. And whilst some activities (training and piloting) were initiated earlier in BNP with ART and BaNP with CEPO in 2013 (and reported in the annual 2014 report) the overall scale appears to be too little, too late to have a significant impact. Such work should have been implemented on a larger scale within the first 2.5 years of the project (2011-13).

Proposals to mobilize community alternative livelihoods and sustainable development funding sources to benefit and enhance income generation for key communities living near and in PAs

- The Livelihoods Small Grants Program (LSGP) engages local communities to identify and develop projects for realizing tangible benefits from conservation and sustainable natural resource management. In 2014,

support for two CSOs (ART operating in Pochalla, northeast of BNP, and CEPO in Gemeiza/Mangalla, western BaNP) was begun. In early 2015, PDCO was selected to implement the LSGP in the Lafon area, eastern BaNP. In early 2016, the IP hired OSDI to implement livelihood projects in BNP.

- In BNP, the project has supported livelihoods and livestock management as part of the Pibor Development Initiative and in and around the park headquarters.
- The IP has explored various options for alternative livelihoods that are different from the traditional projects (food security via distribution of seeds and tools, fishing, pastoralism). These include: Gum Acacia in the Jonglei Acacia habitats in Ayod; Shea butter in Boma and Pochalla; Natural wild coffee on the Boma plateau; and Natural honey in SNP.

Pilot model ecotourism programs designed & implemented for Bandingalo & Boma Parks

This is reported under Outcome 2 as the indicator is a direct match.

Outcome 3 (Sustainable Financing) at the Output Level (4 Outputs)

There were four Outputs that directly matched the indicators under the Outcome 3, so they are only briefly reported here (see also previous section):

- Assessment of sustainable financing mechanisms for PA network, with technical support from the WCS Sustainable Conservation Finance Department
 - o Limited evidence of WCS New York headquarters' support
- MWCT and GoSS capacity developed to access potential sustainable finance management for PAs developed based on financial options analysis
 - o Only sustainable tourism options partially developed, however it is extremely common for most of the profits from tourism to not go towards either local livelihoods or conservation⁴³
 - o PA business plans developed: including guidelines developed, capacity built and systematized and preliminary business plans for 4 pilot sites. A missed opportunity here for the project to work with international NGOs in supporting local government in rural development planning processes (- being accessed by development / reconstruction NGOs / others to initiate internationally funded development activities in and around the project pilot PA sites
- Dialogue with private sector extractive industry in relation to PA management, assessment of key threats / opportunities, and partnership potential outlined for the four PAs
 - o Again, largely a missed opportunity here in creating a meaningful dialogue with oil or mining companies re. payments for conservation easements – the WCS head office financing department should have provided support. In fact, 2011-12, the IP held discussions with Total Oil company, but these were not taken further.

3.3.4 Efficiency

Was the project implemented efficiently, in-line with international and national norms and standards? The TE guidance defines efficiency as 'the extent to which results have been delivered with the least costly resources possible.' The TE findings were generally that the IP focused heavily on gaining baseline biodiversity information for large mammals. This involved comparatively expensive spending on maintaining an aircraft and conducting aerial surveys (0.285 million km flown ~ flying from London to Sydney 17 times). The approved Prodoc did not envisage the high effort to conduct aerial surveys, apart from using such methods to re-confirm pre-project biodiversity numbers and to support boundary determination for the selected PAs⁴⁴.

The project also had a more immediate focus on supporting rangers and stopping illegal wildlife hunting which should be considered as cost effective. However, sustainability often rests on creating institutional capacity and delivering the building blocks for these institutions to work with (e.g. new legislation, strategies

⁴³ It should also be noted that WCS has undertaken some work on initiating community conservancies which would complement the sustainability of key biodiversity areas adjacent of PAs.

⁴⁴ Due to remoteness / access, a proportion of flights would have been for meetings, trainings, communication, delivery of materials.

and management plans), which was an area the project was only partially successful at. Lastly, working on integrated conservation and development – i.e. livelihoods improved in return for conservation support, only really started in 2014⁴⁵, which was rather late.

There was a lack of explanation as to how the accounting for the GEF Trust Fund was separated from the accounting of the complimentary USAID funds (US\$12.77m)⁴⁶ when project activities were largely alike.

Efficiency Rating – Moderately Unsatisfactory

3.3.5 Relevance

The project was relevant to national environmental and developmental priorities and was in line with GEF biodiversity priorities for terrestrial ecosystems. The objective concerned laying the foundations for biodiversity conservation through the improved management of the PA estate, in a post-conflict situation. However, retrospectively it is clear that apart from 2011-13 (1st 2 ½ years), the conflict situation returned intermittently until project end in 2016 (the last 3 years). Thus, the project circumstances totally changed politically, and indeed had an impact on the all project partners (UNDP, the IP and the government counterpart). The partners and IP undertook activities that were still possible in context of civil unrest, and largely a collapse in governance and the economy. The IP who despite their best efforts, often just had to return to what they knew and could do best which was wildlife monitoring and working with rangers whenever possible. They also supported PA management, conservation awareness and local engagement of stakeholders, piloting CCSPs and livelihood interventions, anti-wildlife trafficking, and policy and legislation development.

Relevance Rating – Relevant

3.3.6 Country Ownership & Mainstreaming

Country Ownership

The country ownership of the project is questionable. Certain aspects or deliverables have been taken on-board by the MWCT / SSWS. The wildlife and tourism policies has been adopted, and their subsequent laws are expected to be promulgated. The two management plans need to be endorsed by MCWT as project deliverables. However, on the whole, the project remains a package of knowledge, closely held by the IP, not least due to the lack of capacity and institutional resources (computers, databases) at the MWCT.

Mainstreaming

Biodiversity mainstreaming often involves applying biodiversity conservation to cross-sectoral plans and regulations. Mainstreaming is actually only mentioned once in the Prodoc with respect to Land Use Planning regulations. The project has a mapping GIS database relating to conservation – which should be of use to national cadastral services and the extractive ministries. However, these maps need to be in the domain of the responsible national partner, once they have the resources to administer them⁴⁷. The project mainstreamed biodiversity conservation into the draft tourism law (chapter 11 – wildlife conservation).

4. SUSTAINABILITY

Sustainability: According to the four GEF risk categories (financial, socio-economic, institutional & governance, and environmental), present status and the future

Rating: Moderately Unlikely

Justification: There are significant risks, but due to progress made by the IP, the building blocks are being put in place, even if the country ownership is still lacking. It also depends on the recommendations of the TE

⁴⁵ The IP initiated the Livelihood Small Grant Program in 2011, which was supported with training sessions through 2013-15 (see **Annex 5**), however the CSOs were not fully engaged to implement such activities until 2014 for two CSOs and 2015-16 for the two others. The initial results and impacts in 2012-13 were difficult to determine by the TE in 2017, except to note earlier activities were perhaps directed more towards conservation awareness and not tangible livelihood actions.

⁴⁶ The original value of promised co-financing was \$2.3m from USAID and \$1.3m from WCS, but even transparent reporting of this amount was not forthcoming

⁴⁷ South Sudan Mining Cadastre Portal - <http://portals.flexicadastre.com/southsudan/> - WCS provided the PA polygons for this map

taken-up, otherwise the risk would be considered severe

The Atlas risk and the Risk log tables outline the risks (see section 3.1 project design). The future is largely unknown due to on-going political instability and civil conflict. Many of the advances made by the project are not sustainable without further donor funds.

4.1. Financial Risks to Sustainability

South Sudan is in financial dire straits. National funds are not present and there is an outstanding oil pipeline rental bill with annual arrears for 2015-16 estimated at US\$291 million to pay Sudan⁴⁸. On-the-ground the IP reported: PA staff being paid 6 months in arrears (April/May salaries received in November); no state funds to visit PAs (fly-ins – paid by WCS); and limited mechanism to pay PA staff - WCS flies in salaries to project PAs. Hopefully, these are all short-term problems.

Project Outcome 3 was designed to address financial sustainability, however practical avenues were largely not explored (leveraging development funds from international NGOs by for example using GEF funds as ‘seed money’, or leveraging conservation funds from extractive – oil and mining companies in the form of conservation easements – either ‘wildlife managed rights of way’ or significant payments for biodiversity offset alternatives if there were no mitigation options). The IP has supported the development of a GEF-6 biodiversity project.

As an example of continuing donor funds for conservation, WCS reported during the TE mission that the US FWS is to provide US\$0.3m (2017-19) for WCS to implement a project in SNP titled – ‘Strengthening protection & PA management for the key elephant population in SNP’. This will ensure continuation of the work started under the GEF project and allow for its assets to continue running (vehicles, generator, HF radio) and infrastructure to be maintained and managed⁴⁹.

The project also produced a National Tourism Strategy (2015), although the practicalities and financing of the plan in the short term remain uncertain.

PA infrastructure planned by WCS includes seven further ranger stations, including one in the Shambe / Sudd region.

4.2 Socio-economic Risks to Sustainability

The country is in a dire situation. The risk at present is donor fatigue with the high cost, high danger level, and under-funded humanitarian relief programme. Most donors are unable to move from conflict resolution and disaster relief to socio-economic recovery and development modes. The situation is six million people food-insecure, two million internally displaced, two million in camps in neighbouring countries according to OCHA⁵⁰.

The sustainability and scale of impact of the CSOs was difficult to fully assess due to security limitations on the TE. Whilst the local schemes developed by the project have shown some promise, then need to be implemented on a more comprehensive scale by professional international development NGOs, with their own complimentary funding. This needs to be explored much more by the UN agencies. There is some continued activity such as with Farm Africa in BaNP.

4.3. Institutional Framework & Governance Risks to Sustainability

The overall objective and Outcome 1 of the project were focused on building institutional capacity and building the planning / legal framework for PA conservation. At present, MWCT is a restructured ministry (April 2016) in a temporary compound, and subject to the political – security turmoil with financial hardship

⁴⁸ The International Monetary Fund estimated that in the 2015/16 financial year, Juba accumulated \$291 million in payment arrears related to the 2012 deal. (<https://www.reuters.com/article/us-southsudan-oil/south-sudan-owes-sudan-1-3-billion-from-2012-oil-deal-official-idUSKBN1DZ2XK?rpc=401&>)

⁴⁹ There is a smattering of other biodiversity projects – e.g. FAO NRM project (USAID); EU-funded African Wildlife Fund in Imatong; FFI adjacent to SNP.

⁵⁰ UN Office for Coordination of Humanitarian Affairs

in the country. MCWT are unable to govern their PA network. Communication remains largely via HF radio and without internet – email.

What is required for future sustainability is for WCS to develop a much more mature professional working relationship to be fostered with MWCT, and accept the latter’s frailty and failures, as well as the fact that ultimately conservation success will be down to national responsibility, motivation and political willpower. There remains a need for key conservation partners, such as WCS to continue work at a national strategic level and train others to teach the management work at the PA site level. For the latter as an example of institutionalising capacity, this could be developing the curricula with leaders of college conservation courses.

4.3. Environmental Risks to Sustainability

As USAID and WSC see a long-term future in South Sudan, and as WCS hold technical ‘conservation keys’, they will be able to unlock PA conservation programmes again when the conditions are suitable. Furthermore, WCS are involved in the next large-scale PA project (under GEF-6) and have a secure relationship with USAID as well as having their own conservation funds (from New York).

International support & complementary projects

- **National Biodiversity Planning to Support the implementation of the CBD 2011-20 Strategic Plan** in South Sudan by development of the first National Biodiversity Strategy & Action Plan (NBSAP)
 - o Is a 3-year GEF-5 Enabling Activity. The project form was prepared in 2013, but to be submitted to GEF early in 2018. The plan is expected to be in line with CBD’s Aichi targets. The implementation arrangement is expected to be DIM – i.e. UNDP in cooperation with the MoEF, with MoEF to nominate a National Project Director to chair the PSC
- The proposal mentions collaboration and synergies with an ‘environment cluster group’ on an *ad-hoc* basis. The group is chaired by the MoEF (who also act as the Country GEF Focal Point), and UNDP acts as a Secretariat. Members include all development partners in the environment sector, including UNEP, FAO, World Bank, AfDB, USAID, JICA, DFID, EU, and relevant ministries (and will possibly be linked to the NRMG)
- **GEF-6 UNEP - Capacity Development in Reducing Illegal Wildlife Trade & Improving PA Management Effectiveness** - Includes a WCS grant of US\$2.45m, making them the largest cash ‘donor’.

The IP final report focuses on gains made at local level:

- **SSWS staff skills** (PA management, law-enforcement / anti-trafficking, community engagement, survey of wildlife populations and management. As highlighted in various IP reports is that these staff often get moved, thus the sustainability risk or issue was whether the training program (and materials / manuals produced) should have been better integrated with the national level wildlife training programme.
- **CSOs / communities’ capacity in NRM and alternative livelihoods** – Whilst the project made a belated start, the scale of livelihood options (despite socio-economic surveys being undertaken), was limited.
- **National level / CSOs & communities’ capacity in to understand conservation** – The efforts made in raising awareness are expected to be lasting, if institutional structures (county and local village leaders) and law enforcement (an active ranger service with judicial support) remain in place

5. IMPACT & CATALYTIC EFFECT

Impact: According to the three GEF categories (Significant, Minimal or Negligible), present status and towards the future

Rating: Significant

Justification: The project has made a significant positive impact, with respect to understanding the baseline for wildlife conservation and developing some of the PA governance structures (wildlife law and demonstrated management at three parks).

5.1. Impact

Measuring impact requires assessing the pathway from project outcomes to expected impacts⁵¹. The overall objective was an improved management effectiveness of the PA estate. The results and impacts were:

Improvement in ecological status

- Some improvement, but present conditions for PA strengthening are not good
- WCS reported the decline in wildlife numbers slowed down to near being stabilised (2011-13), but are since declining faster again due to conflict – (see **Annex 5** - Aerial Surveys of Wildlife & Human Activity)

Reduction in stress on ecological systems

- In some instances, but traditional pastoralist systems disrupted with new groups with weapons. BNP – numbers of cattle rising
- Lack of coordinated planning for wildlife and PA protection, except for the project delivering practical interventions - PA infrastructure; supporting patrols and wildlife crime prosecutions

Overall the impact has been improved management of part of the PA estate.

The three Outcomes were: 1 - capacity built; 2 – management of four parks strengthened; 3 - sustainable financing options prepared. The expected impacts and results were:

Capacity Built

Regulatory and policy changes at regional, national and/or local levels

a. International / Regional Level

- UNESCO Membership 2016 with a draft application for the Boma-Badingilo NPs to become a World Heritage Site
- CITES observer status – project has supported the national representative to attend meetings
- Horn of Africa Wildlife Law Enforcement Network supported
- Interpol Wildlife Law Enforcement Agency supported
- Transboundary links established (Cross African Parks Network in Garamba Park, Democratic Republic of the Congo – the project working with DRC in Lantoto; and links with Ethiopia on the border with the proposed extension of BNP to go to this border)

b. National Level

- Wildlife Conservation & Protected Area Policy (2012)
- Tourism Policy adopted (2012)
- Wildlife Conservation & Protected Areas Law (draft, 2015) - remains with Ministry of Justice
- Tourism Law (draft 2012)
- National Tourism Strategy (2015) – Adopted by MCWT
- Strategic Workplan for Wildlife Conservation (2015-18) – partner produced
- National Strategy for Combatting Wildlife Trafficking (draft, 2015) - in technical report format
- Law Enforcement Monitoring manual (draft 2016) - in technical report format
- National Biodiversity Strategy Action Plan - supported

c. Local Level

- 6 Community Conservation Security Partnerships, with a further 5 planned⁵²

⁵¹ GEF Evaluation Office 'Review of Outcomes to Impacts' Handbook 2009 - includes 3 stages: 1. Identifying the project's intended impacts; 2. Verifying project logic; & 3. Analyzing project's outcomes-impacts pathways (i.e. is the Theory of Change realistic, in the process of being delivered / likely to be achieved) – in order to provide an indirect method of assessing expected impact.

⁵² These could in the future be developed into community conservancies as envisaged by the WCS strategy (Annex 12). There is a Northern Rangelands Trust model

Training Delivered – From 2007-17, the IP has trained 1,470 wildlife staff and other stakeholders in conservation techniques, CCSPs and integrated conservation & development actions (i.e. alternative livelihoods).

The result has been: a legal framework for wildlife conservation established; and wildlife staff capacity built mainly at three parks; and local conservation partnerships developed in and around two national parks. The impact is that illegal hunting of wildlife has been significantly reduced from the baseline pre-project.

Management of four parks strengthened

The results included: infrastructure at three parks established; two management plans and one park strategy prepared; administrative and ranger patrol systems established at three parks. The impact has been to provide a strong demonstration of PA management for the future work of the MWCT and their SSWS.

Sustainable financing options

The result was mainly linked to funding for future conservation projects. The impact on a wide scale has been minimal.

Comment on Impact

The project's logic and intended impacts did not change, however many of the risks and assumptions dramatically changed, indeed new risks also arose, which in turn meant added new and changed assumptions. This meant that the scale of project operations was severely curtailed, however the IP continued to adapt and work through three years of periodic and intense civil unrest / conflict.

5.2. Catalytic Effect

Scaling up

- The CCSPs are in a process of being scaled up from six partnerships to 11 partnerships. Further scaling up, to create a network should be considered as part of a future MWCT strategic plan.
- Seven added ranger stations are planned to be built
- The follow-on GEF-6 PA project is an example of scaling up
- The K9 Sniffer Dog Unit became operational in March 2016 and could be scaled-up for Rumbek, Nimule, border etc, if funding was available for more dogs to be purchased, maintain and place them in operations.
- There is a need to significantly scale up the alternative livelihood activities, but as with most scaling up activities, they need to be institutionalised.
- There were no CCSP or livelihood activities in SNP – this park should be seen as a priority for this activities in the future in order to consolidate the work undertaken there.
- The project envisaged support to four PAs. Three PAs were actively supported, with some support to Lantoto NP, which now should be seen as a scaling up location

Replication (outside of the project)

- BNP and BaNP management plans could be used as template for Shambe, Lantoto NP and others, however future plans should separate out funded operational planning and activities from investment planning
- The CCSPs could be replicated in other countries experiencing conflict

Demonstration

- The project has provided a demonstration of improved management at three PAs, and a demonstration of a PA management plan with investment and operational costs.
- The CCSPs are a strong demonstration of local collaboration on conservation and biodiversity protection
- The project provides a demonstration to other NGO wildlife projects (e.g. FFI in the west of SNP and in some game reserves)

Production of a new technologies /approaches

- The project has developed a survey / patrol methodology for foot, vehicle and by air. This is partly thanks to WCS who run their own Cessna aeroplanes. The patrols report using GPS/camera in BNP, BaNP, SNP and Lantoto NP, which allows for both wildlife counts and wildlife crime to be evidenced.
- The project established a Law Enforcement Monitoring system, which included as a wildlife anti-trafficking strategy, and a wildlife product sniffer dog unit.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

After mid December 2013, the 'government' was focused on security and military matters, and in this state of flux, the international donors were reluctant to engage with them, partly to maintain a neutral stance and partly to nudge the factions towards a peace process and ultimately to signing the 2016 CPA. There were also concerns by the donors on the 'legitimacy' of the then government in the light of the opposition factions led by SPLM-IO. Furthermore, the UN 'Programme Criticality' exercise deprioritized the project⁵³. In the light of these changes with ensuing risks, there arose a number of unforeseen project implementation challenges and gaps emerged in the normal application of UNDP project management procedures most notably formal PSC meetings.

The high expectations of the project appeared beyond the implementation capacity of the IP, which was partly due to political conflict and civil war⁵⁴. There wasn't an agreed PSC membership or written mandate for their role. There weren't any PSC meetings for 3 ½ years.

The IP failed to identify a sufficient number of senior directorate level and key technical staff within the MWCT to work with⁵⁵. In fact, the IP, who were used to working directly at ministerial level, had their *modus operandi* dashed with the high number of political changes, including positions being left vacant. Thus, apart from the PSC, the project needed a partner leadership group and a technical cooperation group to function irrespective of changing appointments, ministers, and even the ministry for a time.

When certain activities at national level could have been moved along (e.g. agreement on the park management plans / strategies), they were not, due to the lack of effective collaboration between the IP and their partner, the MWCT and the lack of management oversight by the GEF IA, UNDP in ensuring this. Instead, for 3 ½ years, the IP worked with minimal oversight, largely from UNDP only. Only one annual workplan and budget (2013) appears to have been formally endorsed by the Ministry of Finance (August 2013).

The project worked strategically at the national level to promote policies and laws on wildlife conservation, and at the park level, to promote practical management actions (mainly to reduce human threats). However, the lack of a collaborative strategic plan for wildlife conservation indicated just how far apart the IP and their government partner became.

The CCSPs provided space for civil society and other actors to engage with and input into conservation activities which has been important, in light of the high incidence of intra - inter communal violence and unrest, and at a time when there was little or no opportunity for dialogue concerning peace building. The adaptation of the project towards being conflict sensitive and engaging with communities on this subject has been commendable. In the face of political upheaval and wider ethnic tension, the gains of the project appear fragile, however the legacy is there for future cooperation between state and donors.

In a number of instances, the results framework was not followed or outputs were not completed. The overall effect of allowing the IP freedom to design conservation actions may have been limited, but strategic

⁵³ Report on Programme Criticality support mission to South Sudan (Jan 2014) – lists the UNDP GEF PA project as Programme Critical Grade 3. The PC system was still in place in June 2016.

