



# END-OF-PROJECT EVALUATION BOMA-JONGLEI-EQUATORIA LANDSCAPE (BJEL) PROGRAM

Performance Evaluation, 2008-2017

OCTOBER 2017

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Performance Evaluation, 2008-2017

Contracted under 607300.01.060

Monitoring and Evaluation Support Project

## **DISCLAIMER**

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## ABSTRACT

This is an end-of-program performance evaluation report for the Boma-Jonglei-Equatoria Landscape (BJEL) program covering the 2008-2017 whose purpose is to assess the effectiveness, efficiency, sustainability and impact of the BJEL program. The results of the evaluation will inform future programming of similar project activities by USAID/South Sudan, the implementing partner Wildlife Conservation Society (WCS), Government of the Republic of South Sudan (GRSS) entities and other donor organizations.

The evaluation utilized a mixed-method approach, relying on quantitative and qualitative data from both primary and secondary sources, based on a set of indicators. The Evaluation interrogated information obtained and provided responses to the following five evaluation questions.

- a. How effective was the BJEL program in achieving project objectives?
- b. Did the project achieve the right focus and balance in terms of design, theory of change/development hypothesis, and strengthening strategies for sustainable safeguards of the wildlife population needs of South Sudan?
- c. To what extent was BJEL's operational model and project implementation cost efficient and cost effective in achieving the project's expected results in comparison to similar interventions in the region?
- d. What are the critical human and institutional capacity gaps that need to be addressed after this cooperative agreement ends, given increased threats and opportunities facing conservation of biodiversity and capacity strengthening within the protected BJEL landscape?.
- e. What are some of the lessons learned and recommendations for USAID/South Sudan to best support safeguards of the wildlife populations of South Sudan.
- f. Assessment of Gender.

Over-all, the BJEL program has been a successful investment addressing priority wildlife conservation and natural resources management priorities and needs of South Sudan. The program has successfully established foundations for long-term conservation and demonstrated the conservation approaches that are relevant to conservation needs in the South Sudan.

The BJEL program presents a learning experience for programs or projects operating in post-conflict and situations that are often characterized by weak government capacity for law enforcement, regulation and policy implementation.

The evaluation recommends actions and strategies aimed at consolidating the achievements, up scaling the success stories and addressing shortcomings in the design and implementation of the program to effectively respond to the continuing challenges of wildlife conservation and sustainable natural resources management in BJEL landscape and RSS as a whole.

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## ACRONYMS

ART	Anyuak Recovery Trust
BJEL	Boma – Jonglei – Equatoria Landscape
BJL	Boma – Jonglei Landscape
CA	Cooperative Agreement
CARE	Cooperative for Assistance and Relief Everywhere (CARE) International
CBO	Community-Based Organization
CEEPA	Centre for Environmental Economics and Policy in Africa
CEPO	Community Empowerment for Progress Organization
CITES	Convention on International Trade in Endangered Species
COP	Chief of Party
CPA	Comprehensive Peace Agreement (of 2005–2011)
CSO	Civil Society Organization
CTA	Critical Target Area
DRC	Democratic Republic of Congo
EIA	Environment Impact Assessment
EOP	End of Program/Project
FGD	Focus Group Discussion
FY	Fiscal Year
GCC	Global Climate Change
GEF	Global Environment Facility
GIS	Geographic Information System
GOS	Government of Sudan (Khartoum is the national capital)
GPS	Global Positioning System
GRSS	Government of the Republic of South Sudan (independent state as of July 2011; Juba is the capital)
IUCN	International Union for the Conservation of Nature
MAF	Ministry of Agriculture and Forestry
MAPF	Mobile Anti-Poaching Force
MSI	Management Systems International
MTE	Mid-Term Evaluation
MWCT	Ministry of Wildlife Conservation and Tourism
NGO	Non-Governmental Organization
NP	National Park



NRCN	Natural Resources Conservation Network
NRM	Natural Resources Management
NRMG	Natural Resources Management Group
OSDI	Open-Source Development Initiative
PA	Protected Area
PDCO	Peace and Development Collaborative Organization
PMP	Performance Monitoring Plan
REDD	Reducing Emissions from Deforestation and Forest Degradation
RSS	Republic of South Sudan
SGP	Small Grants Program
SPLA	Sudan People's Liberation Army (of GRSS)
SPLA-IO	Sudan Peoples' Liberation Army – In Opposition
SS	South Sudan (or South Sudanese)
SSLS	South Sudan Law Society
SSNCO	South Sudan Nature Conservation Organization
ToC	Theory of Change
TOP	Task Order Plan
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
USAID	United States Agency for International Development
USG	United States Government
WCS	Wildlife Conservation Society
WFP	World Food Program



## SUMMARY FACTS

Program Name	Conservation of Biodiversity across the Boma-Jonglei Landscape of Southern Sudan
Region/ Country	Africa/South Sudan
Program	Cooperative Agreement under Strategic Objective I (SOI) under Sub-Parts for Economic Resiliency and Livelihoods
Government of Republic of South Sudan Counterpart	<b>Lead:</b> Ministry of Wildlife Conservation and Tourism (MWCT) <b>Others:</b> <ul style="list-style-type: none"> <li>Line Ministries of the Natural Resources Management Group</li> <li>Jonglei, Eastern and Central Equatoria States</li> <li>Local Government Agencies.</li> </ul>
Funder	United States Agency for International Development's (USAID)
Managing Contractor	Wildlife Conservation Society (WCS)
Agreement Information	<p><b>Phase I:</b> December 2008 - September 2011: Funding Cooperative Agreement (CA) Award: No. 650-A-00-08-00019-00. Leader Award USAID-WCS Translinks: EPP-A-00-06-00014-00. Conservation of Biodiversity Across the Boma-Jonglei Landscape in Southern Sudan (US\$ 12,642,045).</p> <p><b>Phase 2:</b> Cost-Extension phase I (October 2011- September 2016): Funding Agreement USD 16,360,347</p> <p><b>Phase 3:</b> Cost Extension II (October 2016/September 2017): Funding Agreement US\$. 5,547,572. Revision of Cost Share to \$7,264,751</p>
Key Program Dates	<p>BJEL Implementation Period: December 2008 – September 2017</p> <p>BJEL Final Performance Evaluation September 1- October 20, 2017</p> <p>BJL Mid-term Evaluation Mission July - October 2010.</p> <p>BJL Design Continuation Phase July-August 2011 (conflict mitigation objective included)</p> <p>DYY war in Boma Park with May 2013 attacks on Park HQ and killing of Park Warden and senior officers by SPLA</p> <p>Outbreak of Civil War December 2013 (continuing through present)</p> <p>Crisis Action plan design adoption February 2014</p> <p>BJEL Cost Extension (October 2016- September 2017)</p>
Total Program Amount Including Cost-Share	\$43.5 Million (with 20% Cost Share estimate)
Current Total Contract Value	\$36,252,700
Original Total Contract Value	US\$ 14,344,781 (USAID, \$12,642,000/ WCS, \$2,553,307 (i.e., 20% Cost Share)
Evaluation Provider	MSI (Management System International)
Final Performance Evaluation Mission Site Visits	South Sudan States of Central Equatoria and Boma (formerly part of Jonglei State).

## EXECUTIVE SUMMARY

This is an end-of-program performance evaluation report for the Boma-Jonglei-Equatoria Landscape (BJEL) program covering the 2008-2017. The BJEL program aimed to:

- a. Improve conservation of South Sudan's wildlife populations;
- b. Decrease poaching and movement of illegal wildlife and wildlife products through engagement with communities to strengthen natural resource management;
- c. Improve other livelihood interventions and their local governance; and
- d. Decrease conflict over resource use by strengthening community involvement and capacity to sustainably manage resources for their long-term interests. Simultaneously, the program sought to strengthen the capacity of local organizations in South Sudan involved in wildlife protection and anti-poaching and assist them in effectively implementing their livelihood activities in a high-priority biodiversity landscape with the aim of having significant positive impacts related to conservation, community security and resilient livelihoods.

The purpose of this end-of-program performance evaluation is to assess the effectiveness, efficiency, sustainability and impact of the BJEL program, determine the associated underlying reasons for achievement and/or non-achievement, document lessons learned and best practices to inform future programming of similar project activities by USAID/South Sudan, the implementing partner Wildlife Conservation Society (WCS), Government of the Republic of South Sudan (GRSS) entities and other donor organizations. The evaluation report is intended to inform the USAID/South Sudan Mission's Economic Growth (EG) team, the USAID Africa Bureau, the BJEL project, the implementing partner and the GRSS.

The evaluation utilized a mixed-method approach, relying on quantitative and qualitative data from both primary and secondary sources, based on a set of indicators. Data has been obtained from BJEL program documents, key informant interviews, group discussions, mini-surveys, imagery analyses and field observations, and it has been triangulated to generate evidence to address the evaluation purpose and questions. Preliminary findings, conclusion and recommendations were reviewed by USAID/South Sudan and WCS before compiling the evaluation report.

**Overall Performance:** The BJEL program has been a successful investment addressing priority wildlife conservation and natural resources management priorities and needs of South Sudan. The program has successfully established foundations for long-term conservation and demonstrated the conservation approaches that are relevant to conservation needs in the South Sudan. The primary goal of ensuring the survival of the wildlife population has been reasonably realized, but more investments are needed to consolidate these foundations. The program has satisfactorily achieved performance indicators in the Performance Monitoring Report (PMP), with exceptional performance in targets for patrols and aerial surveys. Given the prevailing political and security environment, the progress made by the program is commendable since the factors that hindered better performance were external to the program.

**Relevance:** The program is relevant to the priorities and conservation needs for ensuring maintenance of wildlife populations in South Sudan and for sustainable use and management of natural resources for national development of South Sudan and in the BJEL landscape in particular. The program is found relevant to development priorities of the Republic of South Sudan (RSS), as well as priorities for wildlife conservation and natural resources management.

**Efficiency:** The program has been successful in establishing foundations and processes for wildlife conservation and natural resources management at national and landscape level. The key achievements

are traceable at the national level (policies, legislation, standards and regulations, information and scientific data on status and trends in wildlife and natural resources, national capacity to engage in international and regional conservation policy and processes, partnerships among RSS ministries and agencies and between RSS and civil society organization and private sector partners and capacity for regulating wildlife trafficking), landscape level (park management plans, land use plans, park management presence and operations) and community level (capacity of local communities and local authorities for wildlife conservation, conflicts management and sustainable natural resource management).

The BJEL program operational model involved various institutions at the national and landscape levels, led by WCS working with both central and local government authorities, park management agencies, partner non-governmental organizations (NGOs), private sector, local communities and United Nations agencies. It has been found effective in enabling mandated institutions (Ministry of Wildlife Conservation and Tourism, Natural Resources Management Group, South Sudan Wildlife Services, national parks authorities, local authorities, etc.) to exercise their mandate.

**Effectiveness:** The program has done a commendable job in strengthening the presence of park management at the field level, establishing policy/legal and procedural foundations for sustainable natural resources management and wildlife conservation, controlling trafficking in wildlife products, regional collaboration in anti-poaching and natural resources planning. Efforts to achieve stronger capacities have been undermined by low staffing at both the national and national park levels, persistent conflicts over control and use of land in the BJEL, general insecurity in the national parks, remoteness of the parks and poor or no access to the parks and for park operations and a continued weak socio-economic base that leads to high dependence on wildlife resources (bush meat and other products).

The BJEL program faced enormous external challenges over the entire period that rendered the program operations risky and costly, sometimes halting implementation. Most of these challenges were tackled during implementation.

**Impacts:** The BJEL program interventions have achieved fewer impacts than anticipated mainly due to political dynamics of RSS and policy-level engagements that have not provided the anticipated environment for implementation of the BJEL program. There is evidence of an increased appreciation of the need to protect wildlife resources within the BJEL landscape and maintain wildlife populations and some of the key habitats; foundations for sustaining livelihoods have been established and communities have demonstrated significant interest in and potential for developing community conservation partnerships with the program.

**Sustainability:** The program-supported investments may not be sustainable in the long term because they require continued financial and technical support, as well as security in the project areas, to permit conservation and development work. Activities or investments that require significant financial resources are highly susceptible a short lifespan without no continued financing support include anti-poaching, wildlife surveys and livelihood empowerment.

**Gender:** The program has strived to integrate gender by emphasizing participation by both men and women in all activities. However, the assessment finds the performance indicator based on the number of men and women trained inadequate to capture all gender issues pertaining to implementation.

**Lessons:** The BJEL program presents a learning experience for programs or projects operating in post-conflict and situations that are often characterized by weak government capacity for law enforcement, regulation and policy implementation. For example, the BJEL model of investing in strengthening policy and legal frameworks to create policy environment for tackling challenges in the field, fostering partnerships and collaboration and providing data to inform decisions, deserves to be replicated. The

combined Landscape, Translink and Threat-based approaches were suited to the local circumstances in the landscape comprising of vast areas, diverse habitats, and volatile social-political-economic conditions. This model would be worthwhile to apply in similar circumstances elsewhere.

Conservation and natural resources management threats, challenges and priorities shift over time because of external and internal factors. In the case of the BJEL landscape, threats have changed in scope to include commercial poaching, commercial agriculture and the extractive industry, and these conflicts took on a political dimension. Such a scenario implies that short-term investment would not be adequate. Further, the success of the BJEL Program has created a need for continued monitoring of the changes to ensure that the registered achievements are sustained. Therefore, the long duration of BJEL program, coupled with adaptive management, further strengthens the rationale for long-term investment in such programs.

**Recommendations:** The evaluation recommends the following actions and strategies aimed at consolidating the achievements, up scaling the success stories and addressing shortcomings in the design and implementation of the program to effectively respond to the continuing challenges of wildlife conservation and sustainable natural resources management in BJEL landscape and RSS as a whole.

I. Recommendations for wildlife and natural resources management:

- a. Continue to provide support implementation of park management plans for Bandingilo and Boma National Parks focusing on capacities for anti-poaching, conflict management and wildlife management. The core capacities include human skills, field equipment and logistics, access infrastructure (roads), etc.
- b. Address hunting (and poaching): This recommendation recognizes that there is a ban on wildlife hunting under GRSS law. However, hunting/poaching continues. Part of the challenge that has enabled poaching to continue is the complex relationship between wildlife and livelihoods and the relationship between hunting season and migration seasons. The recommendation further recognizes the difference between subsistence hunting and commercial hunting for commercial purposes, including the sale of bush meat and trophies (elephant tusks, hides of leopards, etc.). It is recommended that approaches for tackling hunting should distinguish between commercial hunting/poaching for bush meat trade and trophies and hunting for bush meat, which are rooted in the culture and tradition, to be more effective. It is further recommended to upscale the success story of the canine unit at Juba Airport to other major trade routes/roads. Synchronize anti-poaching interventions with the dry season by intensifying anti-poaching during dry and wildlife migration seasons.
- c. Capacity for wildlife conservation: Continue logistical and technical support to park staff (warden and rangers). A capacity needs assessment of core technical competencies such as wildlife management, protected areas management, conflict management, community outreach and relationships, etc., should be conducted and a capacity-building program should be tailored to these needs. Logistical support in critical management areas (patrolling/anti-poaching) is recommended.
- d. Engagement with local communities: Recognize dynamics of land and resource ownership and influential actors or champions who mobilize communities and inhabitants in the landscapes to support conservation objectives, and address conflicts over control and use of land resources.
- e. Strengthen the linkage between wildlife conservation and livelihood investments and provide adequate investments alternatives that address livelihoods pressure on the wildlife and natural resources within the protected areas. In addition, upscale the livelihoods components to cover

wide areas/benefit more people. Increase capacity of NGO partners to deliver more services through increased budget and monitoring of outputs and impacts.

- f. Explore opportunities for entering public-private partnerships for the management of Boma and Bandingilo national parks (or portions of the parks) and targeted locations within the migratory corridor to strengthen the management presence on the ground while reducing the capacity burden RSS faces.
- g. Monitoring program performance and impacts/outcomes: Include impact or outcome indicators in the PMP.

## 2. Recommendations for livelihood improvement:

- a. Increase supports to local NGO partners to enable them consolidate and scale up livelihood activities support and peace building initiatives. The current NGO partners have improved capacity to deliver on their task. NGOs specialized in conflict management/peacebuilding may be required to focus on this aspect. This requires increased budget allocations compared to the concluded phase and modification in implementation approaches so as to cut down on administrative and supervisory costs. Priorities for support should be further examined to ensure that they are directly addressing or supporting the livelihoods that have depended on resources within the park. There is a need to initiate activities to strengthen community resilience to climate change.
- b. Support the establishment of community conservancies and benefit-sharing arrangements as strategies for boosting opportunities for ownership of conservation actions, as well as providing incomes and other livelihoods benefits. Setting up community conservancies or benefit-sharing schemes will require policy guidelines as well as technical support.
- c. Promote value addition and value chains for some of the resources within the BJEL (e.g., gum (Ayod, Lafon), shea butter, Boma wild coffee). This will require initial investments in assessing the viability of such value chains and policy reforms for attracting, licensing and regulating the value chain investments.
- d. Engage with humanitarian and development partners, particularly those with USAID funding, to spatially plan and coordinate programming to optimize positive community livelihoods, rural development, conflict reduction, and conservation benefits and minimize negative impacts on biodiversity. This will ensure that conservation of wildlife resources is integrated in the broader social and economic development agenda in the BJEL landscape.