⁵⁴ 'A study analyzing the relationship between armed conflict and GEF projects found that nearly half of GEF recipient countries have experienced armed conflict since 1991 and that insecurity due to conflict often resulted in implementation delays and failure of GEF projects (Morrow, 2017, unpublished)'. – as cited in the GEF STAP Scientific & Technical screening of the PIF for GEF-6 - Capacity Development in Reducing Illegal Wildlife Trade & Improving Protected Area Management Effectiveness in South Sudan - <https://www.thegef.org/project/capacity-development-reducing-illegal-wildlife-trade-and-improving-protected-area-management>

⁵⁵ The IP felt that they within the context that it was almost impossible to identify a sufficient number of trusted staff to work with, which is a differing view to the TE and MWCT.

support from UNDP could for instance have: ensured: stronger national-level capacity building, commitment and ownership of the project; and promoted much earlier and wider livelihood support at the local level.

For future projects the WCS working method needs improvement so that the MWCT are seen as their main decision-making partner and capacity building beneficiary. At present, the WCS method is to gain global approval of project actions at minister level and then go direct to the field to implement⁵⁶.

Many reports and technical materials were not completed, or at best approved final versions were not delivered (e.g. Final Report). UNDP should have had stronger tracking and approval systems and controls on deliverables being linked to the reimbursement of funds.

The GEF-6 PA project is expected to be submitted in 18 months' time. It will require much stronger leadership, and oversight with 'checks and balances' control of the implementation. At present the GEF Project Identification Form (PIF) puts MWCT as an executing partner, in conjunction with the African Wildlife Foundation (AWF) and WCS as 'executing' components 2 and 3 (Wildlife Protection in the Sudd) respectively. However, the overall implementation modality will remain as DIM, with the expectation of a project management unit / office set-up by UNEP and NGOs sub-contracted as 'Responsible Parties' (see comments of UNEP in **Annex 12**)⁵⁷.

Future reviews need to be longer and in the dry season.

6.2. Recommendations

The recommendations are split by project and future issues. The responsible party is identified in brackets.

Project Management / Completion

1. UNDP 'Letter of Support' signed by the UNDP Country Representative, to MWCT regarding completion of the present stage of the draft wildlife and tourism laws indicating that the development of these two bills has been under the UNDP-supported GEF-financed Protected Area Network Project with MWCT. The development of the wildlife law is also part of the South Sudan Development Plan (2011-16) and part of the UNDP assistance with the Ministry of Finance under the UNDP Country Programme Action Plan (2011-16) with the target indicator as 'adoption of the new wildlife law by the Council of Ministers in 2016. [UNDP]
2. MWCT will formally request to the Ministry of Justice (MoJ) with the UNDP letter of support attached, that they would like to offer their support to the MoJ in the completion of the assessment of the draft wildlife and tourism laws. [MWCT]
3. Endorsement by DG / Director level of PAs & Wildlife Management at MWCT of project deliverables:
 - a. Management Plans (Boma & Badingilo) - by end December 2017 [MWCT to endorse]
 - b. Strategy for SNP – by end December 2017 [WCS to update, MWCT to endorse]
 - c. WCS Final Report – by end December 2017 [WCS to complete, MWCT to endorse]
4. Finalisation of Terminal Evaluation (by Jan 2017); Final PSC meeting (was actually held Nov 24, 2017) with a discussion of project assets; and UNDP Final Report (by end March 2018) [UNDP]
5. Support for a local stakeholder consultation of the Badingilo Management Plan. The consultation can be added as a signed annex to the BaNP MP. [UNDP to support financially for at least 10 days (covering two locations)].
6. The CCSPs need a handover or management mechanism if they are not to be continued with WCS

⁵⁶ The context according to the IP is that there are somewhat dysfunctional levels between minister and PA authorities, with rivaling factions within MWCT which has made engagement challenging for the IP. However, the TE would note that international projects of this type usually work at directorate or departmental level, with designated field sites as agreed by the directorate.

⁵⁷ See Annex 12 - Expected GEF-6 PA project implementation mode - The management arrangements for the GEF6 PA project will be determined during preparation of the design in consultation with the stakeholders. As it stands, NGOs will not be directly contracted but they will instead be subcontracted as responsible parties. GEF6 project is expected to be administered by UNEP under the Direct Implementation Modality (DIM). It is foreseen that UNEP will assume overall financial management responsibility and accountability for the project including setting up and managing Project Management Office / Unit (PMO).

support. The CCSPs were / are an important part of the project and the country efforts to maintain conservation and security, thus the project needs an exit strategy for them [WCS]

7. The project assets need to remain with the parks that they were designated for, however they should remain in store until their security, maintenance and operational costs are forthcoming. For the case of SNP, the new USFWS donor project assures this, once a letter is provided by WCS to the UNDP / MWCT to confirm. [UNDP / WCS]
8. The K9 sniffer dog unit assets need to remain in their home with WCS as the care of these trained animals is important. [UNDP / WCS]
9. The CSOs are at a nascent stage (apart from CEPO) and need a continued 'backer'. The final report of the IP needs to include an exit strategy towards these CSOs and the activities that the project has supported [WCS]

Future

10. Recovery funds are needed to complement future PA projects, especially around Boma, SNP and Badingilo if this PAN project is to become sustainable. The Relief and Rehabilitation Commission (as the regulatory and coordinating body of the NGOs) should be approached. [NGO forum – WCS to access]
11. Future projects require stronger leadership from the UN and from government partners. This means in practical terms that PSCs should have a clear mandate with roles and responsibilities and that the particular UN agency should take the lead in this, as well as in organising (and co-chairing) the PSC meetings themselves. [UNEP, UNDP, with MWCT support]
12. Future projects require a much stronger 'country ownership'. For UN projects, this may mean that they are conducted under National Implementation Modality with for example a National Project office set up. [UNDP, UNEP, MWCT]
13. The view of the TE is that the new GEF-6 PA project should be under Direct Implementation Mode, but with a national project management unit / office structure executing the project on behalf of UNEP, with sub-contracts as 'responsible parties' for the three component implementers. i.e. not executed via a direct NGO-Implementation Partner contract [UNEP and their direct government partner to decide with GEF involvement]
14. Under the GEF-6 PA project, the WCS method for developing sustainable livelihoods (Outcome 3.3 – Community-based conservation in the Sudd ecosystem) is expected to be through advertising and the hiring of CSOs. Based on the experience of this GEF-4 PA project, the recommendation would be to hire an international NGO that specializes in livelihood development and who could possibly co-commit recovery funds as well. (due to the scale of interventions needed) [UNEP to establish such co-financing during the development of the new Prodoc – see also point about recovery funds and WCS accessing the NGO forum]
15. Focus interventions on the migration routes within the landscape – with six priority target areas; Focus anti-hunting and community activities in these target areas, and land-use efforts on concessions and resource users in critical corridors at the state / local level; Increase NGO, CSO and university engagement [from the complementary funded BJL project – WCS]

7. ANNEXES

Annex 1: Delivery of Project Objective and Outcomes against Performance Indicators

Assessment Key:

Green: Completed / Achieved

Yellow: On target to be completed / achieved

Red: Not on target to be completed / achieved

Indicator	Baseline	End of Project target	2017 End term Level & Assessment	Achievement Rating	Justification for Rating
Objective: Secure the foundation for biodiversity conservation in the post conflict development of Southern Sudan through enhanced management effectiveness of the protected areas (PAs) estate					
1. PA network coverage (ha) and PA area under improved management as a result of project activities in the Southern Sudan	8,504,500 ha total PA coverage (on paper) and 2,000,000 ha PA under improved management	8,854,500 ha total PA coverage and 6,800,000 ha PA under improved management	Total PA coverage 8,5 m ha. PA area under improved management estimated at 6 m ha. (2.5 m ha in Boma, 2 m ha in Badingilo and about 1.5 m ha in Southern). ~68% achievement. Badingilo NP management plan reviewed, and still awaiting stakeholder consultations, Boma NP management plan draft updated, and awaiting the appointment of Core Planning Team for internal approval and further stakeholder consultations. Badingilo NP operations were scaled up under the management of warden with major arrests of bushmeat traffickers made in the first quarter of 2016. Boma NP was also relatively stable and with the installation of new fleet of vehicles has allowed for several field operations which resulted in the confiscation of diverse wildlife products. The Southern NP stayed under relative instability due to fighting and political changes in its neighbourhood. Management of Southern NP under new park warden improved with general support to field operations, community engagements and logistic development for field operations. But SNP operations were affected by insecurity in Mundri area. Support to Lantoto NP field operations related to transboundary poaching and wildlife products trafficking from DRC continued resulting to several arrests. New wildlife anti-trafficking activities were launched following up the increase of illegal wildlife trafficking in certain areas, especially in and around Juba capital. Several capacity building (trainings) were organised, leading to more efficient process of investigation of wildlife crimes. WCS, SSWS and Stop Ivory started collaboration to develop a partnership for working together to support the implementation of the Elephant Protection Initiative (EPI) by South Sudan. In frame of this partnership the National ivory Store was build and the first national ivory and rhinoceros horn stockpile inventory was held in Juba. WCS and SSWS also held several discussions about the creation of the Detection Dog Unit to help combat	MS	Six million ha out of a very substantial target of 8.9 m ha were put under improved management, representing 68% achievement. Thus, the objective was partially achieved. These responses indicate a fairly positive picture in the project attaining its overall objective.

			illegal wildlife product trafficking and the Unit was finally established and become functional in May 2016.	
2. Financial sustainability score (%) for PAs	5%	>20%	<p>Financial sustainability score is estimated at 8% Nov 2016</p> <p>Mandates for PA finances for Wildlife Service were followed as developed in previous year – inclusion of financial data in management plans providing indications of park’s running costs, policies and bills promoting concessions in PAs, tourism masterplan and others.</p> <p>Nonetheless the security situations across the country have slowed down the realization of alternative financing of PAs and the tourism potentials and this security dynamics will continued to be monitored.</p> <p>Little progress has been made: the war and deteriorating security situations across the country slowed down the realization of alternative financing of the PAs and the tourism potentials almost completely.</p>	A UNDP scorecard. From a base of 5%, and with a target of >20%, the project reported 8% indicating that financial sustainability has not been attained.
3. Capacity development indicator (%) for PA network: Systemic Institutional Individual	39% 42% 32%	50% 52% 43%	<p>Estimated at: Systemic: 40%; Institutional: 43%; Individual: 33%</p> <p>The continuation of capacity building of park wardens in the development of annual work plans continued for Southern, Badingilo, Boma and Lantoto NPs in this reporting period. As in previous years work planning followed the general management planning outlines in the drafted management plans with priorities given to activities relevant to each area, while considering the major threats and security situation of the country. One of the strong aspects of activity planned is the adoption of the parks organisational structure and the methodology for HR assessment and position allocation within the organisational structure (chain of command, responsibilities).</p> <p>2 senior wildlife staffs were trained in aerial survey techniques in this quarter. The trained staffs formed part of the 2 teams who went on to undertake systematic aerial survey of wildlife, livestock, and human activity in and around Boma, Badingilo and Nimule National Parks and the Loelle proposed PA using the WCS Cessna aircraft.</p> <p>In frame of wildlife anti-trafficking activities several capacity building (trainings) were organised, leading to more efficient process of investigation of wildlife crimes. Five personnel of SSWS was trained in ivory, rhinoceros horns and other wildlife trophies inventory procedures and management of National Stockpiles. 15 SSWS personnel was trained in identification of illegal wildlife products, 15 SSWS personnel was trained in intelligence and investigation procedures, additional 10 SSWS personnel was trained in advanced investigation procedures and legal processes and 2 SSWS personnel was trained as professional dog handlers.</p> <p>Training of civil society and members of new CBOs as part of implementation of small livelihoods project continued in Lafon and Boma area.</p>	The scores indicate that institutional and individual capacity was not sufficiently developed by the project. One of the project opportunities perhaps missed was developing in the first two years, the two management plans for BaNP and BNP and the strategy for SNP as collaborative working plans, and to implement them from the beginning of 2014-2016

4. METT scores for 4 key PAs	SNP 23% Zeraf 25% Badingilo 26% Boma 41%	>40% >40% >40% >50%	From 2009 baseline to METT (2017) scores estimated at: SNP 25% Zeraf GR 27% Badingilo 30% Boma 43%		The METT indicates a moderate improvement in management effectiveness, but below target. These METT results are in accordance with the UNDP Capacity scorecard, in terms of change.
Outcome 1: Capacity building for PA management improved					
1.1: Encroachment of PA estate reduced	Significant encroachment rates in several key PAs and key wildlife corridors	Strategies to address encroachment designed and implemented and encroachment rates reduced	WCS continues to support the management of Badingilo, Boma and Southern NPs, including the direct support to field operations as well as to the development infrastructure. Strategies and measures are in place to address encroachment into key PAs, including monitoring and halting logging for timber in SNP. Road patrols and regular aerial monitoring of threats are being undertaken over relatively secured areas (outside war zones) of Badingilo, Boma and Southern parks. <u>BNP</u> - major challenges were met in Boma NP where the new watering points in the middle of key biodiversity area at Maruwo hills were constructed in proximity of SPLA military base without any consultations with the Ministry of Wildlife Conservation and Tourism, SSNWS or other institution responsible for environment management of South Sudan. These resulted in higher presence of cattle inside the park. Related investigations and discussions with different authorities did not result in any positive outcome for the park and the area of Maruwo hills is still heavily occupied by military with increasing presence of cattle keepers coming mainly from Labarab area. WCS supported Boma NP wildlife authorities in investigations of illegal mining and charcoal production, which led to successful operation that led to end of an illegal activities organised by foreign nationals (Egyptian) under the illegal permit of Boma County Authorities to exploit natural resources inside Boma NP. Two cases of ivory trafficking by SPLA from Boma NP area were also discovered through intelligence gathering and support to intelligence networks, unfortunately although high authorities from Wildlife Service intervene and addressed directly high management of SPLA, the ivory has not been recovered as of yet. The ivory from the second case was recovered and is now in custody of Boma NP authorities.	MS	MS - The indications were: Boma – outsiders mining stopped; livestock not stopped; SNP – 4 ranger stations constructed – patrols have been effective / on-going but now limited due to insufficient rations; BaNP – road stopped
1.2: PA network strategic plan adopted and implemented (conforming to IUCN criteria)	No plan	Plan adopted and in place	The data collection and the development of the strategic plan were underway. GIS mapping and the monitoring of the extractive industry was scaled and with the help of WCS the inclusion of PAs boundaries were implemented into South Sudan Cadastre Mining Portal. The Ministry of Mining made contact with WCS and SSWS and agreed not to grant any mining concession within the PA as presented to the UNEP Word database of PAs including also all proposed park extensions in discussion as well as new PA proposed. Additional aerial surveys were conducted in the accessible areas of Boma, Badingilo and Shambe to evaluate the current status of wildlife and human pressure to key conservation areas to add new up-to-date		MS - A 3-page concept note & an outline table of contents was produced, but it was not taken further. This document should have been seen as a priority (in place as the 2 nd task in the logframe) in building the IP relationship with MWCT in pursuit of further achievement of the project objective (enhanced management of the PA estate) and this 1 st Outcome – Capacity

			<p>information to the PAs network strategic plan.</p> <p>Inter-clan study planned for Southern NP was delayed due to security constraints.</p>		<p>building for PA management.</p> <p>However, WCS does indeed have a strategic conservation plan (as outlined in a powerpoint presentation, June 2017) called - 'Strategic Approach of Program to Conflict Mitigation, Conservation, and Natural Resource Management', but unfortunately this has not been translocated into a meaningful collaborative document with MWCT.</p> <p>Added to this the ministry produced its own strategic plan in 2015.</p>
<p>1.3: Policy regulations necessary for guidance of PA network management.</p>	<p>Wildlife Policy drafted and awaiting adoption</p> <p>Wildlife Law under revision drafted</p> <p>Tourism Policy drafted and awaiting adoption</p>	<p>Wildlife and Tourism Policies adopted</p> <p>Wildlife law revised and adopted</p> <p>Tourism law designed and adopted</p>	<p>WCS continues to provide advisory support to the RSS Department of Tourism. The WCS tourism expert (funded by UNDP/GEF) consultant is developing a strategic, legal and regulatory framework for tourism development and investment in South Sudan. The national tourism strategy, tourism communications strategy and priority regulations have been drafted alongside the Tourism Bill, which is currently awaiting presentation by line Ministers to Legislative assembly of Council of Ministers. The Wildlife Bill that was previously finalised and submitted is currently also awaiting presentation by line Ministers to the Legislative assembly of Council of Ministers</p>		<p>MS - The two policies that were drafted pre-project have been adopted by government.</p> <p>The two laws have been designed / re-drafted, but not adopted by government, despite being presented to Ministry of Justice over two years ago.</p>
<p>1.4: % of staff with competency and skills matching position with clear job description</p>	<p><5%</p>	<p>>25%</p>	<p>A concept note for training of park wardens has been developed. This training is designed to strengthen the capacity of the park wardens who are entrusted with the management of key PAs. The South Sudan Wildlife Service has been suffering from weak capacity in PA management over the years failing to keep pace with the evolution of PA management approaches, which nowadays take into account aspects of different institutional arrangement of park management as well as operational issues.</p> <p>2 senior wildlife staff were trained in aerial survey techniques in this quarter. The trained staffs formed part of the 2 teams who went on to undertake systematic aerial survey of wildlife, livestock, and human activity in and around Boma, Badingilo and Nimule National Parks and the Loelle proposed PA using the WCS Cessna aircraft.</p> <p>In frame of providing technical support in management planning for PAs (see also</p>		<p>MS - The project training plan was not integrated with the MWCT training plan despite close links with the MCWT training director</p> <p>Baseline <5%; Target >25%; No figure for achievement was provided, however this was a large task if you consider the staffing of four PAs and a number of key central level staff required training and matching to new job descriptions.</p> <p>The reported types of training included: SWS staff training in management planning; wildlife contraband</p>

			<p>Outcome 2), the activity annual plans were developed for Badingilo, Boma and Southern NP in collaboration with park wardens and SSWS. These activity plans follow the management planning structure used in Badingilo NP management plan. One of the strong aspects of activity planning is the adoption of parks organisational structure and the methodology for HR assessment and position allocation in organisational structure (chain of command, responsibilities). The development of the work plans allowed individual park wardens who participated at every planning session a better understanding of overall planning process, special relations between ranger posts and deployed rangers, LE operations and deployments as well as HR management.</p> <p>2 training sessions on the identification of wildlife contraband were conducted in WCS's office for wildlife personnel deployed at the Juba International Airport (JIA) and other entry and exit routes (road checkpoints). Since then, the training continues to yield results with the improved capacity to monitor and identify wildlife contraband; the frequency of seizing wildlife contraband has increased. Another training session included the LEM procedures and data collection.</p> <p>In order to strengthen the law enforcement monitoring by the park rangers, a 10-day training on intelligence gathering and investigation techniques was conducted between December 4 - 15, 2015 in Juba. 15 participants (14 wildlife rangers and 1 WCS staff) selected from Eastern, Central and Western Equatoria and Jonglei states, including the Greater Pibor Administrative Area (GPAA) took part in the training that was opened and closed by the Director General of South Sudan's National Wildlife Service.</p>		<p>identification, intelligence gathering & legal processes; aerial surveys; ivory store management and ivory inventory; and sniffer dog handling and operations. However, park warden training was limited</p>
Outcome 2: Site management of four key PAs strengthened					
2.1 Levels of illegal hunting of key and endangered wildlife species in target PAs	Significant commercial poaching occurring in each of the four PAs	Poaching levels reduced by 50% for key and endangered wildlife species below baseline levels at project start	<p><u>Boma</u> park rangers patrolled key areas of the park during the year and reported increased poaching activities within Boma National Park. Intelligence report from the Wildlife forces indicates that the poachers are composed of Civilian, Cobra faction, SPLA division soldiers and SPLA Commandos. Several poaching camps have been uncovered with big number of heavily armed poaching camps making it difficult for Wildlife patrolling forces to confront the situation. In addition, several gun shots from suspected poachers have been heard the past days this quarter around Boma wildlife headquarters. The deployment of the armed forces in the Boma Park poses a serious threat to wildlife populations.</p> <p>In <u>Badingilo NP</u> the main law enforcement activities took place in south - western sector, in proximity of Juba – Bor road and Mogiri – Lafon road, where especially bushmeat trade become very high in dry season. The fact is, that often SPLA members are implicated in bushmeat trade along Juba – Bor road. Several arrests were made, leading to confrontation with SPLA headquarters.</p> <p><u>SNP</u> - WCS continued to build on community processes launched in 2013 to promote and strengthen the good working relations between WCS, SNP</p>	MS	<p>S - Illegal hunting in BNP has not stopped. In BaNP, it has been reduced, and in SNP it has been reduced through patrol and awareness.</p> <p>Reported achievement included: strengthened monitoring and law enforcement capacity of the SSWS in 4 PAs; extension of intelligence networks with collection and analysis of intelligence data, leading to legal processes; anti-trafficking dog sniffer unit operational in Juba with mobile checkpoints.</p> <p>Trafficking Strategy (2015) remains in draft format with no handover or ownership</p>