## 3. Recommendations for improving policy performance:

- a. Lobby for approval of the following policy and legal frameworks and guidelines that were prepared in concluded phase: i) National Tourism Strategy and associated regulation; ii) Strategic Plan for the National Resources Management Group (NRMG); iii) proposals for extending the size of protected areas; iv) Natural Resources Policy; and v) a framework for land use planning.
- b. Increase capacity for park management through deployment of staff and providing logistical support.
- c. Increase capacity for monitoring and controlling trafficking of wildlife products by installing additional monitoring stations on major trade routes.

- d. Initiate or catalyze formal trans-boundary collaboration with Ethiopia and Uganda to manage shared trans-boundary resources, as well as collaborate in fighting wildlife crimes.

## I. EVALUATION PURPOSE AND QUESTIONS

### I.1 THE EVALUATION PURPOSE AND SCOPE

According to the Scope of Work (SoW), the purpose of the End of Program Performance Evaluation is to assess the effectiveness<sup>1</sup>, efficiency, sustainability and impact of the BJEL Program, determine the associated underlying reasons for achievement and/or non-achievement, and document lessons learnt and best practices to inform future programming of similar project activities by USAID/South Sudan, the implementing partner (WCS), Government of the Republic of South Sudan (GRSS) entities and other donor organizations.

The Evaluation interrogated information obtained and provided responses to the following five evaluation questions stated in the SoW. Details on information probed by the Evaluation Team are found in Annex I: Evaluation Questions.

- a. **How effective was the BJEL project in achieving project objectives? Please explain reasons for achievement and non-achievement.** The evaluation assessed the extent to which the program outputs/targets were achieved and the extent to which they contributed to achieving the overall program objectives. The evaluation examined all components of project implementation, including: the causal logic from plans, activities, outputs, outcomes, and higher-level results; achievement or progress toward objectives/planned results; and documented reasons for the achievement/non-achievement of intended results.
- b. **Did the project achieve the right focus and balance in terms of design, theory of change/development hypothesis, and strengthening strategies for sustainable safeguards of the wildlife population needs of South Sudan?** The Evaluation assessed the extent to which BJEL correctly addressed the program aims of: i) improving management of South Sudan's natural resources (and conservation wildlife populations in the program area), ii) decreasing poaching and trafficking wildlife and wildlife products, iii) enhancing the economic opportunities and livelihoods of the people in the Program area, and, iv) reducing conflicts relating to access and use of natural resources.
- c. **To what extent was BJEL's operational model and project implementation cost efficient and cost effective in achieving the project's expected results in comparison to similar interventions in the region?** The evaluation aimed to establish how well the various project-supported activities transformed the available financial and

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<sup>1</sup> The evaluation team applied the following interpretation for each evaluation criteria:

Efficiency: the evaluation assessed the progress toward meeting the project Results and Outputs as well as the reasons responsible or contributing to assessed level of performance

Effectiveness: the evaluation assessed the extent to which the project objectives were achieved

Sustainability: the evaluation assessed the likely continuation of benefits from the project investments after project support ceases.

Impact: the evaluation assessed positive and negative, planned and unplanned long-term effects or impacts produced by the project.

Lessons Learned: the evaluation generated information on implementation experiences and assessed/distilled lessons in relation to various aspects of the project including project design, implementation strategies and approaches, adaptation to external factors, management of internal dynamics etc.

Relevance: the evaluation assessed the extent to which the objectives of a development intervention were consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.



technical resources into intended outputs and targets in terms of quantity, quality, and timeliness and where applicable, unit cost by measuring qualitative and quantitative outputs.

- d. **What are the critical human and institutional capacity gaps that need to be addressed after this cooperative agreement ends, given increased threats and opportunities facing conservation of biodiversity and capacity strengthening within the protected BJEL landscape?** The evaluation assessed the capacities of institutions, human resources, community and local organizations.
- e. **What are some of the lessons learned and recommendations for USAID/South Sudan to best support safeguards of the wildlife populations of South Sudan?** The evaluation generated information on implementation experiences and assessed/distilled lessons in relation to various aspects of the project including project design, implementation strategies and approaches, adaptation to external factors, management of internal dynamics etc. and generated recommendations for future programs.
- f. **Assessment of Gender.** The evaluation assessed gender participation and inclusiveness.

The End of Project Performance evaluation builds on findings and recommendations of the 2010 Mid-Term Evaluation, the project PMP-based annual performance assessments and other M&E and feedback systems applied by the BJEL Program.

The evaluation report is intended to inform USAID/South Sudan Mission's Economic Growth (EG) team, the USAID Africa Bureau, BJEL project, implementing partner and the Government of the Republic of South Sudan (RSS).

## 1.2 EVALUATION FRAMEWORK

The Evaluation process took into account the following issues in the overall evaluation framework provided in the SoW: i) Development Hypothesis; ii) Selection of Geographic Focus Areas; iii) Biodiversity-Threats-Based Approach; iv) Indicators & Monitoring; v) Performance; vi) Adaptive Management; vii) Systemic Change & Shared Learning; viii) Sustainability; ix) Gender; and, x) Counterfactuals and Causality.

## 1.3 METHODOLOGY

The Evaluation methodology that was developed during the Inception phase of the Evaluation exercise utilized a mixed method approach, relying on quantitative and qualitative data from both primary and secondary sources, basing on a set of indicators (Annex 2: Evaluation Matrix). Data obtained from BJEL program documents, key informant interviews, group discussions, mini-surveys, imagery analyses, field observations was triangulated to generate evidence to address the evaluation purpose and questions.

**Sampling:** The Evaluation team applied a multi-stage purposeful sampling method and prioritized field visit to Boma National parks (Nyat, Itti and Pochalla). It was not possible to visit Bandingilo National Park and other locations due to security concerns. While in the field, the Evaluation focused on program support to the management of national parks (infrastructure, human resources development, anti-poaching, monitoring wildlife crimes), livelihoods (conservation agriculture, fishing, livestock and poultry development) and conflict management, among other priorities. Details of the target sample and focus areas are presented in Annex 2: Evaluation Matrix.

**Data and information** was obtained via:

- a. Review of key program documents (program document, technical and assessment reports, MTR, Progress/accountability reports, etc.) as well as RSS policy documents on natural resources management and wildlife conservation (Annex 3: List of documents reviewed).
- b. Conducting key informant interviews (KII) with Program Implementation Partner (WCS), Program Executing Team (MSI), RSS agencies responsible for wildlife, natural resources, rural development and trade regulation as well as selected representatives of the community and local institutions. Interviews were conducted in Juba, Boma (Nyat, Itti) and Pochalla (Annex 4: List of people interviewed).
- c. Conducting mini-surveys through face-to-face interviews and focus group discussions (FGDs) with selected representatives of communities and local organizations in Boma (Nyat, Itti) and Pochalla (see Annex 4: List of people interviewed).
- d. Analysis of Satellite imagery of forest condition of all border zones of protected areas where the BJEL program has been working to identify areas of possible agricultural encroachment, forest loss, degradation, or regeneration.
- e. Field observations in Boma (Nyat, Itti) and Pochalla landscapes.

Overall, 117 people (92 men and 25 women) were engaged during the evaluation.

**Data analysis:** data was analyzed using the following data analysis methods (Table 1).

**TABLE 1: DATA ANALYSIS METHODS**

<b>Data Analysis Methods</b>	<b>Evaluation Questions</b>
<b>Descriptive Statistics (frequencies, trend analysis, cross tabulations, pivot tables)</b>	1, 2, 3, 4, 5
<b>Content (or Pattern) Analysis of qualitative data (e.g. group discussion documentation: open-ended mini-survey questions)</b>	1, 2, 3, 4
<b>Comparisons</b>	1, 2, 3, 4
<b>Integrated Mixed Methods Analysis of overlapping data points/Findings Synthesis</b>	1, 2, 3, 4
<b>Gap analysis</b>	5

## **I.4 EVALUATION STRENGTH, LIMITATIONS AND CHALLENGES**

### **I.4.1 STRENGTH**

The key strength of the evaluation methods and approach was the use of many data sources and methods to triangulate information on findings for each evaluation question, thereby strengthening the validity and reliability of the findings. Some findings were unique for specific issues or information obtained could have been limited or exaggerated; therefore, a flexible approach tailored to the needs and operating environment conditions at the time of the study was applied and this enabled the evaluation to come up with valid assessments.

## **1.4.2 LIMITATIONS**

The security concerns at the time of evaluation limited the field visits to Nyat, Itti and Pochalla in Boma National Park.

## **1.4.3 CHALLENGES**

Poor road infrastructure within Boma National Park constrained the time available to visit project supported activities.

# **2. INTRODUCTION TO BJEL PROGRAM**

## **2.1 BACKGROUND TO BJEL PROGRAM**

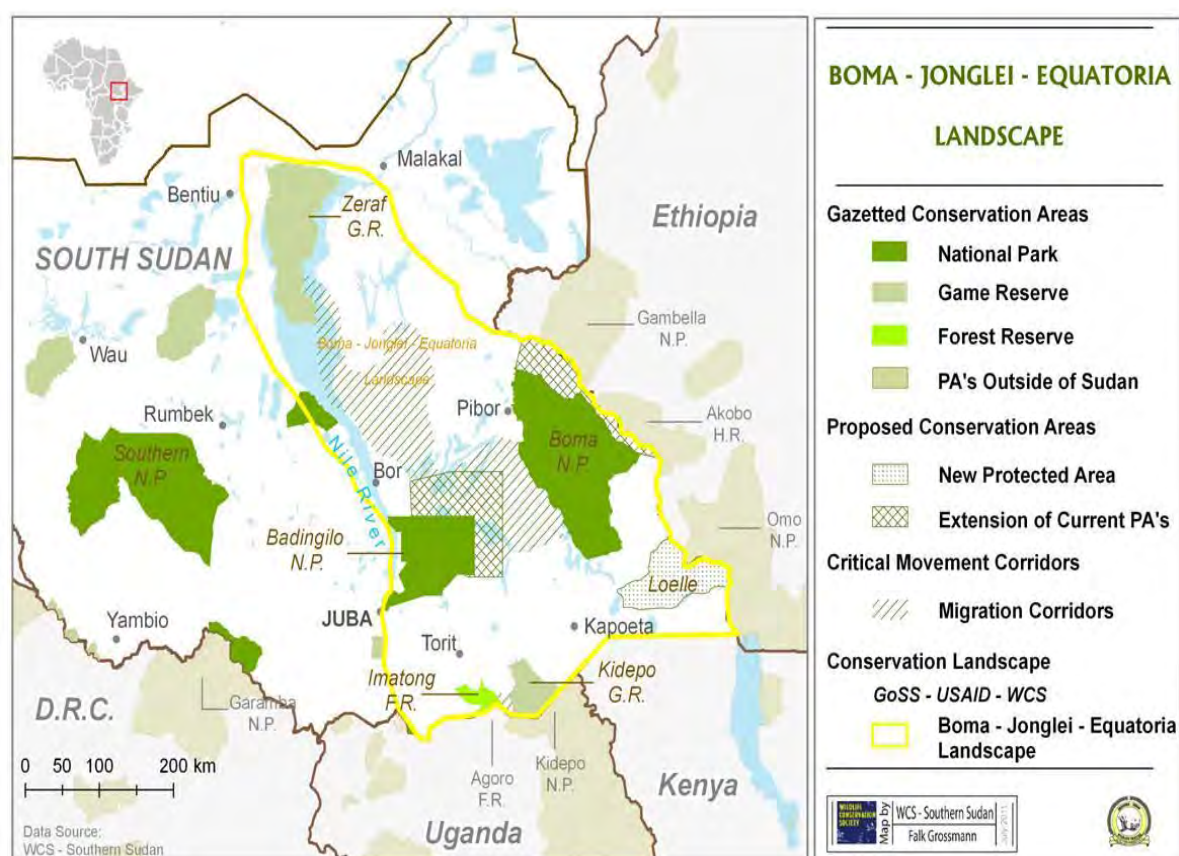
The BJEL program is a USAID-funded program, launched in December 2008, implemented by the Wildlife Conservation Society (WCS) in cooperation with the Government of the Republic of South Sudan, the Ministry of Wildlife Conservation and Tourism (MWCT), line ministries of the Natural Resources Management Group (NRMG), State Governments of Jonglei, Eastern Equatoria, and Central Equatoria, and local government agencies, with active cooperation extended to local communities, and diverse local and international organizations involved in development, governance, and humanitarian assistance in the Boma-Jonglei-Equatoria landscape, and the private sector (Annex 5: BJEL Partners).

The BJEL program was designed in response to the decision of Government of the Republic of South Sudan (RSS) and the Ministry of Wildlife Conservation and Tourism (MWCT) to design and implement a national strategic plan for wildlife and protected area network management and to build and strengthen governance structures and processes for sustainable land and natural resource management in South Sudan.

Specifically, the BJEL program was intended to improve the conservation of South Sudan's rich wildlife populations in the Boma-Jonglei-Equatoria landscape covering the Boma National Park in former Jonglei State (and partially in East Equatoria State), Bandingilo National Park of Central Equatoria, Sudd Game Reserve in Jonglei State and the migratory corridors connecting these protected areas where the antelopes traditionally migrate seeking green pastures in the rainy and dry seasons (Figure 1).

The Boma-Jonglei-Equatoria landscape covers approximately 30% of South Sudan which is of national, regional and global conservation importance because it harbors the second world's largest land mammal migrations (after Serengeti of Kenya/Tanzania) of white-eared kob, tiang and mongalla gazelles, critical elephant populations, endemic Nile Lechwe, intact guild of large carnivores (lion, wild dog, cheetah, leopard), hundreds of resident and migratory species of birds, including the rare Shoebill, and other key wildlife species. The Landscape is the largest expanse of substantially intact wildlife habitat in Eastern Africa, possessing spectacular high altitude montane forest, plateaus and escarpments, wooded savanna, forests, grassland savanna, wetlands and flood plains.

**FIGURE I: THE BOMA-JONGLEI-EQUATORIA LANDSCAPE**



Source: WCS

In spite of its conservation importance, the survival of the rich wildlife populations in the landscape was at stake due to: i) weak management capacity of state, local communities and local organizations for natural resources management/biodiversity conservation and livelihoods development, ii) increasing pressures on land, natural resources, wildlife and their habitats in the landscape in form of poaching and illegal trade in wildlife products, oil exploration and ore mining, agricultural expansion, livestock grazing, iii) persistent conflicts among the ethnic groups and within the communities regarding the access and control of natural resources, and, iv) heavy dependence on natural resources by some 2 million for livelihood opportunities including pasture and water, timber and non-timber forest products, fisheries and game hunting (Annex 6: Threat analysis).

In order to tackle the above issues, the program design was premised on:

- Theory of Change (ToC): If livelihood interventions and their local governance are improved and there is decreased conflict over resource use by strengthening community involvement and capacity to sustainably manage resources for their long-term interests as well as strengthen the capacity of South Sudan's local organizations involved in wildlife protection, directly supporting wildlife law enforcement operations, and assist them in effectively implementing their livelihood activities in high priority biodiversity landscape with the aim of having significant positive impacts related to conservation, community security, and resilient livelihoods, then conservation of South Sudan's wildlife populations will be improved and poaching and trafficking of illegal wildlife and wildlife products will decrease.*
- Assuming that: i) working with local populations in and around national parks in BJEL can reduce pressures on wildlife species, ii) attributing value to natural resources, such as tourism or other livelihood alternatives, leads to decreased pressures on the natural resource base, iii)

strengthening institutions at national and local levels is necessary to provide an enabling context and continuity in project interventions; iv) project activities at the local level provide a sound basis for inducing broader-scale policy changes at regional and/or national level, v) increased infrastructure and strengthened wildlife forces as part of long term management partnership with specialized international organization will lead to protection of wildlife resources, vi) increased participation and understanding of land use planning will lead to sustainable and appropriate practices across the landscape.

## 2.2 THE BJEL PROGRAM

The goal and focus of the BJEL program has evolved since 2008 in order to maintain program focus and relevance to the needs for establishing a network management of wildlife and natural resources, build and strengthen governance structures and processes for sustainable land and natural resource management in South Sudan (Table 2).

**TABLE 2: BJEL PROGRAM LOGIC (2008-2017)**

Oct. 1, 2008 –Sept. 30, 2011	Nov. 3, 2011 – Sept. 30, 2016 <sup>2</sup>	Oct. 1, 2016 – Sept. 30, 2017
<b>Goal</b>		
To sustainably manage natural resources and conserve biodiversity across the Boma-Jonglei Landscape	To establish environmentally and socially sound land and natural resource management systems in the Boma-Jonglei-Equatoria landscape that conserve the region's biodiversity, promote economic growth, and improve security	To ensure effective conservation of key wildlife species and habitat, improve security and mitigate conflicts, and enhance sustainable and resilient livelihoods for local communities
<b>Objective</b>		
Strengthen institutional capacity for sustainable management of natural resources. Develop participatory land-use planning and resource management Conserve biodiversity through protected area management, monitoring, ecotourism development, and other	<b>Strategic Objectives<sup>3</sup></b> Land use. Establish the processes and build institutional capacity for sustainable land and integrated natural resource management across the landscape. Security. Mitigate conflict and improve security in key areas of the landscape through conservation, protected area, and natural resource management and the enhancement of livelihoods and economic opportunities of local communities.	Capacity building for sustained management of natural resources Participatory Land Use Planning, Zoning, and Resource Management Conserving biodiversity through protected area management and conflict sensitive conservation

<sup>2</sup> The program focus expanded to cover Boma-Jonglei-Equatoria landscape (which comprises Jonglei and Eastern Equatoria States and a section of Central Equatoria east of the River Nile), Imatong Mountain Forest watershed.