			<p>authorities, and the local government authorities with the surrounding communities in addressing the challenges of poaching, wildlife trafficking and encroachment into the park and the hampering of the smooth implementation of conservation activities. A newly appointed park warden was familiarised with the ongoing issues of insecurity around the Eastern sector of the park and launched evaluation processes into wildlife service forces deployments and the new collaboration with State Wildlife Service in Rumbek.</p> <p>WCS has greatly strengthened the monitoring and law enforcement capacity of the Wildlife forces in the Lantoto NP to effectively monitoring illegal transboundary activities at the border with DRC and further supported law-enforcement operations mainly in relation to transboundary collaboration between South Sudan and DRC, but also in relation to illegal logging and small-scale wildlife poaching in and around Lantoto NP. The new communication channel for real-time information exchange was introduced to facilitate rapid response to mainly elephant poaching incident in DRC Garamba NP which includes Wildlife Service Authorities along the SS-DRC border.</p> <p>Wildlife Trafficking Strategy (2015) – Developed in 1st extension under Indicators 9-12. WCS supported the development of wildlife anti-trafficking strategy that encompass key activities to combat illegal wildlife trafficking that is in increase in recent year in South Sudan. Activities that were developed include the extension of intelligence networks, collection and analysis of intelligence data, support to investigations and legal processes and introduction of sniffer dog unit.</p> <p>Intelligence network were mainly supported around Lantoto – DRC transboundary area, Boma NP, as well as Juba capital leading to several arrests. The data from criminal cases were collected at the central level at WCS and analysed and based on the analysis WCS advised SSWS personnel on follow up operations and investigation needs. Where applicable, information was exchanged with other relevant stakeholders, including the exchange on suspect and investigation information with Uganda and DRC. WCS also supported the follow up of several wildlife trafficking cases at the SSWS level and supported SSWS in identifying the weaknesses of legal process and advised on future improvements.</p> <p>The creation of pilot Detection dog unit started in 2016 and the operations at Juba Airport and at 5 checkpoints around Juba town started with several successful confiscation of wildlife products – mainly bushmeat.</p>		
<p>2.2: Number of management plans and preliminary management strategies</p>	<p>Boma management plan drafting underway</p>	<p>Boma & Badingilo management plans adopted implementation underway</p>	<p><u>Badingilo management plan</u> stakeholders’ consultation process had to be postponed due to the political changes in States local governments and security constraints especially along Juba- Bor road – Mangalla area. The draft Badingilo MP as it was approved by Core Planning Team is used for the development of Annual work plans. The infrastructure – main HQ building, garage and other premises undergo the reconstruction and the HQ become fully operational after closure</p>		<p>MS - The project has produced a comprehensive 10-Year plan for Badingilo (2nd draft), however the handover and local ownership of the plan has yet to be completed. The project has produced a 5-Year plan for Boma which is incomplete</p>

		<p>Zeraf and Southern preliminary management strategies adopted & implementation underway</p>	<p>caused by robbery during the 2013 conflict. The refurbishment of Gerkidi ranger post was also executed to allow day-to-day use for park management teams. Newly the access road to Badingilo NP HQ from the main tarmac road was built to ensure easy all seasons access. The new HF radio was deployed to HQ for to ensure smooth communication. In Eastern Lafon sector, the camp was fenced and the all-season access road from the camp to the airport/village under construction. The new VSAT was installed to allow communication with other parks, HQ and WCS. WCS continue to support field operations by providing rations for rangers and vehicles and drivers.</p> <p>In <u>Boma NP</u> the general support for field operations planned in the annual work plan continued. The management plan Core Planning team was discussed on several occasions with SSWS representatives, but due to changes at the SSWS management level (position of Director of Conservation and national parks), the whole process of final update of the Boma MP was postponed. The VSAT connection was re-installed after being destroyed during rebellion in 2011 and one HF radio re-deployed to Churi ranger post. 2 vehicles Toyota Land Cruiser were handed over to park management to reinforce field operations, and WCS continued to support all field operations by providing ration and more vehicles and drivers.</p> <p>In <u>Southern NP</u> the general support to field operations continued in form of ration, vehicle/driver support and also support to missions related to stakeholders' meetings around SNP and at the State (Rumbek) local government level. The WCS camp in SNP was fenced to ensure better security and VSAT installed.</p> <p>Lantoto NP field operations related mainly to wildlife anti-trafficking operations were supported in form of fuel and ration for rangers.</p> <p>Partially achieved.</p>		<p>and lacks finalisation – handover and endorsement by the MCWT.</p> <p>For SNP, there is only a 16-page strategy, which falls short of expectation.</p>
<p>2.3: Boma and Badingilo NP gazetted Zeraf GR extended % of boundaries of the 4 PAs demarcated</p>	<p>Boma boundaries proposed in early 1980s. Badingilo boundaries proposed in 1980s. PA boundaries demarcated</p>	<p>All PA boundaries demarcated, including Zeraf extension.</p>	<p>The data and information on ecological processes and socio-economic dynamics of Badingilo, Boma, Southern Parks, Zeraf Game Reserve and other PAs in the country are up to date.</p> <p>New post 2013 conflict aerial surveys held in 2015 provided new update on situation of wildlife and human activities in key areas of Boma, Badingilo NP and Loelle proposed PA. Occasional aerial recce flights added also additional data to overall datasets for different PAs as well as data from collared elephants. New data about wildlife distribution in Loelle proposed conservation area showed the need for re-assessment of proposed boundaries, and will be included in the update for PA Network plan.</p> <p>However, the security situation following the outbreak of the ongoing conflict stalled ground trotting movements and erection of boundary signs in some areas, legal adoption of the extensions and creation of newly proposed conservation</p>		<p>U - Legal gazettelement has not been completed; nor delineation nor demarcation of boundaries.</p>

			areas.		
2.4: No. of km patrolled by wildlife forces and coverage by aerial patrols	No figure in prodoc	No figure in prodoc	<p>Since the start of the project extensive areas have been covered by aerial, vehicle and foot patrols in efforts to document conservation threats based on the established Law-Enforcement Monitoring system.</p> <p>To date, 285,612 km aerial patrols, 68,552 km covered by vehicle patrol and 40,073 km foot patrol coverage. The patrol efforts have been boosted by establishment, refurbishment and maintenance of PA infrastructures including wildlife headquarters, administrative units and ranger posts and the deployment of vehicles, GPS, Cameras and communication equipment in key PAs and wildlife corridors.</p>		<p>S - Patrols have served to document conservation threats based on the project-created LEM system. The patrol efforts were supported by the establishment, refurbishment and maintenance of PA infrastructures including wildlife headquarters, administrative units and ranger posts and the deployment of vehicles, GPS, Cameras and communication equipment in key PAs and wildlife corridors. (Patrol / survey - 40,073 km by foot; 68,552 km by vehicle; & 285,612 km aerial coverage).</p>
2.5: Number of times PA authorities meet with stakeholders at local levels	Occasional at Boma None at other sites	Coordination mechanisms establish and meet regularly	<p>WCS Socio-economic Department continued to extend the relationships with local stakeholders around key PAs.</p> <p>The work continues with local CBO previously established and supported in Badingilo West and Pochalla and new activities were established with new CBOs created in Boma and Lafon (Badingilo East). The team facilitated the organisation of several meetings in pilot areas, especially with Boma Local government and civil society representatives, Lafon local government representatives and Mangalla civil society and traditional leaders.</p> <p>During these process new CBOs were identified to be established for the implementation of small livelihoods projects, priorities identified and relationships strengthen for future collaboration for wildlife conservation and sustainable use of natural resources.</p>		<p>MU – The project has not kept a log of meetings in an accessible M&E system or other format, instead s running narrative was produced.</p> <p>The local awareness campaign has been on a limited scale, however in selected villages the project has established ‘Community conservation security partnerships’ (CCSPs).</p> <p>In BaNP, the CSO, called CEPO conduct quarterly meetings and livelihood activities.</p> <p>In SNP, there are no livelihood activities, thus engagement is via the ranger service in awareness raising and enforcing conservation regulations.</p> <p>In Boma, engagement has been limited due to civil unrest</p>
2.6: No. of partnership agreements between PA adjacent local communities and PA	0	2	<p>The work continues with local CBO previously established and supported in Badingilo West and Pochalla and new activities were established with new CBOs created in Boma and Lafon (Badingilo East). The small grant livelihood projects implementation has started, and the collaboration includes also awareness campaigns to support wildlife protection and sustainable use of natural resources. Members of newly established CBOs were trained in administration and implementation of small livelihoods grants as well as in skills necessary to</p>		<p>MU - Reported achievement includes: partnership activities in two PAs with four CBOs:</p> <ul style="list-style-type: none"> - Community Empowerment for Progress Organization (CEPO) - western Badingilo - Peace & Development Collaborative Organization (PDCO) - eastern Badingilo -

management			implement the activities as fisheries and poultry keeping. The communities under the collaboration process established with 4 CBO's also helps with reporting of security issues in each areas and the development of community-security partnerships. Socio-economic team from WCS also collected in collaboration with members of new partner CBO's additional data about local livelihoods and use of natural resources. The spatial aspect of these surveys will help in further evaluations of PA network and its boundaries and impacts within communities.		Lafon - Anyuak Recovery Trust (ART) - in Pochalla, north-east Boma - Open Source Development Initiative (OSDI) in Nyat, south-east Boma
2.7: No. of pilot ecotourism projects established	0	2	There are many areas with nature-based tourism development potential, which have been identified and mapped across the country. Contacts with potential tour operators have been made in the past years and these contacts are still being maintained and will be engaged with when security situations normalize to encourage investment in eco-tourism projects. As the security situations could not provide space operating tourism business in key protected areas of South Sudan, significant efforts have been deployed in developing the enabling environment including, tourism policy, law and regulations.		U - Conservation tourism was largely not possible after the 1st 2 ½ years of the project
Outcome 3: Sustainable financing options for PAs initiated					
3.1: No. of sustainable financing mechanisms identified and designed	0	3 as part of overall strategy outline	Except Nimule National Park receiving limited visitors, many PA sites face security challenges to allow for normal operation of tourism businesses. The sources of funding have already been identified in previous years, including local (e.g. user fees, sponsorship, donations); national (e.g. taxes and charges, endowment funds, incentives); and international (bilateral and multilateral donors and lending agencies and organizations). New options including REDD+, ecosystem services payments and Green Fund implementation projects were discussed last year and WCS participated in several stakeholders meetings regarding the UNREDD readiness process for South Sudan.	MU	MU - Partly explored but many standard options are not viable (eco-tourism) - Direct funding - USAID Boma Jonglei Landscape Project and GEF-6 PA project for the Sudd and Nimule - Direct method of preparing project proposals for/with other donors not taken further - WCS has a long-term agreement with MCWT which could support WCS to leverage livelihood funds. The project was on the wrong track and should have been working on: Conservation easement payments from oil companies, as discussed in the project design (PIF & Prodoc) – these were not explored
3.2: Number of business plans developed for the 4 targeted areas	0	4	To meet the financial needs for PAs in South Sudan different multiplying financial sources will need to be sought. Under the current political and security situation in majority of PAs it is not realistic to evaluate financial needs and running costs of PAs. Clear estimation of program cost evaluated under the Badingilo Management Plan		MU - Budgeting of the two management plans (MPs) has been undertaken for capital and operational costs. However, these MPs should have had actual-funded working operations, separated out from

			draft in 2015 needs a new re-evaluation when the political and economic situation stabilises.		future proposed-funded operations (i.e. business planning).
3.3:Operational budget (HR & capital budget) allocation (PA management)	\$40m	Increasing with significant allocations to PA management	Conflict, civil war, total collapse of the economy.		U - The government budget to the PA network since 2013 has significantly fallen due to lack of oil revenue and civil conflict. There is little evidence of project support towards the MCWT for PA management at central level
3.4: No. of private sector actors participating in partnerships	0	2	<p>On 25 May 2016, WCS held a meeting with the Chairman of the NRMG together with an Executive member of the NRMG to discuss some technical aspects for corporation in the draft MoU before its signing. The memorandum of understanding (MoU) is for working in partnership in sustainable management of natural resources, and conservation of wildlife and biodiversity in South Sudan between WCS and the NRMG. This MOU defines the relationships between two parties NRMG and WCS and the roles each party is expected to play in cooperation to promote transparency, governance, and sound national resource management. Priority action for 2016 focus on working to halt and prevent illegal natural resource exploitation and enhance transparency in the peace. The MoU is undergoing final review by WCS and the NRMG before officially signing the working document by representatives of the two institutions.</p> <p>Also in May 2016, UNDP had a discussion with WCS on how UNDP could be a partner to supporting the NRMG. Further discussions were to be scheduled between UNDP, WCS and the NRMG.</p> <p>WCS held regular discussions with the NRMG Chairman, Jaden Emilio, and members of the Executive Committee focusing on the current political crisis, and moving forward on how the NRMG could influence the new constitution, the institutionalization process of the NRMG, and work-plans for the NRMG with emphasis on good environmental governance, sustainable management of natural resources, and carrying out conflict-related research.</p> <p>WCS continues to maintain contacts with established eco-tourism companies, extractive industries and individuals with the potential to invest in the tourism sector of South Sudan or enter into partnerships for PA development. This engagement will continue as the security situations in the country improve.</p>		<p>MU - The Natural Resources Management Group (NRMG) is an ad hoc cross-sectoral / inter-ministry group without mandate. The link to the project was tenuous, apart from canvassing for environmental impact considerations to be taken into account where they concerned wildlife or the PA network. The NRMG played a role in stopping the road construction of the Gerikidi – Pibor road through Badingilo NP. Extractive industries conference held in 2017</p> <p>The IP has not sufficiently institutionalised their links with the private sector. Again, conservation easements should have been explored from 2011 onwards.</p>

Annex 2: Delivery of Outputs

Comment here may be limited to stating 'on target', 'partially on target' or 'not on target'. Details are reported under section 3 'Findings'

Outputs	Achievements Reported by IP	TE Comment
Project Objective: Secure the foundation for biodiversity conservation in the post conflict development of Southern Sudan through enhanced management effectiveness of the PAs estate		
Outcome 1: Capacity building for PA management improved		
1.1: Systematic protected areas (PAs) conservation strategic plan developed for the management of the PA network of Southern Sudan.	<ul style="list-style-type: none"> ▪ Ecological and socio-economic data collection and the development of the strategic plan were undertaken. GIS mapping and monitoring of extractive industry was scaled up and with technical assistance from the project, the inclusion of PAs boundaries into SS Cadastral Mining Portal was achieved. The overall map of PAs based on IUCN criteria was submitted to the World Database on PAs (WDPA). The plan was formulated during the course of the project on the basis of aerial surveys and animal collaring data. A preliminary map for proposed extensions of PAs was shared with the leadership of the MWCT and needs to be shared and discussed with the authorities of the States in and around the PAs to ensure stakeholder buy-in and for the plan to be further developed. 	<p>The expectation of the project design was that a 'strategic plan' would be developed first with the partners, so that everyone would be working in agreement over the following four years. Thus, the survey effort, collating of data and making of proposals for PA gazettelement should have become component parts of the strategy. In fact, the relevant ministry made a plan in 2015, but largely in isolation from the project and not necessarily as a guidance document</p> <p>- Partially on target</p>
1.2: Policy and regulation framework based on selected IUCN categories developed.	<ul style="list-style-type: none"> ▪ The Wildlife Conservation and PA Policy was approved in 2012. The Wildlife Conservation and PA Policy Bill text was finalized and from 2016 to date the Bill is undergoing a second review process by the Ministry of Justice, while the Tourism Bill is at the stage of the third review process by the Ministry of Justice. The 2 Bills are yet to be discussed at the Council of Ministers before tabling them to the National Legislative Assembly (National Parliament) for subsequent readings. South Sudan Tourism Policy was approved in 2012; the National Tourism Regulations are awaiting final approval. 	<p>Policy frameworks for wildlife and tourism were adopted by government. The regulatory laws for wildlife and tourism await adoption</p> <p>- On target</p>
1.3: Procedures established to safeguard local community concerns & rights, address and prevent potential displacement problems, & promote development of benefits for local communities most directly impacted by PAs.	<ul style="list-style-type: none"> ▪ Throughout the project, local communities have been engaged in the management of PAs (Boma, Badingilo, Southern and Lantoto) and implementation of the project: frequent meetings and briefing have been taken place during the lifetime of the project with local authorities and local chiefs and community members; four community conservation-security partnerships have been established; conservation awareness raising meetings have been held; communities have been engaged under the Livelihood Small Grants Program. All these platform provide excellent opportunities to have an ongoing dialogue with local stakeholders, including local communities, in and around PAs. 	<p>- Partially on target</p>

1.4: PA planning and monitoring unit created in the MEWTC, staff trained, PA management planning criteria designed and piloted.	<ul style="list-style-type: none"> ▪ Throughout the project, WCS and MWCT/SSWS held regular technical consultation meetings on wildlife conservation and natural resource management matters, PA management, law enforcement monitoring, anti-trafficking etc, as required. During the lifetime of the project multiple trainings for PA staff have been conducted, both formal trainings as well as in-service (on the job) trainings, plus ongoing daily technical support at Boma, Badingilo and Southern National Parks where WCS has established field sites. No formal PA planning and monitoring unit created unless MWCT knows more on this. 	<ul style="list-style-type: none"> - A monitoring unit within MWCT was not created - Not on target
1.5: MWCT technical and institutional capacity to manage and monitor the PA network expanded	<ul style="list-style-type: none"> ▪ SSWS staff training in management planning, annual work planning, wildlife contraband identification, intelligence gathering, legal processes, aerial surveys, ivory store management and ivory inventory techniques, and sniffer dog handling and operations. In total, from 2012 to 2016, the project organized 9 trainings and workshops for wildlife rangers and the judiciary during which 168 people (or 14% of the ideal required wildlife rangers for key PAs (Boma, Badingilo, Southern, Shambe and Lantoto National Parks) were trained. 	<ul style="list-style-type: none"> - Partially on target
1.6 MWCT communications strategy designed to promote PAs and wildlife conservation in Southern Sudan.	<ul style="list-style-type: none"> ▪ Communication strategy was implemented through different approaches as communication with national and international press, distribution of a newsletter and educational leaflets about wildlife trafficking and introduction of SSWS dog unit, distribution of educational videos about South Sudan nature and wild fauna and flora and distribution of news on Facebook and Twitter account. Several radio sessions were broadcasted with members of WCS team as well as the SSWS Director General and SSWS communications representative in national and international media. ▪ WCS, SSWS and the Tourism directorate continue to work with national and internal media groups and other partners to implement key activities which are articulated in the communications strategy. ▪ The communication strategy was implemented through different approaches as communication with national and international press, distribution of newsletters and educational leaflets about wildlife trafficking and introduction of SSWS dog unit, distribution of educational videos about South Sudan nature and wild fauna and flora and distribution of news on Facebook and the Twitter account. ▪ Anti-trafficking posters, and leaflets, and brochures featuring South Sudan Wildlife Contraband Detection Dog Unit have been developed as part of the efforts to implement the communications strategy developed and adopted over past years. The anti-trafficking posters, leaflets and brochures are being distributed to government agencies, state government agencies, NGOs, CBOs and individuals to raise awareness on rising incidences of wildlife crime since the beginning of the ongoing war, including the legal implications for people who are found to be breaking the laws of the country. In addition, the WCS' News from the Bush Edition 15th has be produced and is being circulated to the different entities as part of the awareness raising campaign. ▪ Several radio sessions were broadcasted with members of WCS team as well as the SSWS Director General and SSWS communications representative in national and international media. ▪ 1,000 copies of the 2016 wildlife conservation awareness calendar were printed and distributed. These materials communicated the key ecosystems of SS that are important for biodiversity conservation, key wildlife species, the impact that the conflict is having on people and wildlife in and around PAs, as well as key measures required to address the crisis. ▪ The Tourism website was developed through the funding support from UNDP/GEF project back in 2013. However, the site could not be launched due to the splitting of the MWCT and annexing of the Directorates to separate ministries 	<p>The IP focused more on a campaign at national & international level, with varying levels of collaboration with their partner MWCT. However, due to the security difficulties in the field, publishing extensive number of articles in the international arena could be seen as an example of adaptive management by the IP, especially post 2013.</p> <ul style="list-style-type: none"> - Partially on target

	of Interior and Agriculture, respectively. Although a presidential decree from March 2014 created the MWCT, the Minister was only appointed in 2016 and the issue of the website development was not yet raised due to more political and urgent issues.	
Outcome 2: Site management of four key PAs strengthened		
2.1: PA management plans for Boma and Bandingalo and preliminary management strategies developed for Zeraf and Southern National Park.	<ul style="list-style-type: none"> ▪ Badingilo Park (BaNP) management plan drafted and stakeholder's consultations process prepared. Southern NP planning process achieved through annual work planning. Boma NP planning process achieved through annual work planning and update of Boma NP management plan draft. Stakeholders' consultation process for adoption of BaNP Management plan prepared, and consultations with authorities of the relevant states is due from the middle of 2017. 	- Partially on target
2.2 PA and buffer zone boundaries assessed and participatory redefinition processes commenced, leading to Boma and Badingilo NPs and the extension of Zeraf Reserve being legally gazetted.	<ul style="list-style-type: none"> ▪ The project has made progress in the boundary planning process (for extension of the PAs relative to aerial surveys and collaring data). However, much remains to be done to gazette boundary changes and demarcate the high pressure areas/zones. The demarcation of PAs requires comprehensive stakeholders' agreement, the security situation following the outbreak of the ongoing conflict stalled ground truthing movement, erection of boundary signs in some areas and legal adoption of the extensions. 	- Not on target
2.3 Basic infrastructure (HQ buildings, ranger posts, communications equipment, vehicles, radios, field equipment) established for Zeraf, Southern, Boma, & Bandingalo PA management and operations.	<ul style="list-style-type: none"> ▪ The project has: <ul style="list-style-type: none"> ○ built infrastructure (3 park headquarters built in Badingilo National Park (BaNP), Boma National Park (BNP) and Southern National Park (SNP); and 4 ranger posts built in Churi (BNP), Gerikidi and Lafon (BaNP), and Zumoi (SNP) ○ provided furniture (chairs, tables, shelves) and equipment including 30 vehicles deployed in the PAs, Juba office and Ministry to facilitate operations and conservation management activities; VSAT internet installed in Boma (BNP), Lafon (BaNP), and Motoronyo (SNP); HF and VHF radios deployed in the PAs, and HF radios installed in all the 30 vehicles; Global Positioning System (GPS) for research and wildlife law enforcement monitoring, cameras, binoculars, deployed in the PAs. 	- On target
2.4 Capacity and technical expertise of field based PA management staff improved, work plans developed and implemented.	<ul style="list-style-type: none"> ▪ The project has trained 168 wildlife rangers and law enforcements agents. Progress had suffered setbacks due to conflicts such as infrastructural damage, looting of furnishings and equipment, as well as many rangers trained for the PAs have subsequently been deployed by SSWS to tasks they were not specifically trained for. 	- Partially on target