<sup>3</sup> The two strategic objectives are inter-related and were addressed simultaneously in order to achieve the program's longer-term goal. The program recognizes that competition over access to and use of land and natural resources forms the underlying cause of many of the conflicts in the Landscape. Although conflicts have subsequently escalated and developed their own self-sustaining dynamic, the program believes that long-term peace building efforts in the region must address the underlying causes through the equitable and optimal planning and use of land and natural resources.

Conservation and protected area management is one form of land use planning and management that in natural resource rich areas can play a critical role in development and improvement of security in addition to protecting biodiversity and providing a sustainable foundation for economic growth. Governance is weak in South Sudan. Management of the protected areas of the Boma-Jonglei-Equatoria Landscape has potential for contributing to improving governance, develop dialogue with all stakeholders over land and resource management, create monitoring and law enforcement presence in remote and sometimes insecure areas, create employment opportunities for local communities, and provide the foundation for tourism development in the Landscape. All these together are expected to contribute to improved security in these areas.

incentives for sustainable land use and resource management. Improve community livelihoods and economic enhancement.	<b>Technical Objectives<sup>4</sup></b> Strengthen institutional capacity of RSS, State, and local communities for sustainable land-use planning, natural resource management and conservation contributing to stabilization and economic growth in the Boma-Jonglei-Equatoria Landscape. Develop sustainable land-use plans and natural resource management systems for Jonglei and Eastern Equatoria, and northeastern Central Equatoria States integrating conservation and sustainable environmental management practices, reducing conflict and promoting economic growth. Mitigate conflict and improve security through protected area and corridor management conserving the great wildlife migrations, biodiversity, and vast savannas, wetlands, and forests of the landscape. Improve security and natural resource management through enhancing economic opportunities through ecotourism, design of climate change adaptation and mitigation tools, and development of diversified sustainable livelihoods opportunities.	Improved community livelihoods and economic enhancement.
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## Results/Outputs

Definition of policy and conservation measures for conservation of the wildlife migrations;	Foundations and processes for land, conservation, and natural resource management in the Boma-Jonglei-Equatoria landscape	Foundations and processes for land, conservation, and natural resource management in the Boma-Jonglei-Equatoria landscape
Establishing protected areas in Boma and Bandingilo, identifying and securing key corridors	Capacity of government, civil society and local communities	Capacity of government, civil society and local communities
Creating the planning process and policy environment to support sustainable natural resource management in the Boma-Jonglei Landscape	Reduced conflict and improved security Enhance livelihoods and economic opportunities for local communities Conserved ecosystem	Reduced conflict and improved security Enhance livelihoods and economic opportunities for local communities Conserved ecosystem

The goal of Boma-Jonglei Landscape Project in 2008-2011, which was to “**sustainably manage natural resources and conserve biodiversity across the Boma-Jonglei Landscape,**” focused on the need to establish foundations for wildlife conservation and natural resources management during the period when South Sudan was emerging out of the conflict with great enthusiasm for development and therefore, need for ensuring that the role of wildlife and natural resources is national development is secured through sound policy, legal and institutional foundations and capacities.

<sup>4</sup> The four technical objectives acted as thematic components for the implementation of the above two strategic objectives and together they collectively contribute to the improvement of sustainable land use, integrated natural resource management and security.



This goal was changed in 2011 to **“establish environmentally and socially sound land and natural resource management systems in the Boma-Jonglei-Equatoria landscape that conserve the region’s biodiversity, promote economic growth, and improve security.”** During 2011-2016, Program responded to development processes in South Sudan by seeking to conserve the rich wildlife and biodiversity resources (including Equatoria State) and promote the contributions of these resources to national economy and national stability. In addition, the program responded to resurgence of political and civil conflicts and its effect on wildlife and natural resources and maintained the investment in wildlife protection, building bridges between wildlife and livelihoods and building partnerships for address natural resources linked conflicts During this period, Program invested in developing frameworks for guiding the conservation and sustainable utilization of natural resources as well tacking some of the threats to (and underlying factors) to wildlife/natural resources and their habitats such as land and resource tenure systems.

In 2016, the project goal was changed to **“ensure effective conservation of key wildlife species and habitat, improve security and mitigate conflicts, and enhance sustainable and resilient livelihoods for local communities”**. During 2016-2017, the BJEL program increased attention to conflict mitigation and strengthening livelihoods of local communities within /bordering Boma and Bandingilo national parks.

## 2.3 IMPLEMENTATION APPROACHES

BJEL Program implementation applied the following strategic approaches over successive phases:

### 2.3.1 PHASE 1: 2008-11

- a. Strengthening Institutional Capacity at national and landscape levels (PA & Community).
- b. Applied research and Land-use Planning.
- c. Protected Area management and Biodiversity Conservation.
- d. Improving community livelihoods and economic opportunities Integrating cross-cutting issues (Tourism, climate change, and health program).

### 2.3.2 PHASE 2: 2011-2016

- a. Strengthening institutional capacity of RSS, State, and local communities for natural resource management.
- b. Developing sustainable land-use management systems (including engagement with private industry).
- c. Conserving biodiversity (wildlife migrations, key vulnerable species, and vast savannas, woodlands, and wetlands) through protected area and corridor management.
- d. Creating partnerships to improve security for wildlife and local communities in remote areas.
- e. Enhancing economic opportunities through ecotourism.
- f. Assessment of climate change adaptation and mitigation tools.
- g. Development of diversified sustainable livelihood opportunities.

### 2.3.3 PHASE 3: 2016/17

- a. Strengthening local institutional capacity Expanding and improving wildlife protection and anti-trafficking systems.
- b. Developing conflict sensitive sustainable land management systems and integrating biodiversity conservation in development planning and humanitarian assistance.
- c. Conserving biodiversity Enhancing economic opportunities.
- d. Promotion of gender equality.
- e. Piloting of climate change adaptation and mitigation tools.
- f. Securing ecotourism opportunities.

## 2.4 BJEL PROGRAM MONITORING PROCESSES AND MECHANISMS

Program implementation has been supported by rigorous planning, assessment and reporting mechanisms, including the Results framework tool that defines performance and output indicators (Table 3). Planning involved annual work plans and budget by the WCS and other project partners which are reported on quarterly, semi-annual and annual basis.



**TABLE 3: PERFORMANCE MONITORING PLAN INDICATORS**

Indicator of impact of USG assistance on:	Description	Baseline I Dec 08	FY 09		FY 10		FY 11		FY 12		FY 13		FY 14		FY 15	
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual
1. Number of hectares under improved management	Millions of hectares (ha)	0	2.0	2.0	3.5	3.8	3.8	3.8	4.1	3.8	4.3	3.8	4.7	3.8	5.3	4.9
2. Number of people with increased economic benefits	Total beneficiaries	0	480	1,224	780	3,084	1,080	2,748	1,140	3,804	1,260	3,366	1,380	2,754	1,620	
	Total (M&W)	0	80	204	130	514	180	458	190	634	210	314	230	459	270	
	Men	0	45	157	65	359	95	303	114	462	126	247	138	392	162	
	Women	0	35	47	65	155	85	155	76	172	84	67	92	67	108	
3. Number of km patrolled by wildlife forces and aerial patrols	Ground patrols	0	700	6,439	900	12,434	1,100	17,606	3,000	12,907	4,000	19,017	5,000	10,207	5,000	
	Aerial patrols*	7,400	11,100	32,705	13,320	64,602	13,320	57,850	30,000	50,228	30,000	43,050	30,000	6,984	30,000	

\*Due to the armed conflict in RSS, aerial surveillance activities were reduced for security reasons.

The Program underwent a mid-term review in 2010 and which generated recommendations for strengthening program performance and focus. The mid-term evaluation findings and recommendation are summarized in Annex 7: Summary MTE findings and recommendations. Following the mid-term evaluation, WCS took steps with USAID South Sudan to clarify the program's strategic framework and incorporated applicable recommendations into subsequent work plans.

### **3. EVALUATION FINDINGS**

#### **3.1 OVERALL FINDINGS**

##### **3.1.1 ASSESSMENT OF THE OVERALL PROGRESS AND ACHIEVEMENTS**

Overall, the BJEL Program has significantly contributed to maintaining wildlife populations in the BJEL landscape. The diverse wildlife, both flora and fauna, have survived some of the most violent years in the country's history. According to WCS 2015/16 survey report (partial survey of part of Bandingilo and Boma Parks), there has been a positive trend of improvements in the status of wildlife, and the distribution of the wildlife has remained fairly the same as it was in 2007, with tendency for more concentrations of white-eared Kob and Mongalla gazelle being the most dominant species during the migration season (November– February in Boma Park and returning to Bandingilo Park in July–October).

Human activity in the Boma – Bandingilo landscape has remained predominantly related to pastoralism and associated human activities. Areas under commercial and subsistence agriculture reduced significantly between 2008-2015/16. While these findings represent remarkable progress, the WCS 2015/16 report indicates that linkages between wildlife and natural resources in the BJEL and peoples socio-economic and livelihood aspiration have remained complex. The level of dependence on wildlife resources for livelihoods (bush meat, grazing lands/pasture, subsistence agriculture), coupled with the introduction of commercial extraction of resources (commercial charcoal production, game meat and wildlife trophies (ivory, leopard skins,) as well as the extractive industry (mining ores and oil exploration), has significantly increased human pressures on the wildlife and natural ecosystems in the landscape. This phenomenon is further aggravated by the poor economic performance and low or no incomes at community/household levels, political processes and associated conflicts.

With over 2 million Internally Displaced Persons (IDPs) and over 500,000 refugees since December 2013, it was expected that an abnormally high level of wildlife hunting would have significantly reduced the head count numbers of large animals (e.g., elephants and antelopes). Data availed to the Evaluation by the project and WCS indicate that the reductions in wildlife populations are far less than expected. This performance is attributed to BJEL Program support to management of the Boma and Bandingilo national parks, local level and national capacities to monitor trafficking wildlife products and the publicity about the plight of the South Sudan's "second-largest (seasonal) wildlife migration in Africa."

It has not been possible to establish whether poaching and trafficking wildlife has reduced because information accessed by the evaluation is not strong enough to derive a valid conclusion. Even though the database with information on wildlife populations, wildlife migrations, poaching, habitat or ecological changes in the landscape has been strengthened and information has been made available to both local, national and international users, there is need for more analyzed data. Data and information collection efforts were hampered by security concerns that rendered some of the locations inaccessible for aerial surveys. Furthermore, the vast nature of the landscape and porous nature of international borders with RSS neighbors make it difficult to monitor and assess the level of poaching and trafficking of wildlife products. However, records on confiscations of wildlife products, especially game meat and ivory at Juba International Airport with the help of Canine Unit that was established with support from BJEL Program, suggest that poaching and trafficking is still thriving much as efforts to combat trafficking are yielding positive results.

Capacities for wildlife conservation and natural resources management have been strengthened to varying degrees of achievement. Development of national level policy and legal frameworks, strategies

and guidelines has greatly benefitted from the BJEL program. Partnerships between Government ministries and agencies and NGOs, private sector, UN agencies and other development assistance agencies have been supported and strengthened. Inter-agency collaboration mechanisms and processes such as the NRMG have been strengthened by the Program. At local levels, capacity of park authorities and local communities for park management, monitoring wildlife crimes and conflict management has been strengthened. There is evidence of increased community engagement in natural resources management (fisheries, pasture) and natural resources planning (e.g., during the preparation of management plans for Boma and Bandingilo national parks). There is evidence that capacities of the BJEL NGO partners (Anyuak Recovery Trust (ART), Peace and Development Collaborative Organization (PDCO), Open Source Development Initiative (OSDI), Community Empowerment for Progress Organization (CEPO)) has been strengthened especially in the areas of program/project management, delivery of field interventions (conservation awareness, conservation agriculture, sustainable fisheries, micro-finance , among others).

The program objective to boost incomes and economic returns from sustainable use of wildlife and natural resources has not performed well. The incomes and other livelihood opportunities anticipated from nature tourism investments were not realized in spite of high potential and good publicity of the tourist attractions especially, the seasonal wildlife migrations. Nature tourism development has not been successful due to a number of factors foremost insecurity concerns and also limited infrastructure for accessing the tourist attractions.

The evaluation believes that conflicts over resources use and control has persisted in spite of program efforts. The key underlying cause for persistent conflicts is largely a politically matter that is beyond BJEL mandate and capacity to influence. However, there are conflicts linked to the traditional or historical tenure of land and resources within the landscape that have persisted, and these conflicts escalate during the dry season when livestock movements intensify in search of water and pasture. Incoming livestock and pastoralists families compete for control/access and use of pasture and water with the hosting communities resulting into conflicts.

### 3.1.2 SUCCESS FACTORS

The above achievements have been possible due to the following factors:

- a. Sustained financial commitment (led by USAID) and leveraged funding by other sources including GEF, US-FWS, Elephant Crisis Fund, WCS, Blue Moon Fund, Gordon and Betty Moore Foundation and private donors since 2008.
- b. Sustained good relationships and partnerships between WCS and RSS (MWCT, NRMG, South Sudan Wildlife Service), National NGOs and other development partners.
- c. WCS technical capacity and commitment to conservation work in South Sudan, exhibited by the staff dedication and commitment to work in risky environment.
- d. Publicity and recognition of the plight of wildlife populations in BJEL landscape and entire country (within and outside the country).
- e. Improved access to and within the national parks (e-communication, airstrip, park roads and vehicles).
- f. Commitment by Park staff and staff of partner NGOs and local authorities.

- g. **Adaptive management:** the Program has been implemented in phases with changing objectives and priorities tailored to address emerging issues over time (such as security/insecurity, conflicts and livelihoods). Adjustments in program focus were made to continue to address USAID development priorities for South Sudan that included economic growth and conflict management. This is not withstanding the observation that some of the MTR recommendations which lack merit were not integrated in subsequent annual work programs.

### 3.1.3 ASSESSMENT OF IMPLEMENTATION CHALLENGES

The BJEL program faced enormous external challenges over the entire period. The key challenges that rendered the program operations risky, costly and sometimes, halted implementation included the following.

- a. **Challenge:** Accessibility to the project areas mainly due to poor state or absence of all-weather motorable roads, limited mobile telephone and internet networks, insecurity along park roads and park patrol routes.

**Response:** *The BJEL Program invested in: i) construction and maintenance of the air strip at Nyat; ii) improving and or maintaining park /patrol roads in Boma and Bandingilo National parks; ii) installing internet, radio, and satellite phones and facilities at WCS camps in Boma and Bandingilo national Parks; iii) establishing WCS operational base (WCS Camp at Nyat-Boma and Bandingilo National Park) that served as field operations bases; and, iv) constructing Ranger posts, as well as provision of “heavy duty” vehicles for anti-poaching patrols and other park management operations.*

- b. **Challenge:** Inadequate information and data about ecology of the national parks and migratory routes, wildlife populations and trends, socio-economic performance and trends, status and trends in poaching and trafficking wildlife products; resource use conflicts.

**Response:** *The BJEL Program invested in: i) wildlife aerial surveys in 2015/16; ii) Socio-economic surveys; iii) building capacities of park staff (for park management/anti-poaching) and community/local authorities for monitoring illegal movement of wildlife products.*

- c. **Challenge:** Implementing the BJEL Program activities in conflict and post-conflict situations. Conflicts were linked to political management processes in the landscape by different political actors as well as political conflicts over disputed power and control of land territories in the landscape. Direct effects on the project implementation included loss of time for implementation and loss of field project equipment and facilities.

**Response:** *The BJEL Program invested in: i) peace building initiatives at community level; ii) policy level engagement with RSS (MWCT, NRMG); iii) collaboration with UN Humanitarian Agencies (WFP, UNHCR) in relief supply programs. In addition, BJEL Program temporary halted or postponed some activities due to insecurity e.g., road construction connecting Nyat and Itti, construction of ranger camp at Nyat & Boma National Park until peace prevailed.*

- d. **Challenge:** High level of expectation of BJEL support by RSS and inhabitants of the BJEL landscape. The RSS expected that the project support would result into a significant reduction of wildlife crimes, increase in revenues from wildlife tourism, institutional support in form of logistics, allowances, etc.; while in-habitants of BJEL landscape expected high turnover of conservation benefits (revenue, employment, access and sustainable use of wildlife resources, alternative livelihoods).

**Response:** The BJEL Program invested in; i) capacity building of MWCT and Park staff for Wildlife Management; ii) lobbying RSS and international community for wildlife conservation; iii) development for strategies and guidelines for (eco) tourism development, concessions, land use plans, park management plans, etc.; iv) livelihoods development activities in/around Bandingilo and Boma national parks; v) providing employment to local community at Nyat and Bandigilo.

- e. **Challenge:** Protecting wildlife from poaching and trafficking and illegal extractive industry activities in Boma and Bandingilo National parks and within the wildlife corridor. The key challenges were; i) poaching and trafficking elephants, leopards and other wildlife products; ii) poaching antelopes for bush meat; iii) commercial/illegal charcoal production in Boma national park; iv) ore mining in Nyalongolo areas of Boma National park; v) commercial and subsistence agriculture in Boma.

**Response:** The BJEL Program invested in: i) capacity of Park Staff, and Local authorities for anti-poaching; ii) capacity on Park staff, Community, Local Authorities and South Sudan Wildlife Service/Customs at Juba Airport for monitoring trafficking of wildlife products; iii) engaging with Interpol on matter of Wildlife Crimes; iv) promoting alternative sources of meat &/or livelihoods; v) lobbying against extractive industry (ore mining and petroleum exploration); vi) preparing EIA Guidelines for the Extractives industries.