2.5 Stakeholder participation (local, State) and capacity increased to support PA management.	<ul style="list-style-type: none"> Coordination mechanisms established and regular meetings were held with local communities and state and local authorities around 4 PAs throughout the project period. 	- Partially on target
2.6 Community based partnerships designed and piloted aiming at developing benefits and opportunities for local communities.	<ul style="list-style-type: none"> The project fostered partnership agreements with the SSWS in 2007, and 4 CSO partners (the Community Empowerment for Progress Organization (CEPO) in western Badingilo; the Peace and Development Collaborative Organization (PDCO) in Lafon in eastern Badingilo; the Anyuak Recovery Trust (ART) in Pochalla in Boma northeast; and the Open Source Development Initiative (OSDI) in Nyat in Boma southeast] between 2011 and 2016. 	- Partially on target
2.7 Proposals developed to mobilize community alternative livelihoods and sustainable development funding sources to benefit and enhance income generation for key communities living near and in PAs	<ul style="list-style-type: none"> The project has worked with 4 civil society organizations [Community Empowerment for Progress Organization (CEPO), the Anyuak Recovery Trust (ART), the Peace and Development Collaborative Organization (PDCO) and the Open Source Development Initiative (OSDI)] to implement conservation-tied livelihoods projects for local communities around key Protected Areas (PAs), focusing on supporting livelihoods based on fishing and fish marketing, sustainable agriculture, craft making (beads product) and poultry under the Livelihood Small Grants Program (LSGP). 	- Partially on target
2.8 Pilot model ecotourism programs designed & implemented for BaNP and BNP	<ul style="list-style-type: none"> Progress on this indicator has been completely halted by the conflict situation. 	- Not on target
Outcome 3: Sustainable financing options for PAs initiated		
3.1 Technical assessment of potential sustainable financing mechanisms for SS PA network. Technical support from the WCS Sustainable Conservation Finance Department	<ul style="list-style-type: none"> New options including REDD+, ecosystem services payments and Green Fund implementation projects were discussed and the project participated in several stakeholders meetings regarding the UNREDD readiness process for South Sudan. There has been no progress on the sustainable financing analysis or mechanisms primarily because the current strategic thinking for sustainable financing pivot on tourism development which has been seriously undermined by the conflict. 	- Not on target
3.2 MWCT and GoSS capacity developed to access potential sustainable finance management for PAs	<ul style="list-style-type: none"> Except Nimule National Park receiving limited visitors, many PA sites face security challenges to allow for normal operation of tourism businesses. The sources of funding have already been identified in previous years, including local (e.g. user fees, sponsorship, donations); national (e.g. taxes and charges, endowment funds, incentives); and international (bilateral and multilateral donors and lending agencies and organizations). New options including REDD+, ecosystem services payments and Green Fund implementation projects were discussed last year and WCS 	- Not on target

developed based on financial options analysis	participated in several stakeholders meetings regarding the UNREDD readiness process for South Sudan. Due to the nationwide conflict since December 2013, and the collapse of the economy, especially after July 2016, no further progress could be made, including of training of MWCT and GoSS staff, on potential sustainable finance management for PAs based on financial options analysis.	
3.3 PA business plans developed: including guidelines developed, capacity built and systematized and preliminary business plans for 4 pilot sites.	<ul style="list-style-type: none"> ▪ Analysis for the management cost of Badingilo NP has been carried out and this will inform the development of a business plan. The process for Badingilo will also inform the development of business plans for elsewhere as well. The extremely unstable political-economic situation in South Sudan makes any long term budgetary evaluation of costs difficult. 	- Partially on target
3.4 Dialogue initiated with private sector extractive industry in relation to PA management concerns, assessment of key threats and opportunities, and partnership potential outlined for the four pilot PAs	<ul style="list-style-type: none"> ▪ Due to the exacerbated conflict situation since July 2016, no Extractive Industries workshop could take place before the end of the project. However from 19-21 September 2017, WCS managed to hold a three day “Petroleum & Mining: Ensuring Environmental Safeguards” workshop in Juba. The forum brought together for the first-time representatives from the State authorities, private sector, civil society, development partners, and technical government officials from the natural resource sector GOSS ministries, to discuss the current legislative framework, state competencies, roles and responsibilities of the different stakeholders and priorities to safeguard the environment, with particular focus on the mining and petroleum extractive industries. In attendance were; representatives from 8 mining and oil companies, representatives from 7 civil society organisations, representatives from 18 States (Secretary Generals and Directors of Wildlife), Park Wardens for the 5 national parks, and representatives from development partners. The workshop was attended by a total of 130 participants. Key points arisen from the workshop are: <ul style="list-style-type: none"> ○ As set of guides and guidelines needs to be developed on environmental and social elements of the Petroleum Act, and Mining Act; environmental standards; environmental guidelines; and ESIA Guidelines for civil society, private sector, State and relevant national authorities. The documents must be made available in the public domain. ○ There needs to be (further) outreach, sensitization, capacity building and training on the materials for selected entities, particularly local communities, CSOs, and State authorities. ○ Pro-active enforcement and responsibility of the policies, regulations and guidelines lies with the Ministry of Interior, the Ministry of Justice and Constitutional Affairs, the Ministry of Wildlife Conservation and Tourism, and the State Governments. ○ Many groups advocated the allocation of funding in support of the development and enforcement of guidance materials by government and aid donors. 	- Not on target

Annex 3: Co-financing Table

Cofinancing Table							
Sources of Cofinancing ¹ (US\$)	Name of Cofinancer	Description of Cofinancing Contributed at Stage of Terminal Evaluation	Type of Cofinancing ²	Amount Confirmed at CEO Endorsement	Amount Contributed at Stage of MTR	Amount by Project Closure	% of Expected Amount
GEF Partner Agency	UNDP	GEF Project grant	Grant	\$3,820,000	\$2,803,833	\$3,794,718	99%
IP	WCS	grant to WCS South Sudan	Grant	\$1,300,000	\$1,400,000	\$1,400,000	108%
IP	Bilateral Aid	grant to WCS - Complimentary	.	\$2,100,000	\$10,100,000	\$12,765,756	608%
Other	DfID	Mitigation for road construction	Grant	\$0	\$218,000	\$218,000	n/a
UNDP & Partner Grant, Sub-Total				\$7,220,000	\$14,521,833	\$18,178,474	252%
National Government	MWCT	Staffing etc	In-Kind	\$1,000,000	\$800,000	\$200,000	100%
Government In-Kind, Sub-Total				\$1,000,000	\$800,000	\$1,000,000	100%
Total				\$8,220,000	\$15,321,833	\$19,178,474	233%

1. Sources of Co-financing may include: Bilateral Aid Agencies, Foundation, GEF Partner Agency, Local Government, National Government, Civil Society Organization, Other Multi-lateral agencies, Private Sector, Other
2. Type of Co-financing may include: Grant, Soft Loan, Hard Loan, Guarantee, In-Kind, other
3. PPG of \$100,000 not included
4. Bilateral Aid (USAID) was complimentary funding (not 'shared' projects costs) and not audited by the project
5. Government in-kind funding was not audited by the project

Annex 4: Planned Budget and Expenditures at End-term

Annex: Annual Work Plan Budgets and Expenditures								
Outcome	2011 USD	2012 USD	2013 USD	2014 USD	2015 USD	2016 USD	Total USD	Total USD
Breakdown of Project Budget in UNDP ATLAS								
Outcome 1	\$491,000	\$364,109	\$120,800	\$236,939	\$428,339	\$224,000		\$1,865,187
Outcome 2	\$1,027,600	\$167,989	\$415,400	\$260,812	\$125,316	\$492,000		\$2,489,117
Outcome 3	\$15,000	\$15,000	\$112,800	\$104,341	\$0	\$95,148		\$342,289
Project Management	\$164,360	\$65,710	\$91,301	\$50,000	\$0	\$88,778		\$460,149
Total	\$1,697,960	\$612,808	\$740,301	\$652,093	\$553,655	\$899,926		\$5,156,742
Outcome	2011 USD	2012 USD	2013 USD	2014 USD	2015 USD	2016 USD	Cumulative Total - 15 June 2011 - 31 Dec 2016	
Annual Work Plan Budgets and Expenditures Incurred through to End-term:								
Outcome 1:								
Annual Work Plan	\$491,000	\$364,109	\$120,800	\$236,939	\$428,339	\$224,000		\$1,865,187
Disbursed	\$44		\$104,509	\$102,613	\$357,150	\$871,967		\$1,436,283
Balance (AWP-Disbursed)	\$490,956	\$364,109	\$16,291	\$134,326	\$71,189	-\$647,967		\$428,904
Outcome 2:								
Annual Work Plan	\$1,027,600	\$167,989	\$415,400	\$260,812	\$125,316	\$492,000		\$2,489,117
Disbursed	\$1,083,321	\$472,093	\$318,488	\$346,522	\$97,981	\$0		\$2,318,406
Balance (AWP-Disbursed)	-\$55,721	-\$304,104	\$96,912	-\$85,710	\$27,335	\$492,000		\$170,712
Outcome 3:								
Annual Work Plan	\$15,000	\$15,000	\$112,800	\$104,341	\$0	\$95,148		\$342,289
Disbursed	\$0	\$0	\$0	\$0	\$0	\$0		\$0
Balance (AWP-Disbursed)	\$15,000	\$15,000	\$112,800	\$104,341	\$0	\$95,148		\$342,289
Project Management:								
Annual Work Plan	\$164,360	\$65,710	\$91,301	\$50,000	\$0	\$88,778		\$460,149
Disbursed	\$1,787	\$0	\$16,206	\$10,373	\$0	\$11,663		\$40,029
Balance (AWP-Disbursed)	\$162,573	\$65,710	\$75,095	\$39,627	\$0	\$77,115		\$420,120
Grand Totals:								
Annual Work Plan	\$1,697,960	\$612,808	\$740,301	\$652,093	\$553,655	\$899,926		\$5,156,742
Total Disbursed	\$1,085,152	\$472,093	\$439,203	\$459,508	\$455,131	\$883,630		\$3,794,718
Balance (AWP-Disbursed)	\$612,808	\$140,715	\$301,098	\$192,585	\$98,524	\$16,295		\$1,362,024

Annex 5: Brief review of Technical reports, Training materials & delivery of courses

Technical Reports

Wildlife Conservation & Protected Area Policy (2012)

The policy recognizes that landscape-level conservation and management is required to maintain the integrity of ecosystems, habitats, species and genetic diversity, and the health of ecosystem services. Strategies identified under this policy include: integrated planning to ensure that wildlife conservation is adequately integrated into wider economic, development and infrastructure planning processes that shape landscape and habitats in critical ways; land-use planning, especially important in maintaining wildlife habitats in areas outside PAs; and tourism development to enhance the use and value of wildlife and PAs.

Law Enforcement Monitoring manual (2016, pp99)

The document is not complete (i.e. it remains in draft format). Whilst the document covers the wildlife law enforcement methods, it is written as a technical report, and not as an actual methods manual to be used by wildlife law enforcement officers. It also lacks any national ownership or endorsement by SSWS as an official manual or guideline document.

National Strategy for Combatting Wildlife Trafficking (2015, pp23)

The strategy is partly based on a Wildlife Law Enforcement & Major Crime Investigation Workshop in Juba with participation of MWCT, wildlife officers from state levels and international experts (2012) [identified threats to wildlife and elephants & ivory trafficking routes and trends], and LEM, intelligence gathering and protection information gathered 2012-14.

The 'strategy' is in effect a technical report that contains all the relevant information (laws, threats, illegal trade routes, and international treaties), and a 6-page 'strategy' within, but it has not been finalized or converted into an agreed actual strategy with MWCT and other partners.

Aerial Surveys of Wildlife & Human Activity in South Sudan Boma, Badingilo, Nimule, Southern and Shambe National Parks, and Loelle Proposed PA (2015-16, pp110)

The report mentions four funding agencies including WCS and USAID, which would indicate complimentary co-financing to the GEF PAN project, although this GEF project is not mentioned in the report.

The recommendations include:

- Designate the Badingilo NP extension and a new PA across the Loelle Zone with engagement from local government and communities.
- Engage communities across the Boma-Badingilo landscape and Shambe NP on the establishment of community conservancies in currently unprotected key wildlife areas.
- Provide support to key communities to establish conservancy demarcation committees, map conservancy boundaries and obtain customary rights for the areas.
- Continue to establish and expand CCSPs between communities, local enforcement agencies (wildlife / police) and the courts (local payam, county & state) to address security / justice issues (such as those relating to large-scale hunting, small-arms use, livestock raiding, child abduction, banditry and murder)
- Engage with existing inter/intra community peacebuilding efforts or establish new initiatives to engage youth and improve dialogue between conflicting communities in and around key wildlife areas.

The report provides survey estimates of wildlife and livestock numbers which is useful:

Boma West

- Cattle 0; sheep/goats 13,641 at a density of 2.78/km²;
- White-eared kob 387,094 at a density of 79/km²; Mongalla gazelle 4,672 at a density of 0.95/km²; Reedbuck 1,671 at a density of 0.34/km²

Badingilo South-east

- Cattle 44,553 at a density of 6.55/km²; sheep/goats 35,904 at a density of 5.28/km²;
- White-eared kob 638 at a density of 0.09/km²; Mongalla gazelle 147 at a density of 0.02/km²; Reedbuck 294 at a density of 0.04/km²

Conservation of Biodiversity across the Boma-Jonglei Landscape of South Sudan (USAID MTR, 2010)¹

The BJLP MTR made two recommendations for USAID / WCS concerning impact:

- Focus interventions exclusively on the migration routes within the landscape, as described in the report. Six critical priority target areas (within migration routes) are listed for interventions.
- Focus anti-hunting and community activities on these priority areas, and land-use efforts on concessions and resource users in critical corridors at the state and local levels.

The MTR made two recommendations concerning sustainability:

- Expand organizational support to MWCT and assist the NRMG
- Increase NGO, community-based organization (CBO) and university engagement

Note, the landscape project was undertaken in concurrent areas to GEF PAN in BNP, BaNP, Zeraf and Loelle.

Badingilo National Park (BaNP) Management Plan (2016-25) (draft June 2015) 132pp

- The plan has been dormant for nearly 2 ½ years without submission to MWCT for comment and endorsement
- The plan includes operational and capital expenditure forecasts. The cost for the 1st five years is tabulated at US\$9.9m (with 75% as operational costs including US\$0.75m for livelihood actions; and the 25% capital costs including US\$1m for roads, US\$0.45m for vehicles, and US\$0.2m for ranger/control posts)
- The threat assessment (below) is linked to the management plan programmes:

Threats \ Targets	Kob Migration	Tiang Migration	Savannah grassland	Savannah Woodland	Badingeru & Bala Pools	Large Carnivores	Elephant	Giraffe
Commercial bushmeat poaching and trafficking	High	High	Medium	Medium	High	Low	Very high	Very high
Elephant poaching (for ivory trade)							Very high	
Post war security issues and presence of armed forces	High	High	High	High	High	Low	Very high	Very high
Weak laws & policies and its implementation	High	High	High	High	High	High	High	High
Oil concessions	Medium	Medium	Medium	Low	Very high	Medium	High	High
Administrative interference	Low	Low	High	High	High	Medium	High	High
Lack of wildlife management capacity	High	High	High	High	High	High	High	High
Lack of infrastructure and equipment	Low	Low	Low	Medium	Medium	Medium	Medium	Medium
Development project on the park periphery	High	High	Medium	High			High	Low
Growing human population surrounding the park with bad attitude towards wildlife	Low	High	High	High	High	High	High	High
Giraffe poaching								Very high
Inadequate Land Use Planning	Very high	Very high	Very high			Low	High	Low
Charcoal production				High				
Uncontrolled bushfires			High	High				

- Development and income from tourism is presented in the plan
- The staffing organizational structure / units is clear

Boma National Park Management Plan (2015-19), (draft September 2014), 88pp

- The plan has been dormant for 3 years without submission to MWCT for comment and endorsement
- The plan includes ecological zoning for: core biodiversity; conservation; extension; and wildlife corridor to BaNP.
- There is a tourism zoning map, however the community settlement / development zoning map is missing (i.e. the socio-economic survey has not provided the data)
- The plan is incomplete and not budgeted.

Southern National Park - Lakes State & Warrap State Strategy - Work Plan (2012-13) (draft, 2012, 16pp)

- For a management strategy document, a 2-year-only workplan would appear insufficient
- It focuses on the development of ranger / control posts. The TE team talked to park staff who were relatively

¹ The final evaluation was under preparation at the time of the UNDP TE

happy with the interventions conducted so far.

Other plans

Originally a management strategy for Zeraf GR was also included (Output 2.1), however no alternative plan for Shambe or Lantoto were offered.

Wildlife Conservation & Protected Areas Law - Draft, 2015

- The bill contains eight chapters and 45 articles and four schedules. It is under review by the Directorate of Legislation, Ministry of Justice, dated 2nd May 2015.
- It defines various categories of PAs, taking into consideration user rights and procedures for establishing conservancies to promote community participation in conservation; allows local communities around PAs to participate in the development of policies, plans and processes for the conservation and management of wildlife in collaboration with the SSWS, and also permits other organizations to manage any PA on behalf of Government; provides provisions for regulation of private sector (e.g. tourism) and management and development of PAs, defines the roles of various management authorities; and classifies species protection based on current status (lending more protection to vulnerable species).

Tourism Law – draft 2012

The bill contains 15 chapters and 43 articles and two schedules. It is under review by the Directorate of Legislation, Ministry of Justice, since August 2013.

National Tourism Strategy (2015) – Adopted by MCWT (88pp) – the practicalities and financing of the plan in the short terms are uncertain.

Training Delivered

Type of training	Topics covered	W	M	Partici- pants	Date
Judiciary & Prosecutors Wildlife Law Enforcement Sessions	Prosecutors and judiciary to prosecute wildlife cases			4	May-11
Judiciary & Prosecutors Wildlife Law Enforcement Sessions	Prosecutors and judiciary to prosecute wildlife cases			8	May-11
Judiciary & Prosecutors Wildlife Law Enforcement Sessions	Prosecutors and judiciary to prosecute wildlife cases			9	May-11
Jonglei State Law Enforcement Partners Capacity Building	Wildlife and community security partnership			14	Jun-11
MWCT senior personnel including Directors	Reviewed institutional structure, security operations, enterprise development, livestock & rangeland management, and community outreach			11	Aug-11
Southern National Park, Lakes and Warrap Sector: Selected Officer and NCO Training	Comprehensive training in PA management and law enforcement			46	Apr-May 2012
training on intelligence led law enforcement	Types and scales of wildlife crimes in region, intelligence gathering and investigation methods, securing prosecution & tracking/ monitoring systems			45	Jul-12
CCSP training – Study Tour to NRT/ Kenya	At five NRT sites, institutional structure, security operations, enterprise development, livestock and rangeland management, and community outreach			15	Jun-12
CCSP training – 6 months certificate training in Mweka wildlife college of locals from Akobo, Pochalla, Boma/Pibor, Lafon, Terekeka, Bor and Magwi Counties.	Community based Wildlife management	2	9	11	July - Dec 2012
Training of Trainers on sustainable capture fisheries management for local community members of livelihoods small grants program	Sustainable fishing methods and gears, fish preservation and management, fishing as a business			7	5 - 7 Dec 2013
Sustainable vegetable and crop production for small scale farmers from ART supported LSGP members, NGOs and government in Pochalla	Sustainable crop management techniques, drought resistant crops, value chain and marketing, sustainable utilization of natural resources.			28	12 - 18 Dec 2013
Wildlife management & law enforcement for wildlife officers from wildlife management, research & law enforcement in the ministry headquarters	Wildlife management, surveys, law enforcement			11	28 Apr – 2 May 2014
Wildlife Law enforcement monitoring Officers and rangers from Lantoto National park, Yei, Morobo and Maridi	Ranger-based data collection, investigation processing, Lem data base management			20	17 – 22 Jan 2015
Refresher Grant Management and Monitoring Refresher Training Training of Senior	Project activities and financial management			21	5 - 7 Mar 2015