- f. **Challenge:** Weak policy and legal frameworks as well as weak institutional arrangements for effective wildlife conservation and natural resources management.

**Response:** The BJEL Program invested in; i) supporting policy and legal reforms; ii) providing information/data to inform decision making processes ; iii) facilitating NRMG functions.

- g. **Challenge:** National and local level capacities for wildlife management<sup>5</sup>, including capacities for law enforcement, regulation and monitoring.

**Response:** The BJEL Program invested in strengthening; i) policy and legal frameworks, including regulations, standards and guidelines; ii) developing and implementing management plans for Boma and Bandingilo national parks; iii) international cooperation on matters of wildlife conservation (e.g., participation in CITES and Arusha Accord); iv) partnerships and collaborative initiatives among Government ministries and agencies and between government, ministries and agencies and International and national NGOs, UNDP, UNEP, University of Juba, etc.); v) capacity for monitoring wildlife trafficking through training and establishment of the Canine Unit at Juba Airport; vi) campaign and lobby against extractive industry and infrastructure development in Bandingilo and Boma national parks, and within the migratory corridors; vii) capacities for application of environmental planning tools such as EIA for infrastructure development within the national park and wildlife corridors.

- h. **Challenge:** Inter-group/community conflict over access and use of resources in the landscape as well as conflicts over ownership and control of land resources and territories within the landscape.

**Response:** The BJEL Program invested in; i) building community resilience to conflicts through peace building initiatives; ii) strengthening capacity of local governments (through training) to deal with conflicts; iii) promoting/nurturing collaboration with humanitarian assistance organizations to provide food & other relief aid to the conflict affected communities within the landscape; iv) facilitating

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<sup>5</sup> There is critical understaffing at park level. For example, Boma national park manpower stands at 281 (Senior warden =1, Officers = 18m Rangers = 242; Support staff = 20) for managing 20,000km2...translating into workforce of 1 ranger per 84km2

communities to participate in development of land use plans around Bandingilo and Boma national parks.

- i. **Challenge:** working with demotivated park staff whose motivation has been affected by poor remuneration and delayed salary payments.

**Response:** The BJEL Program invested in providing of food rations on duty and by employing park staff family members, especially, women in routine maintenance works at the airstrip's, park roads, and WCS camps.

- j. **Challenge:** Emerging Human Wildlife Conflict due to crop raiding by vermin (baboons, monkeys, squirrels), loss of livestock to large carnivores (Lions, leopards, hyenas).

**Response:** The BJEL Program has invested in conservation awareness programmes.

### 3.1.4 ASSESSMENT OF OUTSTANDING CHALLENGES

In spite of the good effort to respond to the challenges as they arose, the following remained outstanding:

- a. Improving knowledge about relationship between wildlife/natural resources and livelihoods and conflicts. These knowledge gaps could be addressed by conducting: i) assessments of climate change on wildlife and natural resources in the landscape; ii) valuation of natural resources to national and local economy/livelihoods; iii) assessments of the impact of intergroup/community as well as political conflicts on wildlife populations; iv) assessment of and mapping vegetation changes; and v) regular wildlife population surveys.
- b. Ensuring effective trans-boundary collaboration on wildlife conservation, anti-poaching and trafficking wildlife products. This can be addressed through developing and supporting trans-boundary collaboration mechanisms with South Sudan neighbors (Ethiopia, Uganda and DRC).
- c. Management of problem animals/vermin that have been reported as an emerging issue in locations where conservation farming under livelihood interventions are being implemented that can be addressed through conservation awareness and implementing compensatory schemes.
- d. Low capacity for wildlife conservation which can be addressed through: i) training park staff, rangers and officers in basic wildlife management (in conflict situations), anti-poaching, community outreach/conflict management, information management, etc.; and ii) infrastructure improvements (roads, housing and communication systems).
- e. Safeguarding Boma and Bandingilo national parks and other fragile ecosystems within the migratory corridors against extractive industry activities. This can be tackled through advocacy and lobbying, as well as promoting application of EAs and other environmental management tools in decision-making processes regarding use of land and resources within the national parks and wildlife corridors.
- f. Demonstrating the economic value of resources within the wildlife corridors through investments in sustainable use and value addition to selected renewable resources such as Gum Arabic, Shea butter, nature based tourism, community conservancies, sustainable fisheries, among others.

- g. Delivering tangible conservation benefits to the communities within the national parks and wildlife corridors, including paying more attention to relationship between livelihoods, community peace and biodiversity/wildlife conservation needs.

## 3.2 RESPONSES TO THE EVALUATION QUESTIONS

The Evaluation SoW stated five evaluation questions that have been exclusively addressed by the Evaluation as follows.

### 3.2.1 QUESTION 1

How effective was the BJEL project in achieving project objectives? Please explain reasons for achievement and non-achievement. The Evaluation assessed the extent to which the program outputs/targets were achieved and the extent to which they contributed to achieving the overall program objectives and makes the following observation and conclusions:

#### A. OVERALL PERFORMANCE

The overall performance of the BJEL is satisfactory, especially considering the harsh and dramatically changing environment in which it had to operate. In spite of the obviously challenges, which the program managed to handle rather well, it still was able to establish the following policy and landscape level foundations and processes for wildlife conservation and natural resources management at national and landscape level (Table 4).

**TABLE 4: FOUNDATIONS FOR WILDLIFE CONSERVATION & NATURAL RESOURCES MANAGEMENT**

Level	Foundations
<b>National</b>	<p>Policy and legal frameworks including Wildlife policy, natural resources policy, wildlife legislation and associated regulations, tourism development policy).</p> <p>Institutional frameworks including, strategic plans and guidelines (for tourism, land use planning, concessions, management planning), collaboration mechanisms e.g., for the NRMG, partnerships among the government ministries and agencies and between Government and NGOs, private Sector, humanitarian assistance agencies, local authorities, Interpol, etc.</p> <p>Information/data about wildlife and natural resources (status, trends, threats, etc.) provided through technical reports and briefs.</p> <p>Capacities for monitoring/regulating illegal trade /trafficking wildlife products<sup>6</sup> as well as for application of environmental tools such as EIA in planning for infrastructure development projects and extractive industries.</p> <p>International Cooperation with CITES, Arusha Accord and Elephant Protection Initiative).</p> <p>Regional /trans-boundary collaboration initiatives between SS and Ethiopia on monitoring illegal trade of wildlife products.</p> <p>National and international profiles and publicity<sup>7</sup> for wildlife conservation challenges in SS and BJEL landscape (Box 1)</p> <p>Capacity of targeted national level NGOs/Civil Society.</p>

<sup>6</sup> Since 2015, 930 kilograms of ivory and more than 10 tons of bush meat have been seized in the protected areas, at the borders and at Juba International Airport.

<sup>7</sup> Profiling and publicity were achieved through information provided in technical publications by WCS, public awareness, community outreach efforts and, participation of South Sudan Wildlife Services in CITES and Arusha Declaration 2015 as well as the visit to Boma national park by USAID Administrator in May. Increased publicity about the status and challenges of managing wildlife resources in South Sudan has attracted national/regional/international attention. There is recognition for urgent resolution of political and community conflicts in the BJEL in order to pave the way for conserving wildlife populations and their habitats as well as to address poaching and trafficking in wildlife products. International publicity has attracted involvement of Interpol and other regional actors to tackle the problem of wildlife trafficking.



<b>Landscape</b>	Capacity of park staff of Boma and Bandingilo national parks for wildlife conservation, park management, conflicts management and monitoring illegal trade in wildlife products. Infrastructure and facilities for ensuring management presence (through infrastructure/park administration buildings, ranger posts, communication network, airstrip at Nyat, anti-poaching logistics and field equipment's, etc.). Management plans for Boma and Bandingilo National Parks
<b>Community</b>	Capacity of local communities and local authorities for wildlife conservation <sup>8</sup> , conflicts management and peacebuilding, <sup>9</sup> sustainable natural resource management, <sup>10</sup> livelihood security and improvement, land use zoning/planning. REDD+ pilot projects in the Ayod area, Boma plateau, Imatong

### BOX I : EXTRACT FROM BJEL 2013 ANNUAL REPORT ON AWARENESS-RAISING ACTIVITIES

Extensive communications and awareness-raising activities were undertaken to build conservation support for delivering the objectives of this program. At the grass roots level, targeted educational campaigns were carried out in communities bordering Bandingilo and Southern National Parks reaching 4,735 people. Broader awareness-raising of South Sudan's wildlife and tourism potential has been promoted through international media outlets, such as the global media coverage of the program's elephant collaring operations (Reuters), local media coverage of events hosted in Juba – such as Wildlife Conservation Day on 4 December 2012 – and WCS facilitation for articles and filming by outlets including Outside Magazine, TIME and a National Geographic film crew. The WCS South Sudan monthly newsletter “*News from the Bush*” was launched in January and is being distributed to almost 1,000 people by email and over 600 by hard copy. It has been well received and proving a powerful tool for 3 communicating and building support for the program.