Terminal Evaluation Report

UNDP GEF Protected Area Network Management & Building Capacity in Post-Conflict South Sudan

management officials of 3 partner CBOs (CEPO, ART and PDCO)					
Training on park & Lem management of senior officers and rangers of BNP	BNP management and law enforcement strategy (Principles of LEM: Datasheets, GPS use / download, Database management and monthly reporting), and Human resource management			6	5 – 6 May 2015
Refresher training for sustainable fishing and fish marketing of Local community members of livelihoods small grants program in Gemeiza and Mangalla Payams	Fish resources and their economic importance, construction of chokers and Making of drying rakers, fishing gears and craft Identification of gears, and Fishing techniques, fish handling and preservation			52	8 – 10 May 2014
Training of Pochalla LSGP groups	The principles of sustainable fishing practice			43	15 – 20 May 2014
Training on Sustainable Fishing Practices of local community members of LSGP	The importance of wildlife, fisheries resources and fishing as a business, village saving and loan association, and extension services.			21	27 -30 May 2015
Aerial survey	Aerial survey techniques			4	Jul-15
Training wildlife officers - wildlife management and anti-trafficking on ivory inventory	Ivory inventory skills (measuring, marking, cutting samples for DNA analysis, recording and storing)			6	12 – 14 Oct 2015
CCSP training of local community members of livelihoods small grants program based in Gemeiza, Mangalla and Lirya	Financial Management and Marketing Strategies for Sustainable Fishing and Fish Marketing Cooperatives	4	19	23	29 – 31 Oct 2015
Working dogs for conservation training for 2 Wildlife Directors and 2 WCS staff in Nairobi	Management of the K9 Unit		4	4	2 – 4 Nov 2015
Anti-trafficking training for wildlife officers from Eastern, Central and Western Equatoria, Jonglei state, the Greater Pibor Area (GPAA)	Training on wildlife anti-trafficking and data collection procedures			15	4 – 15 Dec 2015
Anti-trafficking training for wildlife officers from Eastern, Central & Western Equatoria, Jonglei state, Greater Pibor Area (GPAA)	Training on wildlife anti-trafficking: investigation and prosecution			15	6 – 15 April 2016
CCSPs training of local community members of LSGP based in Lafon.	small scale poultry production	19	24	43	15 – 18 Mar 2016
Conservation awareness with SPLA in Nyat	How to conduct conservation awareness with soldiers	0	14	14	21-Nov-16
Conservation awareness with CSOs and NGOs in Boma	How to conduct conservation awareness with stakeholders	0	16	16	19-Nov-16
CCSP training of members of livelihoods small grants program (LSGP) of OSDI based in Boma	Principles of the LSGP management	0	4	4	10 - 11 Nov 2016

Annex 6: List of Persons Interviewed

Name	Title	Organization
UNDSS Officer	Advisor	UNMISS
Charles Acire	Under Secretary	MWCT
Lt. Gen. Kuol Mayen Mading	Director General	MWCT
Gen. Frazer Tong	Advisor, Tourism	MWCT
Jaden Tongun	Chairperson	NRMG
Gen. Alfred Akwoch	Advisor, Wildlife	MWCT
Brig. Gen. Malik Doka Marjan	Director, PAs & Wildlife Management	MWCT
Brig. Gen. Khamis Adieng	Director, External Relations & Natural Resources Management / CITES Representative	MWCT
David Bartali	SS GEF Operational Focal Point	Min. Environment and Forestry
Joseph Africano Barel	Under Secretary	Min. Environment and Forestry
Daniel Kir	Team Leader	Human Development & Inclusive Growth Unit, UNDP
Kennedy Chibvongongodze	Team Leader: Partnerships & Management Support Unit	UNDP
Jean Luc Stalon	Deputy Country Director, Programme	UNDP
Musa Anak	Security Focal Point	UNDP
Biplove Choudhary	Advisor, HDIGU	UNDP
David Maker	Programme Analyst	UNDP
Martin Dramani	Program Officer (formerly with UNDP as Project Manager)	UNEP
Albert Schenk	Country Director	WCS
Paul Elkan*	Regional Director	WCS
Paul Peter Amole	WCS Assistant Project Manager & LE coordinator	Wildlife Conservation Society
Martin Ojja	Economic and Livelihoods Officer	Wildlife Conservation Society
John Obuoch	Assistant, Boma Park	Wildlife Conservation Society
Jeff Hill	Economic Advisor	USAID
Lemi, Lokosang	Advisor	USAID
Paul Majong	Program Officer	Open Source Development Institute (OSDI)
John Kumen	Former Commissioner of Boma/Community	Boma National Park
Edmond Yakani	Executive Director	Community Empowerment Progress Organization (CEPO)
Galdino Ochama Ojuk	Programme Manager	CEPO
Keri Justin Bosco	Officer, Sustainable Development	CEPO
Angelo Obang	Director	Anyuak Recovery Trust (ART)
Koma Vens	Program Coordinator	CEPO
Ezekiel Thiang	Community Leader & former Commissioner of Wulu County	Southern National Park
Joseph Kur	Director	Southern National Park
Ben Domonio	WCS Site coordinator	Southern National Park
John Maper Machot	Park Warden	Southern National Park
Makoi Ater Magar	Assistant Park Warden	Southern National Park
Stuart Williams*	MTR Author	Independent

All persons met were male

* Communication by email

Annex 7: List of Documents Reviewed

1. Project Identification Form (PIF) and GEF FA strategic program objectives
2. UNDP Initiation Plan and Implementing/Executing partner arrangements / contract
3. UNDP Project Document and Logframe revisions
4. CEO Endorsement Request
5. UNDP Environmental and Social Screening results
6. Project Inception Report
7. Project Implementation Reports (PIRs)
8. Annual Project Reports
9. Minutes of the Project Board Meetings and other meetings (i.e. Project Appraisal Committee meetings) - LPAC, 27 April 2010, Minutes of LPAC Meeting;
10. Atlas Risk Register
11. Quarterly progress reports and work plans of the various implementation task teams
12. Annual Work Plans
13. Mid Term Review (MTR) Report
14. MTR Management Response
15. M&E Data management system
16. Audit reports
17. METT, Capacity Development & Financial Scorecard - Tracking Tools at CEO endorsement, midterm and end term (METT - November 2009, November 2016 and March 2017).
18. Oversight mission reports by the project manager, RTA, and others
19. Monitoring reports prepared by the project
20. Financial and Administration guidelines used by Project Team
21. Co-financing realized, itemized according to template provided by TE team
22. Financial expenditures, itemized according to template provided by TE team
23. Project operational guidelines, manuals and systems
24. UNDP Development Assistance Framework (UNDAF/ICF) and Evaluation
25. UNDP Country Programme Document (CPD) and Country Programme Action Plan (CPAP)
26. Project site location maps
27. Project activity maps with management actions and intervention
28. Technical consultancy reports
29. Training materials (PPTs etc.)
30. News and Awareness materials / Photo library / Video films about the projects
31. Project Summary PowerPoint files for the TE

Annex 8: Risk Tables

Atlas Risk Table (edited)

The Atlas Risk table is taken from the UNDP management system. It identified 15 risks. These are presented here, with the TE comment.

Identified Risk	Category/ Level	TE comment (2017)	Date of risk
Reconstruction efforts do not integrate biodiversity conservation concerns.	Other	Too many other pressing matters	28/09/2011
Political instability and armed conflict across the project area, with some serious incidences occurring in Jonglei (both) and Lakes States (2011 only)	Security / Political / Cr	Continues as of late 2017	22/12/2011 and 29/05/2012
Lack of clarity over jurisdiction/governance between federal and state levels.	Political	MWCT / SSWS unable to exert control due to political changes	22/12/2011
Operations in the MWCT continue to be constrained by a lack of key resources required for operations, most notably deployment of vehicles to Lakes State.	Financial	Solved - vehicles were deployed	29/05/2012
Severe insecurity incidences occurred in Boma N.P. as a result of an organized armed group taking control of the area for a short-time and the SPLA response to this.	Security / Cr	Accepted	27/08/2013
The salaries and/or housing allowances of the wildlife forces have been delayed and/or reduced during this period as part of government austerity measures.	Financial	Accepted	27/08/2013
Extractive companies (oil mines) get rapid resource access rights.	Other	Project response?	28/09/2011
Weak management capacity and weak accountability mechanisms undermine conservation outcomes.	Operational	Not addressed by UNDP	28/09/2011
Political Instability and armed conflict	Security / Cr	Continued	28/09/2011
Land tenure conflicts create obstacles to PA sustainability.	Security	Continued	28/09/2011
Exceptional climate events, increase speed of degradation and loss of habitat induced by human activities.	Environmental	Compounded issues	28/09/2011
Potential problems of community access issues and displacement in relation to PA area creation	Other	As of TE, there are 2m Internally Displaced Persons (IDPs) inside SS	28/09/2011
Confusion over jurisdiction/governance between GoSS and state	Political	Continued	28/09/2011
Institutional capacity lacking at state and local levels	Organisational / Cr	Not really addressed either by the IA or the IP at state level, but some work done at PA level	15/09/2017

Risk log table (edited)

The Risk log table is taken from the project document (2010). It identified nine risks. These are presented with the TE comment.

Identified Risk	Category / Level (H/M/L)	Mitigation Measure	TE comment (2017)
Extractive companies (oil, mines) get rapid resource access rights	Environmental / H	By working with the Ministries of the GoSS and the Presidency, extractive industry zoning in relation to PAs will be proactively engaged. The project will help identify potential for biodiversity offset deals and put in place monitoring systems. The involvement of the NRMG in the project and particularly when it comes to the PA financing component will provide a broad forum to push the PA agenda and balance other land use allocations.	The NRMG was somewhat utilized, however direct engagement with extractive companies was ad hoc until after the project in Sept 2017. More immediate issues appear to have been planned roads The NRMG was not functional enough to

			consider PA financing – wrong forum
Weak management capacity and weak accountability mechanisms undermine conservation outcomes	Organisational / H	Institutional capacity will be one of the targets of the project. The project will build the capacity of local PAs and GoSS for PA management including putting in place tracking and performance evaluation systems. By linking with UNDP's democratic governance work – on elections, accountability and role of the state and citizen – the project will benefit from an overall environment of strengthened state accountability vis a vis its citizens.	Weak management from both UNDP and MWCT
Reconstruction efforts does not integrate biodiversity conservation concerns	Political / M/H	USAID, WCS, and several development partners are engaged with strengthening the capacity of the GoSS in conducting EIA; the GoSS has also engaged in an extensive land policy and development reform process. While these initiatives are not included in the project scope, close ties, through the steering committees and other coordination mechanisms, will ensure that the project outcomes are supported by this critical baseline.	The project was not used effectively to leverage recovery funds
Political instability and armed conflict	Political / M	The political context of South Sudan is vulnerable in relation to the areas along the border between the North and the South. The project target areas are located away from the dispute border area and each of the PAs targeted by the project are well within the recognized boundaries of South Sudan and away from potential conflict zones. In addition to that, the 2011 referendum will determine whether the country remains as one or splits into two countries along a North/South divide. This referendum will take place during the lifetime of the project. The situation will be monitored closely, as will the impacts of the results. At this stage this risk is considered as a moderate one, especially as the project is focused on SS and building the protected area system in that part of the country.	Political instability and armed conflict - continued from December 2013
Exceptional climate events, increase speed of degradation and loss of habitat induced by human activities	Environment / M	Climate scenarios for SS project greater spatial and temporal variation in rainfall, exacerbating the risk of both drought and flooding. However, given the low human population densities in the project area, the impact of human pressures will likely be negligible. By securing the PAs in the region and designing a strategy for protected area coverage and connectivity through corridors, the project will be ensuring that core areas are managed and human impacts are limited in scope.	The environment was damaged by Internally Displaced Persons and food insecurity
Land tenure conflicts create obstacles to protected area sustainability	Political / M	Participation by all stakeholders from the outset in protected area management and clear articulation and development of benefits will be assured. Conflict resolution structures will be designed; these will be internalized into the stakeholder participation plan for each of the PAs. In the design of management approaches, specific attention has been given to co-management options, given the intricate linkages between local livelihoods and the natural resource base. This is currently being piloted in Boma, an experience which will be refined and replicated as appropriate in the 3 remaining pilot sites and throughout the PAN as effective management is spread. Several initiatives are supporting the development of a land law, land commission and aiming at resolving land tenure conflicts in the Sudan; the project will link with those but not aim at resolving land tenure problems on its own.	Land tenure conflicts continued
Confusion over jurisdiction/governance between GoSS and state levels	Political / L	During the preparatory phase an in-depth governance and mandate analysis has been undertaken to determine the boundaries of the GoSS and State administrations. This governance analysis now informs the approach adopted and the focus of institutional and systemic capacity development activities so as to target the most relevant administrations. Vertical and horizontal inter-ministerial coordination also form part of the project (using the NRMG as a coordination forum), to ensure project activities are not undermined by sectoral or state-level decisions.	The jurisdictions of national / state level was not clarified by the project – which was needed for effective management of the PA estate. The fragmentation of states hindered the project
Potential problems of community access issues and displacement in	Security / L	Formal guidelines will be developed with the MWCT to ensure participatory creation and management strategies for PAs including local communities as full partners. Mapping of traditional community areas and use patterns in relation to PA boundaries and consultative	New groups entered Boma. The wildlife law goes some way to

relation to PA creation		processes will be employed to ensure that potential access rights and potential displacement issues are identified and addressed appropriately and that local communities are directly involved in the protected area creation, decision making and management process. Legislation will be developed as necessary to enshrine co-management as a recognized approach for protected area management and conservation.	ensure the rights of local people
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Key: M Medium, H High, L Low

Risk Table (Draft Final Report, Aug 2017)

Risks	Mitigation Measures	TE Comment
Political instability and armed conflict	The 2011 referendum that took place during the lifetime of the project, determined that Sudan will split into 2 countries. The impact of the referendum resulted in much higher risk to project implementation than projected, as it brought different political instability and armed conflicts, as elaborated throughout the document. The project prioritized and adapted strategies to achieve project target as much as possible.	High impact on the project, especially at national level where the relationship between the IP and the government broke down, partly due to political instability and civil unrest.
Security: Insecurity throughout the country resulting from the armed conflict, refugee crisis and economic meltdown.	The project had in place ample safety and security measures, monitoring systems, plans and protocols, building upon the many years of experience in operating in the challenging safety and security context of South Sudan. Where activities were not considered safe and secure, those activities were either postponed, halted or redesigned.	From Dec. 2013, the project operated in a tense environment including an armed attack on the IP offices
Political: Changes in State and local administration	Creation of the new geo-political administrative structures, including the major changes in administration representatives at State level (currently 32 from the previous 10; with the accompanying appointment of new governors and cabinets) slowed down project implementation. In addition, the creation of more Counties has even complicated setting up of the vital administrative structures for these geo-political entities. The lack of such administrative and management structures and systems has slowed down implementation of some activities due to lack of the relevant arms of the local authorities to work with. Each time, the project had to halt or postpone certain activities and reengaged with new administration from the beginning as required.	The States were fragmented making local government planning concerning conservation almost impossible
Regulatory: Extractive companies getting rapid, non-transparent &/or poorly assessed and controlled, resource access rights; reconstruction efforts do not integrate biodiversity conservation	The project worked in cooperation with the SWS to integrate the spatial dimensions of the PAs of South Sudan into the Mining portals developed by the Ministry of Petroleum and Mining. This forms part of efforts to mainstream wildlife conservation and protected area management concerns into land use planning and improve stakeholder communications, address corruption issues in issuance of concessions and improve transparency. The project, and several development partners including USAID engaged in strengthening the capacity of the national/state governments in conducting environmental impact assessment; the national/state governments have also engaged in an extensive land policy and development reform process.	Some process, but not the direct approach suggested by the project design concerning conservation easements
Organizational: Weak management capacity and weak accountability mechanisms undermine conservation outcomes	Institutional capacity strengthening was one of the targets of the project and embedded into daily work with government agencies and civil society. The project built the capacity of local protected area authorities and national/state government officials for protected area management. The restructuring of the MWCT left a significant leadership vacuum affecting the effective coordination of natural resource management and conservation from national to local level. This also impacted this project. Throughout the project period, frequent and regular meetings have been held on all levels to jointly try to address challenges resulting from inadequate planning, management and implementation, and to provide technical support as required.	UNDP management was weak as was the institutional capacity of MWCT. This was not helped by the poor relationship of the IP with their government partner, MWCT

Annex 9: Stakeholder List

Stakeholder	Roles and Responsibilities
MWCT	The MWCT will be the lead GoSS institution overseeing this project and a major implementing partner. At the systemic and institutional level, it will actively participate in the implementation of the project, including any legal and institutional reform process. At the park management level, it will implement activities, which will improve park management and infrastructure development. It will work closely with targeted communities and potential tourism operators. At the individual level, it will identify staff to participate in project supported trainings and capacity development. It will facilitate the proclamation and gazettement of new PAs. The MWCT will chair the project steering committee and most local working groups.
MWCT-Tourism Department	The TD will, together with selected tourism experts mobilized by the project, develop tourism marketing products and preliminary packages for selected PAs. The project will support the writing of the Tourism Act, which will include specific guidelines for private sector licensing, entry fee and user fee structures, benefits sharing mechanisms with local communities, and strategies for development of tourism infrastructure in selected PAs in strict compliance with the PA management strategy/plans.
Ministry of Housing, Physical Planning and Environment	The Ministry of Housing, Physical Planning and Environment will be a project partner in relation to environmental concerns, including wetlands (especially as regards the Zeraf GR which covers a large part of the Sudd wetlands). The MHPE is also responsible for EIAs, the drafting of a South Sudan Environmental Policy that includes aspects of wildlife and tourism, energy and mining, forestry and livestock, and has proposed to develop a Biodiversity Action Plan. The Ministry will lead the preparation of environmental guidelines for industry, initiate legislative and regulatory reforms, as well as coordinate environmental concerns with other Ministries and State Government authorities. The MHPPE will have steering committee membership as an observer.
Ministry of Energy, Industry and Mining	The Ministry of Energy, Industry and Mining is an important partner as it is the chief regulator of the mining and oil industry. Several oil and mining concessions have been designated within or adjacent to PAs and exploration activities are being undertaken in some areas. If large deposits are found then extraction could have a severe impact on the surrounding environment with its wildlife, water, soils and vegetation. Environmental assessments need to be undertaken and where possible, exploitation in PAs avoided. Where not possible strict mitigation and rehabilitation measures should be designed and implemented. Environmental agreements that include impact assessments, rehabilitation and amelioration measures need to be clearly spelt out. The MEIM will have steering committee membership as an observer.
Ministry of Legal Affairs	The Ministry of Legal Affairs is an important partner as it will be the Ministry that provides legal support for the creation of new PAs, formal adoption of management plans, and the development & revisions of wildlife laws / policies where necessary. It will be represented in the PSC as observer.
Southern Sudan Land Commission	The SSLC is charged with the development of land policies and land laws. It also provides an important function mediating and arbitrating land disputes. The project will work closely with the Land Commission when it comes to establishing community-based wildlife conservation initiatives and will seek to generate direct benefits from wildlife tourism and the creation of employment
Natural Resource Management Group	The NRMG is charged with the integration of environmental conservation and sustainable use principles in all aspects of natural resource management in South Sudan. It is composed of the MWCT, Ministry of Water and Irrigation, MARF, MAF, MEIM, MHPE, and the Land Commission. The NRMG will be involved with this project on particular aspects of addressing cross-cutting issues, such as oil concessions in PAs. It would also be the appropriate GoSS mechanisms to host the creation of a carbon sequestration working group. Further consultations should confirm this. Selected ministries of NRMG will participate in the project steering committee with observer status.
State Government (Central & East Equatoria, Bahr el Ghazal, Jonglei, Werra, West Equatoria, Upper Nile)	The project will work closely with State government authorities concerned with the four targeted PAs. This will take place through involvement in site-based coordination committees. Particularly important will be the design and management planning of PAs, linking up PAs with wildlife corridors and initiating community wildlife conservation and development projects.

Community Representatives	Community representatives and members of communities affected by PAs are important stakeholders in the project. The project will engage key community representatives at the local level through consultation processes, and in the development of site-based coordination mechanisms. Communities particularly affected by PAs and wildlife will be engaged in developing agreements and partnerships for wildlife management. Based on the results of consultations and socio-economic surveys, proposals will be developed and efforts made to mobilize development funding (outside of the GEF budget) to assist local communities with environmentally sound livelihoods projects in the periphery of the PAs. The project may then provide specific technical support and guidance for the implementation of these schemes. Community representatives will be asked to participate in site-based coordination committees.
Tourism operators and investors	Private investors and tourism operators are important partners in tourism development and the establishment of tourism enterprises in PAs as well as in the major towns of Southern Sudan. The MWCT and project partners will seek to identify, screen, and select credible private tourism operators to develop tourism activities in selected PAs. Tourism operators will be engaged via a working group on tourism with the GoSS including members of South Sudan Investment Authority.
Oil and Mining Companies	Oil and mining companies holding concessions in proximity of or overlapping PAs will be engaged by the project to develop a dialogue to address the problems. Companies concerned include Total, Petronas, H oil. The project will work with the companies to develop strategies to resolve conflicts (e.g. conservation easements and no-go zones) and activities (funded by private sector) to ensure that environmental and social impacts are minimized and that the industrial sector contributes constructively to conservation, PA management, and to sustainable development for communities.
University of Juba	The College of Natural Resources at the University of Juba provides a four-year degree in wildlife management and staff members may be able to provide specialist and technical inputs into different project activities. Students from the College may in some cases, also be assigned various tasks undertaking scientific surveys as part of their University training.
National and Local Press	The project will from time to time work together with the national and local press to raise awareness regarding the objectives of the project, progress made and benefits of wildlife conservation to the nation as well as to local communities.
Wildlife Conservation Society	The WCS will be the executing partner working in cooperation with the MWCT. WCS will be responsible for sound administration, all financial management, contracting and reporting for the project. WCS will actively work with the MWCT in all aspects of the project, including in the design, development and management of the four PAs as well as work with its partners to collect the necessary information from aerial surveys, socio-economic surveys, applied research and land-use data to inform the management planning for the Parks and extensions. WCS will provide the project director who is responsible to the project steering committee and coordinates the implementation of the various conservation activities. WCS will also be involved in the production of management plans, training exercises and identification of community partnerships. The WCS will be represented on most local working groups and help design and implement other project activities such as awareness education, tourism, business plan guidelines and financing options. In addition to PA and wildlife experts and community conservation leaders, WCS will provide various experts in Conservation Finance and Carbon Sequestration, Conservation Planning, etc. WCS in its capacity as a donor will be represented in the project steering committee.
USAID	The Government of the US has made support to wildlife conservation and PA management in Southern Sudan a top priority. USAID Sudan and WCS are working together in cooperation with the Government of Southern Sudan to support this important new initiative to put in place the necessary policies, practices and constituencies to sustainably manage the natural resources, conserve the biodiversity of the Boma-Jonglei landscape, and secure the livelihoods of local people. USAID will help ensure coordination / support for the project in complete synergy with the BJI program. USAID in its capacity as a donor will be represented in the PSC
UNDP	As the GEF implementing agency, the primary role of UNDP is oversight and supervision with a view of the integrity of the project, technical backstopping towards adaptive management and the routine and independent evaluation of the project and its achievement. Additional roles and responsibilities of UNDP/South Sudan will be to ensure development of synergies and collaboration between the project and humanitarian, security, and development initiatives in the region. It will be represented on the PSC and project coordinating committees. As needed it will assist in the hosting of project meetings. It will contribute with the project partners to establish an effective network between project stakeholders, specialized international organizations and the donor community. UNDP will be represented in the PSC.

Source: Key Stakeholders Involved in the Project (Prodoc, p23)

Annex 10: Rating Scales

The following UNDP-GEF grading scales were applied in the evaluation

Evaluation Criteria

Criteria	Definition
Effectiveness - Objective	- The extent to which an objective has been achieved or how likely it is to be achieved.
Effectiveness - Outcomes	- Results include direct project outputs, short to medium-term outcomes
Relevance	<ul style="list-style-type: none"> - The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. - The extent to which the project is in line with the GEF Operational Programs or the strategic priorities under which the project was funded. (Retrospectively, relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.)
Efficiency	- The extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy.
Sustainability	<ul style="list-style-type: none"> - The likely ability of an intervention to continue to deliver benefits for an extended period of time after completion - Projects need to be environmentally, as well as financially and socially sustainable
Impact	<ul style="list-style-type: none"> - The positive and negative, foreseen and unforeseen changes to and effects produced by a development intervention. - Longer term impact including global environmental benefits, replication effects and other local effects.

Rating Scale for Outcomes (Overall, Effectiveness & Efficiency)

Highly Satisfactory (HS)	The project had no shortcomings in the achievement of its objectives in terms of effectiveness (outcomes), or efficiency. The project is expected or has achieved its global environmental objectives. The project can be presented as 'good practice'.
Satisfactory (S)	There were only minor shortcomings The project is expected or has achieved most of its global environmental objectives.
Moderately Satisfactory (MS)	There were moderate shortcomings The project is expected or has achieved most of its relevant objectives but with moderate / significant shortcomings or modest overall relevance. The project isn't going to achieve some of its key global environmental objectives
Moderately Unsatisfactory (MU)	The project had significant shortcomings The project is expected to achieve its global environmental objectives with major shortcomings or is expected to achieve only some of its major global environmental objectives.
Unsatisfactory (U)	There were major shortcomings in the achievement of project objectives in terms of effectiveness, or efficiency The project is not expected to achieve most of its global environment objectives
Highly Unsatisfactory (U)	The project had severe shortcomings The project has failed to achieve any of its major environment objectives

Or Not Applicable (N/A); Unable to Assess (U/A)

Note

Overall Outcome: Achievement of the project objective will be rated HS to U.

Effectiveness: Each of the project's three outcomes will be rated HS to U. The colour coding of the individual indicator targets in **Annex 1** will partially help determine the grade. Each of the outcome indicators will also each be given a grade (in the justification column), however the final rating for each of the three outcomes will be due to appropriate weighting in terms of attaining project objectives. This means

that professional judgement of the TE team will also be a key consideration.

Efficiency: An overall rating for cost-effectiveness will be provided

Rating Scale for Outcome (Relevance)

Relevant (R)	Not relevant (NR)
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Rating Scale for Implementing Agency (IA) and Executing Agency (EA) Execution

Highly Satisfactory (HS)	The agency had no shortcomings in the achievement of their objectives in terms of quality of implementation or execution. Implementation of all five given management categories – IA or EA coordination & operational matters, partnership arrangements & stakeholder engagement, finance & co-finance, M&E systems, and adaptive management (work planning, reporting & communications, including update to project design) – has led to an efficient and effective project implementation. The agency can be presented as providing ‘good practice’
Satisfactory (S)	The agency had only minor shortcomings in terms of the quality of implementation or execution. Implementation of most of the five management categories has led to an efficient and effective project implementation
Moderately Satisfactory (MS)	The agency had moderate shortcomings Implementation of some of the five management categories has led to a moderately efficient and effective project implementation
Moderately Unsatisfactory (MU)	The agency had significant shortcomings Implementation of some of the five management categories has not led to efficient and effective project implementation
Unsatisfactory (U)	There agency had major shortcomings in the quality of implementation or execution Implementation of most of the five management categories had not led to efficient and effective project implementation
Highly Unsatisfactory (U)	The agency had severe shortcomings with poor management leading to inefficient and ineffective project implementation

Rating Scale for Monitoring & Evaluation

Highly Satisfactory (HS)	The M&E system – its design and implementation had no shortcomings in the support of achieving project objectives. The M&E system was highly effective and efficient and supported the achievement of major global environmental benefits. The M&E system and its implementation can be presented as ‘good practice’.
Satisfactory (S)	The M&E system – its design and implementation had minor shortcomings in the support of achieving project objectives. The M&E system was effective and efficient and supported the achievement of most of the major global environmental benefits, with only minor shortcomings
Moderately Satisfactory (MS)	The M&E system – its design and implementation had moderate shortcomings in the support of achieving project objectives. The M&E system supported the achievement of most of the major relevant objectives, but had significant shortcomings or modest overall relevance
Moderately Unsatisfactory (MU)	The M&E system – its design and implementation had major shortcomings in the support of achieving project objectives. The M&E system supported the achievement of most of the major environmental objectives, but with modest relevance
Unsatisfactory (U)	The M&E system – its design and implementation had major shortcomings and did not support the achievement of most project objectives. The M&E system was not effective or efficient
Highly Unsatisfactory (U)	The M&E system failed in its design and implementation in terms of being effective, efficient or supporting project environmental objectives or benefits.

Rating Scale for Sustainability

Likely (L)	Negligible risks to sustainability with key Outcomes achieved by the project closure and expected to continue into the foreseeable future
Moderately Likely (ML)	Moderate risks, but expectations that at least some Outcomes will be sustained
Moderately Unlikely (MU)	Significant risk that key Outcomes will not carry on after project closure, although some outputs should carry on
Unlikely (U)	Severe risks that project Outcomes as well as key outputs will not be sustained

According to UNDP-GEF evaluation guidelines, all risk dimensions of sustainability are critical: i.e., the overall rating for sustainability is not higher than the lowest-rated dimension.

Ratings should take into account both the probability of a risk materializing and the anticipated magnitude of its effect on the continuance of project benefits.

Risk definitions:

- a) Whether financial resources will be available to continue activities resulting in continued benefits
- b) Whether sufficient public stakeholder awareness and support is present for the continuation of activities providing benefit
- c) Whether required systems for accountability / transparency & technical know-how are in place
- d) Whether environmental risks are present that can undermine the future flow of the project benefits.

Rating Scale for Impact

Significant (S)	Minimal (M)	Negligible (N)
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Project Impact is rated as Significant; Minimal or Negligible, but also the positive or negative aspect of the impact will be stated.

Concerning impact, the TE will consider the extent of

- a) Verifiable improvement in ecological status; and/or
- b) Verifiable reductions in stress on ecological systems
- c) Regulatory and policy changes at regional, national and/or local levels

Process indicators will be specified to demonstrate achievement of stress reduction and/or ecological improvement.

Part of the impact assessment, will concern catalytic effect. The TE will consider if the project exhibited

- a) Scaling up (to regional and national levels)
- b) Replication (outside of the project),
- c) Demonstration, and/or
- d) Production of a public good, such as new technologies /approaches)

Annex 11: Mission Itinerary

Date	Time	Activity	Participates /contact
Sunday Oct 29, '17	12:20 Ethiopian Air	Airport Arrival 12:20 ET356	Mojwok Aba Nyawelee aba.nyawelee@undp.org +211 955 450 099
Monday 30 Oct '17	0900 – 0930	UNDP Security briefing	Musa Anak UNDP Field Security Advisor joseph.annak@undp.org Moses Alier / Field security Associate moses.alier@undp.org
	1000 – 1100	Meeting with HDIGU, Deputy Country Director Programme UNDP Country Director.	Daniel Kir daniel.kir@undp.org +211 955 828 896 Biplove Choudhary biplove.choudhary@undp.org +211 959 000 918
	1130 - 1300	Review the in-Country Consultation mission schedule	Daniel Kir daniel.kir@undp.org +211 955 828 896 Biplove Choudhary biplove.choudhary@undp.org +211 959 000 918 National consultants
		Discuss the Present the inception Note	
	1300-14:45	Meeting Wildlife Conservation Society (WCS) team	Albert Schenk +211 954 450 007 / aschenk@wcs.org Paul Peter Awol +211 955 159 860 / pawol@wcs.org
	1400 – 1430	Administrative – i.e. collect DSA, claims, etc.....	Mojwok Aba Nyawelee aba.nyawelee@undp.org +211 955 450 099
1500 -1700	UNDSS Security Briefing	UNMISS Tamping Ground	
Tuesday 31, Oct '17	0900 -1030	Meeting with Mr. David Batali SS GEF Operational Focal Point	Mr. David Batali (GEF Focal Point) +211 (0)912 902 891 / +211(0) 955 181 821 Email: db_oliver@ymail.com
		Meeting with Mr. Joseph Bartel Undersecretary Ministry of Environment and Forestry	Joseph Africano Barel bartel64@yahoo.com +211 955 582 553
	1100 - 1230	Mr. Charles Acire Undersecretary Ministry of Wildlife and tourism Meeting with Lt. Gen. Kuol Mayen Ding, Acting Director General, National Wildlife Service	Lt. Gen. Kuol Mayen Mading, Acting Director General, National Wildlife Service +211 (0)955 019 368 / +211 (0)919 790 487 Brig. Gen. Malik Doka Marjan (Director, PAs & Wildlife Management) +211 955 765 475 / +211 926 253 697 malik.doka@gmail.com
	1400 – 1500	Working from UNDP on the draft report	
Wed Nov 01, '17	TBD	Boma National Park (visit or by remote – to be determined based on UNDSS threat level)	John Kumen, the previous Commissioner of Boma Jebel County. He is in Pibor as the new Minister of Information of Boma State. / Boma NP park warden - a field site in Nyat (Boma) with good internet from where Brig. Gen. Vorgol Oleyo- can skype Martin Ojja +211 927 670 387 / malbert@wcs.org
Thu Nov 02, '17	1000 – 1100	Meeting with UNEP	Martin DRAMANI martin.dramani@unep.org / Arshad KHAN Arshad.KHAN@unep.org

Terminal Evaluation Report

UNDP GEF Protected Area Network Management & Building Capacity in Post-Conflict South Sudan

	1130 - 1300	Meeting with Ministry of Wildlife Conservation and Tourism Team.	Lt. Gen. Kuol Mayen Mading, Acting Director General, National Wildlife Service - +211 (0)955 019 368 / +211 (0)919 790 487 Brig.Gen. Minasona Lero Peter (Director, Wildlife Management) Brig. Gen. Malik Doka Marjan (Director, PAs & Wildlife Management) +211 955 765 475 / +211 926 253 697 Brig. Gen. Khamis Adieng (Director, External Relations & Natural Resources Management) khamis_ding@yahoo.com +211 (0)956 598 111
	1400 -1500	Meeting USAID	Jeff, Lemi, Lokosang +211 912 131 144 / lolemi@usaid.gov
	1530 – 1700	Working from UNDP on the desk review and draft report	
Fri Nov 03, '17	TBD	Travel to Southern National Park (day trip) – to travel to be based on UNDSS risk assessment	Col. John Maper-Park Warden, SNP Rumbek, Motoronyo Senior SSWS staff - Motoronyo HQ - Cpt. Makoi +211 955 054 809 Paul Peter Awol +211 955 159 860 / pawol@wcs.org
Sat 04, '17	2-4	Consultant time / Optional Extra meeting – Request 2 hours (10-12 with WCS)	WCS compound
Sun 05 '17	TBD	Consultant time	Hotel
Mon Nov 06, '17	0900 - 1000	Ministry of Wildlife Conservation and Tourism – Meeting with the Ministry's advisors.	Gen. Frazer Tong-Advisor for Tourism / Mr. Joseph Orotu-DG for Tourism Gen. Alfred Akwoch – Advisor for Wildlife
	1100 – 1300	Follow up meeting	TBD
	1400 – 1500	Natural Resources Management Group (NRMG)	Mr. Jaden Tongun Emilio-Undersecretary MoEF, Chairperson NRMG
	15:30 – 17:30	WCS partner(s) Questionnaire discussion	Albert Schenk (since end 2016) aschenk@wcs.org +211 954 450 007 Paul Peter Awol +211 955 159 860 / pawol@wcs.org Skype call with Paul Elkan, previous Country Director of WCS – South Sudan; now Regional Director –
Tues Nov 07, '17	1000 – 1100	Meeting CEPO Team (WCS local partner)	Edmon Yakani-Executive Director +211 955 214 513 / ceposouthsudan@gmail.com Martin Ojja +211 927 670 387 / malbert@wcs.org
	1200 – 1300	Meeting with USAID	Lemi, Lokosang +211 912 131 144 / lolemi@usaid.gov
	1400 – 1700	Working from UNDP on the draft and finalized the presentation for the stakeholder's mini workshop	
Wed Nov 08, '17	0900 - 1200	Stakeholder mini workshop presentation Field mission findings presentation	Key Stakeholders Daniel Kir daniel.kir@undp.org / +211 955 828 896
	1500 – 1700	Exit debrief WCS	Albert Schenk / +211 954 450 007 aschenk@wcs.org Paul Peter Awol +211 955 159 860 / pawol@wcs.org
Thurs Nov 09, '17	0900 - 1000	Exit Debrief UNDP Senior Management	Kamil Kamaluddeen kamil.kamaluddeen@undp.org Jean luc Stalon jeanluc.stalon@undp.org Biplove Choudhary biplove.choudhary@undp.org Daniel Kir daniel.kir@undp.org / 0955828896
	14:00 - 14:30 leave for airport	Int'l Consultant return 17:10 ET357	Mojwok Aba Nyawelee aba.nyawelee@undp.org +211 955 450 099

Annex 12: Notes – PSC, Civil Unrest, Conservation Easements, Project Assets, WCS Strategy

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 - Civil Unrest
 - MTR View
 - Conservation Easements
 - Project Assets
 - NRMG
 - WCS Strategic Approach of Program to Conflict Mitigation, Conservation, & NRM (June 2017)
 - CSO - Summary - Anyuak Recovery Trust (ART) operating around Boma National Park
 - GEF-6 PA project implementation modality
-

Project Steering Committee

The MTR (Dec 2015) - ‘...the PSC should resolve any conflicts that may arise, (with UNDP support). However, some of the PSC are involved in an acrimonious and accusatory environment, thus compromising any conflict resolving ability that they should have had. In addition, the UNDP-CO is similarly compromised’ and ‘the NGO that has contributed to the conflict’.

PSC Meeting frequency: - May 2011 - 1st PSC kick-off meeting (not verified); November 2012 – 2nd PSC meeting, with recommendation that quarterly coordination meetings also be held; last of 3 quarterly coordination meetings - August 2013

PSC suspension due to:

- July 2013 – Entire Cabinet reshuffled, MWCT split, with Wildlife put under Interior & Tourism put under Agriculture. August 2013 - Infighting between Wildlife department and Tourism department and institutional uncertainty started with conflict / dysfunctionality
- Late 2013 UNDP and WCS planned for next PSC meeting for January 2014
- December 2013 - Armed and political conflict in mid-December 2013, and expanded rapidly across the country in first half of 2014
- UNDP reshuffled its staff in early 2014 which further added to the challenges as it took some time for the new UNDP to get up to speed
- In 2014 the conflict continued and people were hoping for peace agreement. For ~6 months, UNDP staff movement was restricted by the UN due to security fears, but were able to operate ‘normally towards the end of the year. WCS & UNDP updated the 2014 workplan - taking account the crisis. WCS continued to implement the workplan
- Throughout 2014, the departments of tourism and wildlife continued to have conflicts with each other and some individuals became problematic towards international partners- particularly regarding asking for funding to be given to them directly- which was against the terms of the project agreement. *UNDP and WCS discussed the issues and decided to postpone holding any PSC until a more stable political situation and institutional situation was reached.*
- **August 2015** - signing of the peace agreement. UNDP and WCS thought that it would then be appropriate to hold a PSC, however a new argument arose over the new GEF-6 funds - involving the various entities (see MTR report)- *which again made it unrealistic to hold a constructive PSC and the wildlife and tourism departments continued to conflict. [TE view is that the leadership of UNDP was lacking here¹, and due to the fact that no formal PSC mechanism had been produced at the project start, it was difficult for UNDP to subsequently intervene and manage the situation]*

¹ Under UNDP restructuring, the UNDP Project Manager was not replaced in February 2014, but instead the project was put under general portfolio management of the new head of unit, for the following 15 months until June 2015. Thereafter a new national employee was promoted to become head of unit, with an advisor (former head of unit). It is thus this period throughout 2015 until mid-2016, where UNDP were not in control of their project.

- April 2016 - As the peace agreement and TGNU was put in place, the MWCT was reunified and the new Minister was appointed- providing a platform for institutional management and partnership management. The arguments over GEF 6 were resolved. [***TE view is that a PSC meeting could and should have been held, under UNDP management***]
- June 2016 - UNDP and WCS planned to hold a PSC meeting given the improved situation.
- July 2016 - fighting broke out again in Juba, spreading throughout the country. WCS compound was attacked and WCS staff seriously injured. *Plans for PSC meeting were thus put on hold.*
- The project continued to be implemented until it ended in December 2016.

Thus, PSC and formal coordination meetings were held 2011-13, but not from 2014-16 due to the conflict situation.

Political Economy – The petroleum transit visa through Sudan was rescinded in 2012, with the shutdown and oil price collapse in 2014 causing a major loss (98% according to the CPAP) of state revenue. This was followed by devaluation of the South Sudan Pound (SSP) from about SSP3 to the US\$1 in 2012, to SSP170 = US\$1 (outside market, November 2017)

Civil Unrest

Due to conflict in December 2013, and upon the request of USAID, WCS developed an Crisis Action Plan¹. It indicates that WCS would be reserved in its engagement with government ('The extent to which we can work with government at the central and state levels will depend on the evolving situation and we will adaptively adjust activity planning accordingly'). Most of the communication between USAID and WCS on this aspect of program engagement was verbal. However, from July 2016, the 'do-not-engage with central government' instruction became more explicit.

This 'directive' (from USAID as a major funder of WCS and co-financer of the GEF project and with which WCS agreed) had its impact on WCS program implementation. However, although, the directive did not apply to the GEF project, it obviously swayed engagement.

During this middle period of the project, there were too many senior ministry staff and advisors with differing views and alliances, which resulted in a lack of beneficial decisions for the project being made

The real gap in officers deployed has remained at the SSWS PA level, which was outlined a number of times by WCS, especially in the first 2 ½ years of the project. (E.g. several of the BNP senior staff that we have trained by the project remain in Juba)

MTR View

The SS Wildlife Service was (at least at the time of the MTR) a deeply troubled organisation. It was split into ethnic factions, there was no small amount of jealousies, racism and xenophobia, corruption abounded and there was significant evidence that there was a network of ivory trafficking that was pivoting around the Wildlife Service (remembering, too, that the actual conflicts in SS were ongoing at this point).

In this environment, WCS opted to work with a small number of people who facilitated their work: i.e., allowed them to get on with it - but every choice one makes in SS has implications and consequences. This worked to some extent to worsen the situation and deepen the divides within the SSWS - however, there was really little other choice if one is interested in actually getting things done.

With the discussions of the GEF-6 projects emerging at the time at which the MTR was taking place, people were also manoeuvring to get access to the resources associated with the grant - including UNDP and UNEP. The PSC was filled with these people - thus, the PSC itself was a toxic assemblage of people who were not at all interested in cooperating with each other or facilitating the project's work. There were also concerns regarding the in-country leadership of WCS being somewhat difficult to work with at the time.

Conservation Easements

Conservation Easements are extensively mentioned in the PIF and Prodoc with respect to the Land Law (2009) and the project design. The design highlights Outcome 3 – Sustainable Financing – Output 3.1 – Developing options including

¹ Action Plan focusing on Contributing to Stabilization, Monitoring, and Fostering Security through Conservation and Natural Resource Management. Internal note compiled by WCS for USAID South Sudan, Draft, 14 February 2014

conservation easements with private and public partners. Under sustainable financing, the project outputs concern tourism and REDD+. However, the IP have missed this opportunity, to the extent that even the Extractive Industries (oil and mining) workshop - Ensuring Environmental Safeguards (Sept 2017) failed to make any reference to such conservation easements as a positive step such companies with extraction concessions could make. WCS produced oil and mining concession maps with reference to PAs, but appears not to have acted further. Some such work could perhaps have been targeted for discussions with particular private / state companies in Juba, whilst field operations were limited¹.

(GEF-4 PIF, p5) - Financing for conservation: given the lack of PA strategy, structure, institutions and capacities, funding for Southern Sudan's conservation work remains limited. Insofar, the only source of funding for conservation has been budgetary allocations, supplemented by limited donor support; this funding is however very limited as the emphasis has mostly been given to reconstruction and humanitarian efforts. Several opportunities for raising PA financing exist, which have not been explored as yet. These include the potential for conservation easements from the thriving extractive industry in the country. At this stage it is difficult to capitalize on such potential sources as Southern Sudan lacks the strategic guidance and framework for PA financing and modalities for engaging private entities. The GEF support will help address this gap by (i) making the case for PA financing to raise it as a priority congruent with reconstruction efforts; (ii) supporting the GOSS in developing a strategy and best practices for raising conservation easements and; (iii) developing the guidelines for the PA network and testing business planning processes in the selected pilot sites. The specifics of these conservation easements and potential for biodiversity offsets will be further fine-tuned and determined during project preparation.

Prodoc p11 - Legislation concerned with land-use planning and development. The Land Act (2009) regulates land tenure, usage and exercise of rights thereon. The Act also regulates, through the appropriate Government authority, land owned by Government including national parks, game reserves and any other PAs. An important aspect of the Land Act is that it defines land held and managed by local communities as well as providing them with land and user rights. Land is divided into public, communal and private land. The Land Act includes a section on easements and lease of land, which is relevant to development of tourism and wildlife conservation projects on communal land.

The Land Act also regulates the ownership of land by foreign individuals and investment companies. A Land Policy is currently under development by the GoSS to accompany the Land Act.

Prodoc p20 - The provision of land use rights and easements envisaged in the Land Act (2009) will provide a legal framework for clarifying and establishing community rights in relation to PAs, wildlife, and potential community conservancies. Both private sector and local community stakeholders are seen as important partners in protected area development, wildlife conservation in buffer zones and tourism development. To date, there are no procedures and mechanisms established to engage with, consult and involve local communities in the designation and management of PAs, neither for the generation of benefits for local communities or compensation for potential losses. Approaches for community-based conservation partnerships are being developed in BNP and BaNP by the MWCT and WCS will help inform the design of guidelines for replication in other PA management scenarios.

Sustainable Financing – conservation easements with extractives industry – was in output 3.1. \$36,000 was budgeted for a technical study to include this aspect of sustainable financing, but was not addressed.

Extractives Workshop (Sept 2017)

Whilst the event occurred after the project, it brought together representatives of the oil and mining industries – state and private – together with conservationists. Equator Principles, standard International Finance Corporation (IFC) guidelines, and Environmental & Social Impact Assessments (ESIAs) were included on the agenda.

.....
Project Assets - Image PCA – Article 7, section 2

¹ The IP mentioned huge sensitivities concerning working with such (state) companies

Article VII. Supplies, Vehicles and Procurement

1. UNDP shall contribute to the Project the resources indicated in the Budget section of the Project Document.
2. Equipment, non-expendable materials, or other property furnished or financed by UNDP shall remain the property of UNDP and shall be either returned to UNDP upon completion of the Project or upon termination of the present Agreement, or otherwise disposed of as agreed upon between the Parties, and in consultation with the government coordinating authority. Upon completion of the Project or early termination of the Agreement, the NGO shall submit a plan to UNDP for approval with respect to disposition of such equipment, materials and property. During Project implementation and prior to such return, the NGO shall be responsible for the proper custody, maintenance and care of all equipment. The NGO shall, for the protection of such equipment and materials during implementation of the Project, obtain appropriate insurance in such amounts as may be agreed upon between the Parties and incorporated in the Project Budget.

Article VII. Supplies, Vehicles and Procurement

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The definitive project asset list (dated 17 June 2017, Albert Schenk, WCS) has been provided to UNDP and will be discussed in the planned PSC meeting (Nov / Dec 2017) following the TE. Some assets have already been provided to MWCT. Assets to be decided include six Toyota Land Cruisers under NGO licence plates. The Juba-based K9 sniffer dog unit (2 dogs) (trained, bought and brought from Germany) are missing from the asset list.

The recommendation of the IP is that the remaining key assets remain under the management of WCS to re-deploy under future projects such as GEF-6. The TE recommends that the MWCT provides UNDP a written request for the wished-for assets on this list demonstrating their future deployment, maintenance and running costs. Taking into account any recommendations of the PSC, UNDP shall need to remain the final arbiter under the GEF UNDP rules for PCA agreements (signed by WCS Executive Vice President, New York and UNDP South Sudan Head of Office in March 2011.), and determine which assets go to MWCT and which remain with WCS.

.....
NRMG

The NRMG as an entity partner acquired direct support from the project for capacity building and mentoring, and selected NRMG members continued to provide support to resolution of certain issues related to PA management, e.g. oil and mining concessions and bringing environmental issues to constitution of South Sudan and influencing members of the Government to acknowledge environmental issues. One idea was that it could eventually be the organizing committee for a future 'Environment Agency'.

Membership

When the NRMG was established, the first members of the NRMG were: Ministry of Agriculture and Forestry ; Ministry of Energy and Mining; Ministry of Animal Resources and Fisheries; Ministry of Cooperatives and Rural Development; Ministry of Wildlife Conservation and Tourism; Ministry of Water Resources and Irrigation; Ministry of Housing, Physical Planning and Environment; Land Commission

Because of all the reshuffling of Ministries over the years, these have changed to: Ministry of Petroleum; Ministry of Mining; Ministry of Environment and Forestry; Ministry of Water Resources and Irrigation; Ministry of Agriculture and Food Security; Ministry of Livestock and Fisheries; Ministry of Wildlife Conservation and Tourism; South Sudan Land Commission; National Petroleum and Gas Commission; Ministry of Roads and Bridges; Ministry of Energy and Dams

Meeting frequency

- Formal meetings: 2008 – 7 meetings; 2009 – 12 meetings; 2010 – 7 meetings; 2011 – 11 meetings; 2012 – 1 meeting; 2017 – 4 meetings
 - Additional informal / bilateral meetings took place throughout. Between 2013-16 no formal meetings took place according to *our knowledge* due to the conflict. However, this would need to be confirmed by the NRMG itself.
-

WCS Strategic Approach of Program to Conflict Mitigation, Conservation, & NRM (June 2017)

- 1, Integrate NRM and Conservation principles and mechanisms in peace process and governance at all levels
- 2) Employ wildlife as positive neutral entry point to conflict resolution and peace building national, state, local
- 3) Awareness raising campaign targeting key groups and stakeholders on wildlife and NRM- include messaging with peace messages (incl. elephant protection) and inspiration of hope
- 4) Improve mechanisms for conflict mitigation and management: understand underlying drivers of conflicts (land, grazing, tribal cycles) and politicization, Update information about how current conflict relates to history and divers, incl take into potential climate change factors impacting conflicts, Review traditional conflict resolution mechanisms and new ones for peace and reconciliation. Monitor implementation
- 5) Community based conservation-security partnerships (future potential community conservancies)
- 6) Protected areas management contributing to improving security people and wildlife (incl employment in remote zones). Securing infrastructures, stabilizing areas, facilitating delivery of assistance.
- 7) Full chain wildlife law enforcement anti-trafficking and anti-poaching securing wildlife, keeping ivory on the elephants, address transboundary and security issues, enhance civil society partnerships
- 8) Livelihoods (inc NTFP fisheries, Gum, Shea, coffee) stabilization and food security through community cooperations
- 9) Monitoring (security, NRM, human activity, wildlife, etc.) and adaptive intervention adjustments
- 10) Land-use planning to resolve and avoid land conflicts
- 11) Spatial and thematic Inter-sectoral adaptive planning and coordination of inputs
- 12) Transparency and monitoring and management of natural resource sector activities and revenue (oil (and pipeline), mining, forestry, agriculture, wildlife, etc..)
- 13) Extractive industry and development infrastructure planning to ensure sound development and avoid conflicts

CSO - Summary - Anyuak Recovery Trust (ART) operating around Boma National Park

Implementing alternative livelihood project, with support from WCS through small grant program with funding from USAID. The project aimed at reducing bushmeat for household food consumption and income generation by the community in Pochalla County. The following are the alternative livelihood activities ART has been implementing since 2011 to date: Sustainable fishing, preservation and marketing; Conservation gardening; Art and craft (beadworks); Small scale poultry rearing, management and marketing.

Main achievement

1. Carried out two baseline surveys in Pochalla County, Jonglei State, in the following Bomas: Otallo, Ajwara, Obwodi and Nyium. These showed that most of the people are depending on bushmeat and use of wildlife for food consumption and income generation. This is mostly done by young men and women using dogs.
2. Trained 45 men and 15 women in sustainable fishing and fish preservation techniques drawn from Nyium, Ajwara and Obwodi and Otallo and have been earning income from the sale of surplus fish products in Pochalla Market. This income is used to support their families. The number fishing groups has increased to 121 beneficiaries in 2017
3. Four fishing groups formed and provided with fishing materials, including 4 boats;
4. Trained 20 men and 10 women in conservation farming to grow vegetable for consumption and sale. They have been earning income from the sale of vegetable. The number has now increased to 82 beneficiaries, because the community have shown interest in the project;
5. Established an ART demo farm where crops are grown every rainy season.
6. Supported two active demo farms set up in the community after training.
7. Trained 20 women in art and craft, beadworks, and facilitated the establishment of two women's groups in Pochalla County. The number has increased to 40 women and are now engaged in beadwork to generate income
8. Carried out impact assessment on the livelihoods project in Pochalla County in October 2014, which show that the commercial hunting and bushmeat consumption has reduced as a result of the project. Community is now aware of the value of wildlife.

Conservation impact of the livelihood small grant project, 2011-16

1. Bush meat is no longer seen everywhere in the villages compared to 2011 when the project started where bush meat was eaten and could be seen everywhere. The consumption of bush meat and hunting has reduced too. However, despite this reduction, still people go for hunting in hiding.
2. The community have known the value of wildlife, hence hunting has reduced as a result of the project;

3. The livelihoods of 64 men and 45 women who have changed as a result of the alternative livelihood project;
4. Beneficiaries earn income from the sale of fish, vegetable & beads, which they use for buying basic items
5. ART staff submits more accurate monthly financial and narrative reports on time.

Challenges faced during the implementation period

- Postponement of other training due to time constrain these has affected implementation of activities on time
- Transporting of project material took long to reach the beneficiaries; this delayed the beneficiaries' activities.
- Delay from WCS in remitting money in ART account, delayed the project implementation

Expected GEF-6 PA project implementation mode

The overall management arrangements for GEF6 project will be determined during implementation of the PPG in consultation with the all the stakeholders in participatory manner. As it stands, NGOs will not be directly contracted in the implementation of GEF6 but they will instead be subcontracted as responsible parties. This means that NGOs will not have direct managerial contact with the national government but the NGOs will report to UNEP and UNEP will subsequently then report to the concerned government ministries. The NGOs representative can participate in any PSC meetings in which UNEP is secretariat with the government.

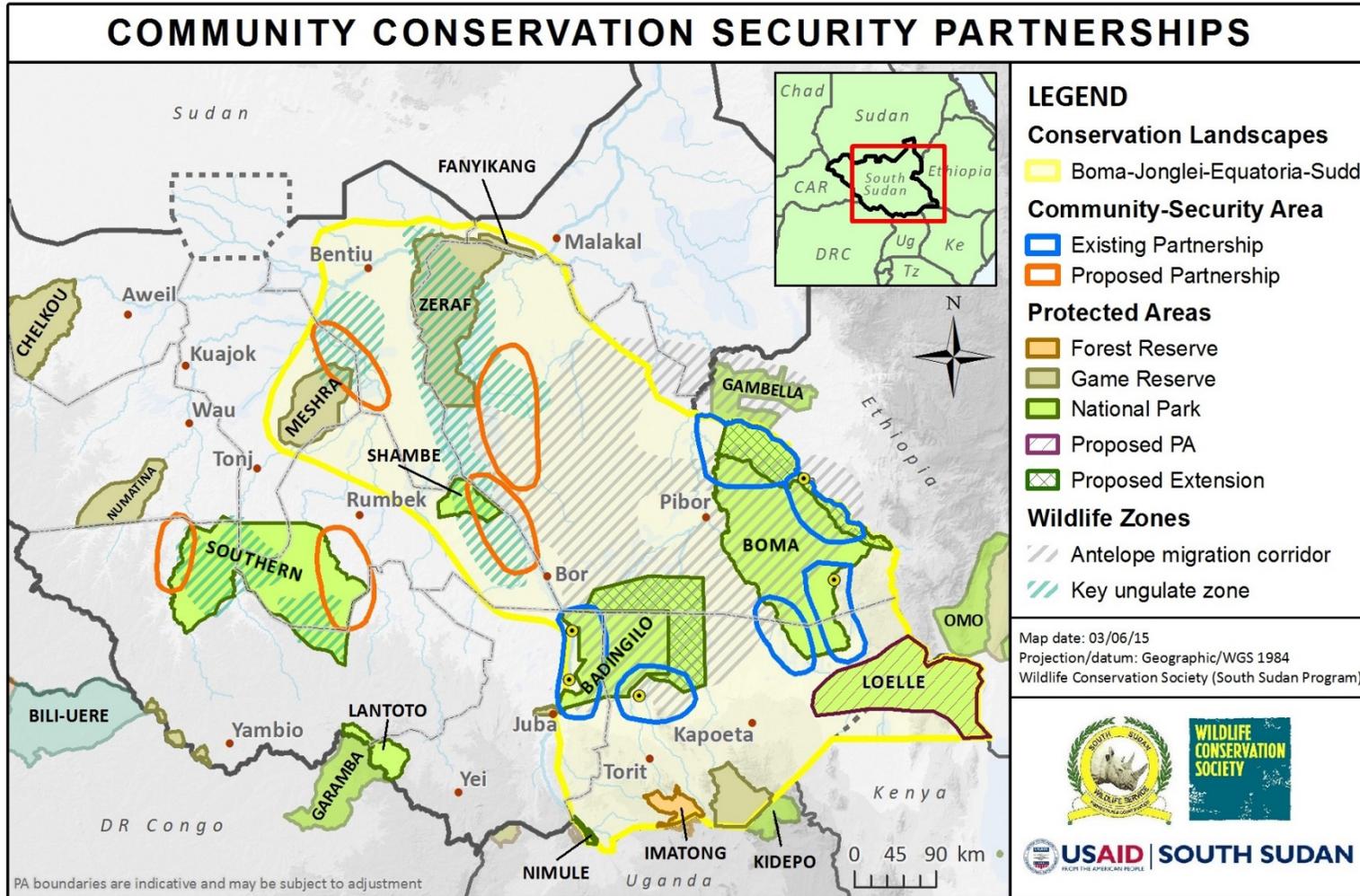
GEF6 project is expected to be administered/managed by UNEP under the Direct Implementation Modality (DIM). All UN agencies in South Sudan including UNEP are working towards transiting to NIM modality but through a broader and gradual consultation process with the Government of South Sudan. NIM is a process and needs comprehensive assessment of capacity of government institutions. It requires government institutions to meet certain including World Bank international public financial management and procurement standard. Such a transition to NIM is beyond the scope of the forthcoming GEF 6 project.

As requested by the national GEF Focal Point for South Sudan in the endorsement letter for GEF6, under the anticipated DIM modality for GEF6, it is foreseen that UNEP will assume overall financial management responsibility and accountability for the project implementation including setting up and managing Project Management Office / Unit (PMO). But the management arrangement that is going to be set-up by UNEP and concerned government line ministries will as much as possible minimize separate structures by working directly with the existing coordination structures.

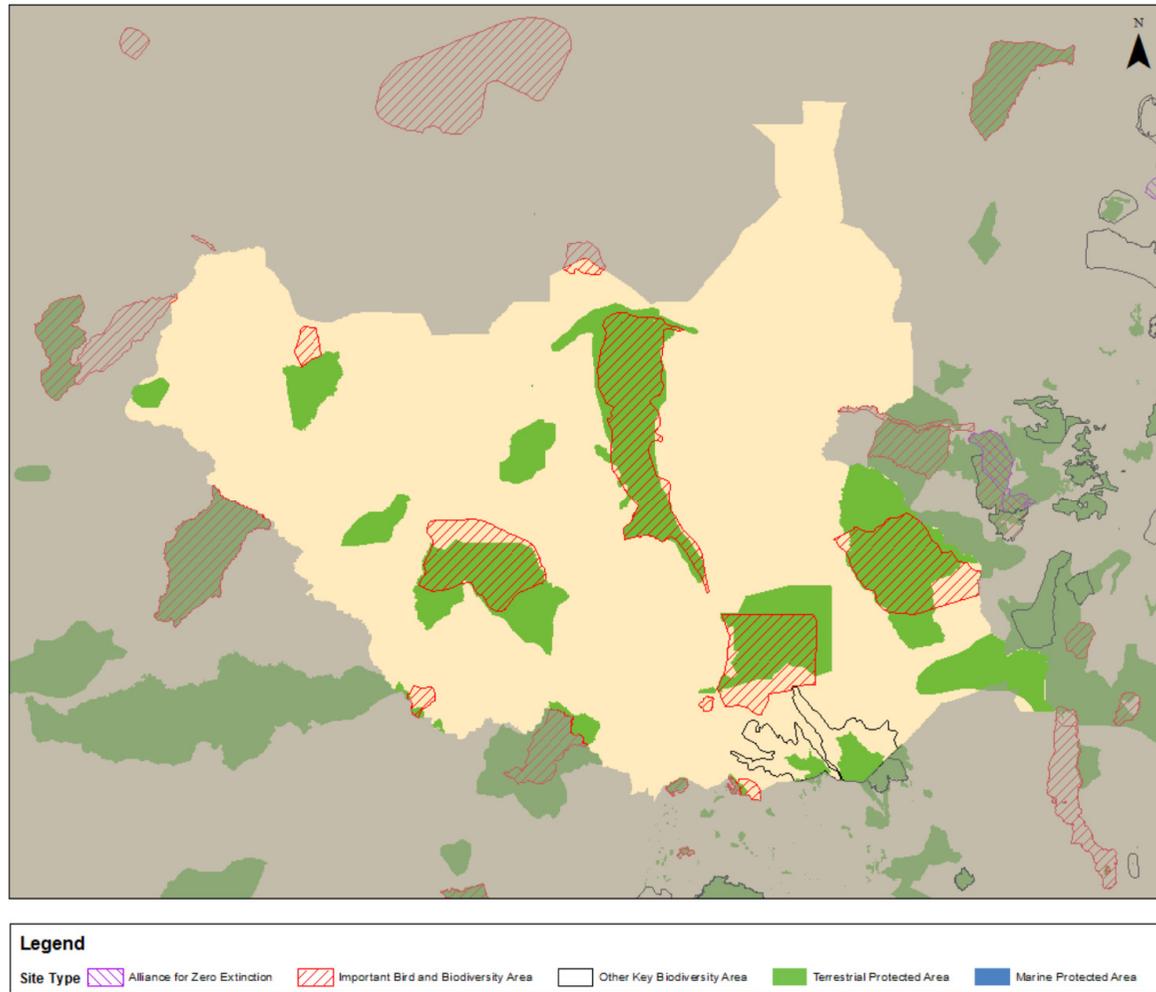
At the national level the PSC chaired by concerned government line ministry will be established to guide the overall strategic direction and management of the project to ensure national ownership alongside with the UNEP management. Any NGOs subcontracted as responsible parties will be encouraged to participated in the meetings of the PSC to share experiences and flag issues that need attention of the government and UNEP.

(UNEP South Sudan, Jan 2017, pers. comm)

Annex 13: Map



To note the map below indicates the overlap between Key Biodiversity Areas and Protected Areas and thus shows that the project original targeted the four largest most important biodiversity areas in South Sudan



Source – IBAT website

Annex 14: Indicative TE Evaluation Matrix

This questionnaire was used as a general aid during the field visit with the results described in section 3. (Note there is no further information to be presented in the blank boxes.)

Evaluation Question	Response / Finding	Conclusion/ Recommend
Relevance: How does the project relate to the main objectives of the GEF FA, and to the environment and development priorities at the local, regional and national levels?		
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?		
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?		
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?		
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and / or improved ecological status		
Findings discussion – 3 areas - Project formulation, project implementation, and project results.		
Project Strategy		
Project Design:		
To what extent is the project in line with national and local priorities?		
To what extent is the Project aligned to the main objectives of the GEF focal area?		
Have synergies with other projects and initiatives been incorporated in the design?		
Were lessons from other relevant projects properly incorporated into the project design?		
Decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?		
Have issues materialized due to incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document?		
Results Framework:		
Are the project objective / outcomes clear, practicable, & feasible within its time frame?		
Were the project's logframe indicators and targets appropriate?		
How "SMART" were the midterm and end-of-project targets (Specific, Measurable, Attainable, Relevant, Time-bound)? Any amendments?		
Progress towards Results		
Progress towards Outcomes Analysis:		
Review the logframe indicators against delivery at end-of-project targets using the Results Matrix (see Annex).		
Compare and analyse the GEF Tracking Tool at the Baseline, MTR and End.		
Which barriers hindered achievement of the project objective		
PROJECT FORMULATION		
Were the project's objectives and components clear, practicable and feasible within its time frame?		
Were the capacities of the executing institution(s) and its counterparts properly considered when the project was designed?		
Were lessons from other relevant projects properly incorporated in the project design?		
Were the partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval?		
Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?		
Were the project assumptions and risks articulated in the PIF and project document?		
Whether the planned outcomes were SMART		
ASSUMPTIONS AND RISKS		
As per logframe - Logical and robust, and have helped to determine activities and planned outputs.		
Externalities (i.e. effects of climate change, global economic crisis, etc.) which are relevant to the findings.		
Project Implementation & Adaptive Management		
GEF Partner Agency / Implementing Entity – UNDP		
Has there been an appropriate focus on results?		
Has the UNDP support to the Executing Agency/Implementing Partner and Project Team been adequate?		
Has the quality and timeliness of technical support to the Executing Agency/ Implementing Partner and Project Team been adequate?		
How has the responsiveness of the managing parties to significant implementation problems (if any) been?		
Has overall risk management been proactive, participatory, and effective?		
Are there salient issues regarding project duration, for instance to note project delays? And, how have they affected project outcomes and sustainability?		
Candor and realism in annual reporting		
Executing Agency/ Implementing Partner Execution - WCS:		
Were the capacities of the executing institution(s) and its counterparts properly considered when the Project was designed?		
Were partnership arrangements properly identified and roles and responsibilities negotiated prior to Project approval?		
Were counterpart resources, enabling legislation, and adequate project management arrangements in place at Project entry?		

Have management inputs and processes, including budgeting and procurement been adequate?		
Has there been adequate mitigation and management of environmental and social risks as identified through the UNDP Environmental and Social screening procedure?		
Whether there was an appropriate focus on results and timeliness?		
Quality of risk management?		
Candor and realism in reporting?		
Government ownership (when NEX) or level of support if 'in cooperation with' the IP.		
Work Planning / PROJECT IMPLEMENTATION		
Effective partnerships arrangements established for implementation of the project with relevant stakeholders involved in the country/region, including the formation of a Project Board.		
Lessons from other relevant projects incorporated into project implementation.		
Feedback from M&E activities used for adaptive management.		
Has the project experienced delays in start-up and/or implementation? What were the causes of the delays? And, have the issues been resolved?		
Were work-planning processes results-based?		
Did the project team use the results framework/ logframe as an M&E and a management tool?		
Were there any changes to the logframe since project start, and have these changes been documented and approved by the project board?		
FINANCE & CO-FINANCE		
<u>Prodoc</u> Did the prodoc identify potential sources of co-financing as well as leveraged and associated financing? Prodoc include strong financial controls that allowed the project management to make informed decisions regarding the budget, allow for the timely flow of funds and for the payment of project deliverables Did the prodoc demonstrate due diligence in the management of funds, including periodic audits.		
Sufficient clarity in the reported co-financing to substantiate in-kind and cash co-financing from all listed sources. The reasons for differences in the level of expected and actual co-financing. The extent to which project components supported by external funders were integrated into the overall project. Effect on project outcomes and/or sustainability from the extent of materialization of co-financing. Evidence of additional, leveraged resources that have been committed as a result of the project. (Leveraged resources can be financial or in-kind and may be from other donors, NGOs, foundations, governments, communities or the private sector)		
<u>Cost-effective factors</u> Compliance with the incremental cost criteria and securing co-funding and associated funding. Project completed the planned activities and met or exceeded the expected outcomes in terms of achievement of Global Environmental and Development Objectives according to schedule, and as cost-effective as initially planned. The project used either a benchmark approach or a comparison approach (did not exceed the costs levels of similar projects in similar contexts)?		
<u>Standard Finance questions</u> (see MTR) Have strong financial controls been established allow the project management to make informed decisions regarding the budget at any time, and allow for the timely flow of funds and the payment of satisfactory project deliverables?		
Are there variances between planned and actual expenditures? If yes, what are the reasons behind these variances?		
Has the project demonstrated due diligence in the management of funds, including annual audits?		
Have there been any changes made to the fund allocations as a result of budget revisions? Assess the appropriateness and relevance of such revisions.		
Has pledged cofinancing materialized? If not, what are the reasons behind the cofinancing not materializing or falling short of targets?		
Project-level Monitoring and Evaluation Systems		
The quality of the Monitoring and Evaluation (M&E) plan's design and implementation: An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, MTR, TE, and adequate funding for M&E activities.		
M&E plan at project start up, considering whether baseline conditions, methodology and roles and responsibilities are well articulated. Is the M&E plan appreciated? Is it articulated sufficiently to monitor results and track progress toward achieving objectives?		
Were sufficient resources allocated effectively to M&E?		
Were there changes to project implementation / M&E as a result of the MTR recommendations?		
Are the M&E systems appropriate to the project's specific context? - effectiveness of monitoring indicators from the project document for measuring progress and performance		
Do the monitoring tools provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective?		
To what extent has the Project Team been using inclusive, innovative, and participatory monitoring systems?		
To what extent have follow-up actions, and/or adaptive management measures, been taken in response to the PIRs? Check to see whether APR/PIR self-evaluation ratings were consistent with the MTR and TE findings. If not, were these discrepancies identified by the project steering committee and addressed?		
Compliance with the progress and financial reporting requirements/ schedule, including quality and timeliness of reports		
The value and effectiveness of the monitoring reports and evidence that these were discussed with stakeholders and project staff		

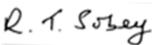
The extent to which development objectives are built into monitoring systems: How are perspectives of women and men involved and affected by the project monitored and assessed?		
How are relevant groups' (including women, indigenous peoples, children, elderly, disabled, and poor) involvement with the project and the impact on them monitored?		
Has there been adequate mitigation and management of environmental and social risks as identified through the UNDP Environmental and Social screening procedure?		
STAKEHOLDER ENGAGEMENT		
Are the interactions as per the prodoc? Stakeholder interactions include information dissemination, consultation, and active participation in the project.		
Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?		
Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?		
Participation and public awareness: How has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?		
Are there any limitations to stakeholder awareness of project outcomes or to stakeholder participation in project activities? Is there invested interest of stakeholders in the project's long-term success and sustainability?		
Reporting:		
How have adaptive management changes been reported by the Project Team and shared with the Project Board?		
How well have the Project Team and partners undertaken and fulfilled GEF reporting requirements (i.e. how have they addressed poorly-rated PIRs?), and suggest trainings etc. if needed?		
How have PIRs been shared with the Project Board and other key stakeholders?		
How have lessons derived from the adaptive management process been documented, shared with key partners and internalized by partners, and incorporated into project implementation?		
Communication:		
Internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and long-term investment in the sustainability of project results?		
External project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)		
Are there possibilities for expansion of educational or awareness aspects of the project to solidify a communications program, with mention of proper funding for education and awareness activities? What aspects of the project might yield excellent communications material, if applicable?		
ADAPTIVE MANAGEMENT		
Changes in the environmental and development objectives of the project during implementation, why these changes were made and what was the approval process. Causes for adaptive management: a) original objectives were not sufficiently articulated; b) exogenous conditions changed, due to which a change in objectives was needed; c) project was restructured because original objectives were overambitious; d) project was restructured because of a lack of progress;		
How these changes were instigated and how these changes affected project results: - Did the project undergo significant changes as a result of recommendations from the MTR? Or as a result of other review procedures? Explain the process and implications. - If the changes were extensive, did they materially change the expected project outcomes? - Were the project changes articulated in writing and then considered and approved by the project steering committee?		
PROJECT RESULTS		
A 'result' is defined as a describable or measurable development change resulting from a cause-and-effect relationship. In GEF terms, results include direct project outputs, short- to medium-term outcomes, and longer-term impact including global environmental benefits, replication effects, and other local effects. Assess the results based management (RBM) chain, from inputs to activities, to outputs, outcomes and impacts.		
Assess the project results using indicators and relevant tracking tools		
BROADER ASPECTS OF PROJECT OUTCOMES		
Country Ownership		
Project concept had its origin within the national sectoral and development plans?		
Have Outcomes (or potential outcomes) from the project have been incorporated into the national sectoral and development plans? Has the government enacted legislation and/or developed policies and regulations in line with the project's objectives? Relevant country representatives (e.g., governmental official, civil society, etc.) were actively involved in project identification, planning and/or implementation, part of steering committee?		
Was an intergovernmental committee given responsibility to liaise with the project team, recognizing that more than one ministry should be involved?		
The recipient government has maintained financial commitment to the project?		
Mainstreaming (Broader Development and Gender)		
Whether broader development and gender issues had been taken into account in project design and implementation?		
In what way has the project contributed to greater consideration of gender aspects, (i.e. project team composition, gender-related aspects of environmental impacts, stakeholder outreach to women's groups, etc). If so, indicate how.		
Did the MTR recommend improvements to the logframe with SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits? - Were these taken up?		

1. Whether it is possible to identify and define positive or negative effects of the project on local populations (e.g. income generation/ job creation, improved natural resource management arrangements with local groups, improvement in policy frameworks for resource allocation and distribution, regeneration of natural resources for long term sustainability).		
2. If the project objectives conform to agreed priorities in the UNDP country programme document (CPD) and country programme action plan (CPAP).		
3. Whether there is evidence that the project outcomes have contributed to better preparations to cope with natural disasters.		
The mainstreaming assessment should take note of the points of convergence between UNDP environment-related and other development programming.		
Sustainability		
Risk Management		
Are the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module the most important? And, are the risk ratings applied appropriate and up to date? If not, explain why.		
Financial Risks to Sustainability (of the project outcomes)		
What is the likelihood of financial and economic resources not being available once the GEF assistance ends? (This might include funding through government - in the form of direct subsidies, or tax incentives, it may involve support from other donors, and also the private sector. The analysis could also point to macroeconomic factors.)		
What opportunities for financial sustainability exist?		
What additional factors are needed to create an enabling environment for continued financing?		
Has there been the establishment of financial and economic instruments and mechanisms to ensure the ongoing flow of benefits once the GEF assistance ends (i.e. from the public and private sectors, income generating activities, and market transformations to promote the project's objectives)?		
Socio-Economic Risks to Sustainability:		
Are there social or political risks that may threaten the sustainability of project outcomes?		
What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained?		
Do the various key stakeholders see that it is in their interest that the project benefits continue to flow?		
Is there sufficient public/ stakeholder awareness in support of the project's long-term objectives?		
Have lessons learned been documented by the Project Team on a continual basis?		
Are the project's successful aspects being transferred to appropriate parties, potential future beneficiaries, and others who could learn from the project and potentially replicate and/or scale it in the future?		
Institutional Framework and Governance Risks to Sustainability:		
Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize project benefits?		
Has the project put in place frameworks, policies, governance structures and processes that will create mechanisms for accountability, transparency, and technical knowledge transfer after the project's closure?		
How has the project developed appropriate institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure date?		
How has the project identified and involved champions (i.e. individuals in government and civil society) who can promote sustainability of project outcomes?		
Has the project achieved stakeholders' (including government stakeholders') consensus regarding courses of action on project activities after the project's closure date?		
Does the project leadership have the ability to respond to future institutional and governance changes (i.e. foreseeable changes to local or national political leadership)? Can the project strategies effectively be incorporated/mainstreamed into future planning?		
Environmental Risks to Sustainability:		
Are there environmental factors that could undermine and reverse the project's outcomes and results, including factors that have been identified by project stakeholders? E.g. climate change risk to biodiversity		
Impact - Progress towards the achievement of impacts		
Verifiable improvements in ecological status (or via process indicators to show it is likely in the future)?		
Verifiable reductions in stress on ecological systems (via process indicators)?		
E.g. as a result of the project, there have been regulatory and policy changes at regional, national and/or local levels? (Use tracking tools and indications from baseline to target)		
Identify the mechanisms at work (i.e. the causal links to project outputs and outcomes);		
Assess the extent to which changes are taking place at scales commensurate to natural system boundaries; and		
Assess the likely permanence (long lasting nature) of the impacts.		
On the basis of the outcome and sustainability analyses, identify key missing elements as that are likely to obstruct further progress.		
Theory of Change – Identify project intended impacts – verify logic – analyse project outcome to impact pathway		
Based on the theory of change (building blocks, catalysts etc), has the progress towards impact has been significant, minimal or negligible.		
Catalytic role		
Scaling up - Approaches developed through the project are taken up on a regional / national scale, becoming widely accepted, and perhaps legally required		
Replication - Activities, demonstrations, and/or techniques are repeated within or outside the project, nationally or internationally		
Demonstration - Steps have been taken to catalyze the public good, for instance through the development of demonstration sites, successful information dissemination and training		
Producing a public good –		
(a) The lowest level of catalytic result, including for instance development of new technologies and approaches.		
(b) No significant actions were taken to build on this achievement, so the catalytic effect is left to 'market forces'		

Annex 15: Signed UNDP Code of Conduct Agreement Form

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/ or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form	
Agreement to abide by the Code of Conduct for Evaluation in the UN System	
Name of Consultants: Philip Deng, Richard Sobey	
We confirm that we have received and understood and will abide by the United Nations Code of Conduct for Evaluation.	
Signature:	
Signed in _1 st November, 2017, Juba	Signed in UK on 1 st November 2017
	
Philip Deng	Richard Sobey
National Consultant / Team Specialist	International Consultant, Team Leader

Annex 16: Signed TE Final Report Clearance Form

Terminal Evaluation Report Reviewed and Cleared By:	
Commissioning Unit	
Name:	
Signature:	Date:
UNDP-GEF Regional Technical Advisor	
Name:	
Signature:	Date:

Annex 17: Terms of Reference

I. Position Information	
1. Job Code Title:	Protected Area Network Management and Building Capacity in Post-Conflict Southern Sudan Terminal Evaluation
2. Team Composition	Team leader: International Consultant (1)
1. Duty station:	Juba
2. Starting date:	Immediate
3. Length of the assignment	30 working days
4. Deadline:	July 17, 2017
II. Background	
<p>South Sudan contains one of the largest untouched savanna and woodland ecosystems remaining in Africa as well as the Sudd, the largest wetland in Africa, of inestimable value to the flow of the River Nile. The 2007-2010 aerial surveys conducted by the Wildlife Conservation Society (WCS) and the Ministry of Wildlife Conservation and Tourism of the Government of Southern Sudan revealed:</p> <ul style="list-style-type: none"> • One of the largest, intact antelope migrations in the world comprising 1.2 million White-eared kob, Mongalla gazelle and tiang, which rivals the world-famous Serengeti wildebeest migration • Around 4,000 elephants and viable populations of other large bodied species such as giraffe, buffalo and the endemic Nile lechwe • Large carnivore species such as lion, leopard, cheetah and wild dog still exist • However, species have been decimated by poaching during the civil war (e.g. zebra, hartebeest and buffalo) and are at risk of local extirpation unless effective protection can be quickly mobilized. • Rhino have not been detected but local reports suggest that there may still be hope that this species persists. <p>These valuable national and global assets are threatened by escalating commercial poaching linked to the proliferation of firearms, conflict-linked displacements, competition for scarce natural resources (graze and water) and the presence of extractive industries exploring for oil and other valuable minerals. The root causes of those threats and the barriers to a long-term solution were described in the project document. These can be briefly summarised as including the following threats and root causes: i) a lack of integration of conservation in development planning; ii) conflict over natural resources; and iii) direct pressures on natural resources, including killings of wildlife. In the face of these threats, protected areas provide the cornerstone for a broader strategy embedding conservation in the landscape. There are currently six national parks and 13 game reserves legally created in South Sudan, covering 11.1% of the land area (90,755 km²), but the limited protected area human, physical, institutional and systemic infrastructure was largely destroyed during the civil war. Moreover, most of these protected areas, while created on paper, never underwent a consultation process with local stakeholders and protected area boundaries were never demarcated. Other constraints preventing the effective management of protected areas are inadequate enabling policy and capacity for wildlife management at the operational and administrative levels.</p> <p>The ideal, long term solution for protected areas management in Southern Sudan would be <i>“An ecologically representative and connected network of protected areas, subject to efficient management arrangements for the situation of Southern Sudan and adequately financed through multiple sources”</i>. This proposes of the Protected Area Network Management and Building Capacity in Post-Conflict Southern Sudan project to contribute to the ideal long term solution by laying the foundations for effective protected areas management firstly, reassessing the present protected area estate to ensure the identification of key migratory routes and wildlife corridors within the protected area network and secondly, building the capacity of the Ministry of Wildlife Conservation and Tourism to effectively manage and sustainably develop Southern Sudan’s key protected areas. To achieve this, the project will undertake a range of activities to deliver the following three outcomes:</p> <ol style="list-style-type: none"> 1. Capacity for protected area management strengthened 2. Management of four key protected areas improved (i.e. Southern, Bandingalo and Boma National Parks and Zeraf Reserve) 3. Sustainable financing of protected areas designed and enhanced. 	

The expected benefits of the project are the expansion of the protected area network of Southern Sudan by 350,000 ha and 6,800,000 ha of PA under improved management. Specifically, this will mean:

- ▶ Improving the overall protected area institutional capacity, from a baseline of 42, 39, 32 % to 52, 50, 43 % for institutional, systemic and individual capacity scores respectively
- ▶ Increasing management effectiveness at the protected area level, from a management effectiveness tracking tools baseline of 25% to greater than 40% at Bandigalo, Southern and Zeraf and from 41% to greater than 50% at Boma and aligning the protected areas to IUCN category II and VI
- ▶ Increasing the financial sustainability of the protected area network, from a financial sustainability baseline score of 5% to 20%.

In the long-term, poaching and illegal use of wildlife will be contained and gradually reduced as protected area management becomes more effective; community wildlife partnerships will reduce pressures and increase awareness. Moreover, implementation of the Convention of Biological Diversity objectives will be realized through the creation, enlargement and management of protected areas, the involvement of rural communities, the sustainable use of natural resources and the integration of wildlife into land-use planning and development.

III. Organizational Context

The Protected Area Network Management and Building Capacity in Post-Conflict Southern Sudan project (PIMS 4000) was designed to: Addresses the first Strategic Objective in the GEF Biodiversity Focal Area: *Strengthening National Systems of Protected Areas* and meets the eligibility criteria under Strategic Program 3: *Strengthening Terrestrial PA Systems*. The project contributes to this strategic objective by establishing a core network of protected areas covering an estimated 68,000 km² of globally important habitat supporting one of the largest land mammal migrations on earth. Southern Sudan currently has very limited functioning protected area network because of the long civil war. Securing the four protected areas (Zeraf, Bandingalo, Southern, and Boma) through improving the ground management effectiveness will expand the PA coverage under effective management from 20,000 km² (Boma Park) to 68,000 km². The project will strengthen the capacity of the GoSS and the MWCT at the site and central levels and consolidate the legal, planning and institutional framework providing the foundation for biodiversity conservation and overall protected area network management in the Southern Sudan. This is expected to enable GoSS to take the necessary steps towards an expanded protected areas network strategy and begin to implement it through government-private sector-NGO-community partnerships. Progress will also be made on steps toward sustainable financing of protected area systems through public and private partnerships and financing, as capacity increases.

Evaluation approach and method

An overall approach and method¹ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluation should include a mixed methodology of document review, interviews, and observations from project site visits, at minimum, and the evaluators should make an effort to triangulate information. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the [UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects](#). A set of questions covering each of these criteria have been drafted and are included with this TOR (*fill in Annex C*) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, **in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders**. The evaluator is expected to conduct a field mission to **Boma National, Southern National Park, Bandingilo National park**. Interviews will be held with the following organizations and individuals at a minimum: Ministry of Wildlife Conservation and tourism, South Sudan Wildlife Conservation Service, Ministry of Environment and Forestry, Natural Resources Management Group Wildlife Conservation Society(WCS), United States Agency for International Development (USAID), United Nations Environment Programme (UNEP), the GEF Operational Focal point, etc.

The evaluators will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see Annex A), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: relevance, effectiveness, efficiency, sustainability and impact. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in Annex D.

Evaluation Ratings:

1. Monitoring and Evaluation	<i>rating</i>	2. IA& EA Execution	<i>rating</i>
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¹ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution – Wildlife Conservation Society	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental:	
		Overall likelihood of sustainability:	

Project Financing / co financing

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants								
Loans/Concessions								
• In-kind support								
• Other								
Totals								

Mainstreaming

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IV. Scope / Key Results Expected

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

Evaluation Timeframe:

The total duration of the evaluation will be 30 working days for the (*International consultants*) consultant over a time period of 12 weeks according to the following plan:

Activity	Number of Working Days	Completion Date
Preparation	3 days	July 23, 2017
Evaluation Mission	17 days	August 18, 2017
Draft Evaluation Report	5 days	August 28, 2017
Final Report	5 days	September 15, 2017

Deliverables:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFF
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

Payment modalities:

100%	Milestone
10%	Inception note
20%	Upon compilation of field mission consultation
20%	Upon compilation of the main finding presentation
30%	Upon submission and acceptance of the TE draft
20%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

<p>V. Impact of Results</p> <p>The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.¹</p>
<p>VI. Conclusions, Recommendations & Lessons</p> <p>The evaluation report must include a chapter providing a set of conclusions, recommendations and lessons. Conclusions should build on findings and be based in evidence. Recommendations should be prioritized, specific, relevant, and targeted, with suggested implementers of the recommendations. Lessons should have wider applicability to other initiatives across the region, the area of intervention, and for the future.</p>
<p>VII. Implementation Arrangements</p> <p>The principal responsibility for managing this evaluation resides with the UNDP CO in South Sudan. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.</p>
<p>VIII. Competencies and Critical Success Factors</p> <p>Corporate Competencies:</p> <ul style="list-style-type: none"> ▪ Demonstrates integrity by modeling the UN's values and ethical standards. ▪ Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability. <p>Functional Competencies:</p> <p><u>Development and Operational Effectiveness</u></p> <ul style="list-style-type: none"> ▪ Ability to lead strategic planning, change processes, results-based management and reporting. ▪ Ability to lead formulation, oversight of implementation, monitoring and evaluation of development programmes and projects. ▪ Ability to apply development theory to the specific country context to identify creative, practical approaches to overcome challenging situations. <p><u>Management and Leadership</u></p> <ul style="list-style-type: none"> ▪ Demonstrates team-building capacity including interpersonal and communication skills and ability to cope with a difficult environment where formal institutions of government are at the embryonic stage. ▪ Builds strong relationships with clients, focuses on impact and result for the client and responds positively to feedback. ▪ Deals diplomatically with challenging bureaucratic processes, and pressure to meet strict deadlines. ▪ Consistently approaches work with energy and a positive, constructive attitude. ▪ Demonstrates openness to change and ability to manage complexities. ▪ Ability to lead effectively, mentoring as well as conflict resolution skills. ▪ Remains calm, in control and good humored even under pressure. ▪ Proven networking, team-building, organizational and communication skills. ▪ Capacity to work under pressure, manage stress and adapt to rapidly evolving situations. ▪ Ability to work in a multicultural environment with sound understanding and capability to empower and develop the capacity of national counterparts.

¹ A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)