Other conservation awareness-raising products developed this year included the production and distribution of the 2013 WCS Calendar, the design of the 2014 calendar, the posting of a prominent elephant conservation billboard in Juba, the development of the WCS South Sudan website and Facebook page, and the production of key rings and pens.

Despite the above achievements, the following factors continue to influence wildlife and natural Resources in the Jonglei landscape.

- a. **Climate Change:** The BJEL has continued to face climate variability due to overall climate change. Prolonged dry seasons and unpredictable heavy rainfall patterns and resultant floods have affected the stability of the ecosystems and wildlife. Outside the Boma and Bandingilo National parks, climate changes (extreme dryness and wetness) are affecting land productivity and thereby increasing vulnerability of the communities and their livelihoods. This continued trend is likely to result into increased pressures on resources within the protected areas as they would be alternative viable sources of livelihoods. WCS designed pilot programs for climate change adaptation with adaptive grazing for pastoralists as well as REDD+ pilot projects to be conducted in the landscape. These efforts were disrupted by the 2013 war and could not be revived due persistent insecurity.
- b. **Conflicts:** The landscape continues to face both political inspired conflicts as well as conflicts associated with control over and access to natural resources among the communities and between resident communities and pastoralists. Both forms of conflicts have undermined wildlife conservation by rendering some of the wildlife habitats inaccessible and or risky for

<sup>8</sup> Capacity building and training for local leaders, sponsorship of a formal training and exchange visits to community conservancies of Northern Rangelands Trust in Kenya and in-situ partnerships development

<sup>9</sup> Capacities for communities in Sudd-Badingilo-Boma corridors covering Boma Juom wetland used by Nuer, Murle, and Anyiak pastoralists; Penko plains between Dinka and Murle; and the Kengen River corridor used by Murle, Jiye, and Toposa

<sup>10</sup> Over 1,000 people have been trained in sustainable natural resources management and/or biodiversity conservation under the program, including wildlife forces, community members and national and local authorities



management operations. With regards to politically motivated conflicts, it is highly probable that military operations in these vast areas depend on wildlife for food and for income through trafficking wildlife products, including ivory, game meat and other trophies. Conflicts associated with access to and control over natural resources become severe during the dry season when pastoral groups migrate into the landscape in search of water and pasture. Pastoral settlements have tended to increase during the dry season while at the same time; they frequently shift from location to location due to insecurity from other rival groups thereby causing accelerated habitat modifications.

- c. **Poaching and trafficking wildlife products:** Wildlife and natural resources within the BJEL continue to face poaching and illegal trafficking of wildlife products among the key threats. The Program responded to this persistent problem through strengthening capacities of park staff to conduct anti-poaching, capacities of communities and local authorities to monitor movement of wildlife products. Further, the Program supported the South Sudan Wildlife Service to put in place a broad anti-trafficking program working along a set of key transport routes in the country (including a Canine Unit at Juba International Airport) to assist in monitoring and or control of trafficking wildlife products.
- d. **Extractive industry:** Records reveal that RSS has issued unspecified number of concessions for ore mining (including gold) since 2010 in Boma National Park and for Oil Exploration in the migratory corridors. Although these concessions are poorly performing by the time of this Evaluation, they have potential for causing negative impacts on the habitat and wildlife populations as whole.

## B. PROGRESS TOWARD ACHIEVING BJEL OBJECTIVES

BJEL Performance against Program Objectives and outputs reveals good performance Table 5.

**TABLE 5: BJEL PROGRAM PERFORMANCE  
AGAINST ORIGINAL PROGRAM OBJECTIVES**

Obj. #1. Strengthen institutional capacity for sustainable management of natural resources.	<u>Assessment:</u> Satisfactory
	The following are the specific achievements or investments that have been realized by the program.
	Policy and legal (area activities)
	<ul style="list-style-type: none"> <li>Supported Policy and legal reforms (wildlife, natural resources, tourism, concessions and anti-trafficking of wildlife products).</li> <li>Provided scientific data and information about wildlife population, migrations, poaching and illegal use of natural resources within the landscape, e.g., charcoal</li> </ul>
	National institutional arrangements (area activities)
	<ul style="list-style-type: none"> <li>Facilitated Technical Policy and Legislation Committee of the MWCT</li> <li>Facilitated functioning of NRMG on technical matters</li> <li>Facilitated national participation in CITES and Arusha Declaration.</li> </ul>
	Landscape/Parks
	<ul style="list-style-type: none"> <li>Park infrastructure development including headquarters building at Nyat/Boma National Park, Badigilo as well as 3 ranger outposts at Boma, Bandingilo and Lafon which were completed in 2012.</li> </ul>

- 
- Maintenance of some of the park access roads in Boma and Badigilo national parks.
  - Provided field equipment and communication facilities (radios, internet).
  - Trained >450 park staff (mainly rangers) in various aspects of wildlife management, anti- poaching and monitoring wildlife populations.
  - Provided logistical support to rangers to conduct patrols (vehicles, field equipment's and food ration).

Community and Local Authorities (area activities)

- Over 700 community members and local authorities were trained in sustainable natural resources management and/or biodiversity conservation.
- Increased awareness about the significance of wildlife conservation and relationship with sustainable livelihoods.
- Monitored trafficking of wildlife products.
- Facilitated natural resource conflict surveillance systems through conservation-security partnerships

Partner NGOs, i.e., CEPO, ART, OSDI & PDCO (area activities)

- Strengthened capacities of Partner NGOs in the following aspects:
- Lobbying for the application of PWYP principles in the Extractive industry /Oil
- Peace building and conflict management
- Project/program implementation and coordination (grant management, monitoring and evaluation, community cooperatives, sustainable fisheries, women empowerment, enterprise development, etc.)

Overall, capacities for ensuring sustainable management of natural resources in the BEL remain low and inadequate to ensure the achievement of this objective because of:

- Low staffing both at national and field level and low capacity for law enforcement, monitoring compliance
  - Persistent conflicts over control and use of land in the BJEL
  - Insecurity in the national parks
  - Poor or no access roads
  - Delayed enactment of legislation
- 

Assessment: Satisfactory.

The following are the specific achievements or investments that have been realized by the program.

Obj. #2. Develop participatory land-use planning and resource management

- Preparation of Park management plans for Boma and Bandigilo national parks in 2013 (revised 2015)
  - Developed framework for designing integrated landscape plans
  - Conducted socio-economic and aerial surveys
  - Developed proposals for creating additional protected areas in the corridor (however, these proposals are pending government approval).
  - State-level LUP processes were designed and launched.
-

	This level of performance is attributed to limitations to access most of the locations in the landscape as well as inter-community conflicts associated with control of land and resources therein.
	<u>Assessment:</u> Satisfactory
Obj. #3. Conserve biodiversity through protected area management, monitoring, eco-tourism development, and other incentives for sustainable land use and resource management	<p>The following are the specific achievements or investments that have been realized by the program.</p> <ul style="list-style-type: none"> <li>Maintained management presence in Boma and Bandingilo national parks through direct logistical support to park management operations despite the armed conflict in the region.</li> <li>Provided scientific data and information on biodiversity (wildlife populations, migrations, wildlife poaching and anti-trafficking of wildlife products).</li> <li>Developed frameworks for promoting and regulating private sector led investments in (eco) tourism (<i>however, the framework is pending government approval</i>).</li> </ul> <p>Overall, the conservation of biodiversity has improved albeit outstanding challenges of institutional capacities to plan, manage, control and provide incentives for sustainable land use and natural resources management.</p>

### C. PROGRESS TOWARD ACHIEVING BJEL RESULTS, OUTPUTS

Overall, the BJEL Program made good progress toward achieving its results and outputs. The Program performance based on the PMP indicators and Results are presented in (Table 6 and Table 7 respectively. Further details are presented in Annex 7.

**TABLE 6: BJEL PROGRAM PERFORMANCE MEASURED AGAINST PMP INDICATORS**

Period	PMP Indicator	Performance												
Wildlife conservation (migrations and key vulnerable species)	No of Km patrolled by wildlife forces and aerial surveys	Exceeded targets												
		<table><tr><td>Patrol Method</td><td>Total Target KM (2009-2011)</td><td>Actual realized</td><td>Excess (km)</td></tr><tr><td>Land</td><td>16,000.0</td><td>18,873.0</td><td>2,873</td></tr><tr><td>Aerial</td><td>24,420.0</td><td>97,307.0</td><td>72,887</td></tr></table>	Patrol Method	Total Target KM (2009-2011)	Actual realized	Excess (km)	Land	16,000.0	18,873.0	2,873	Aerial	24,420.0	97,307.0	72,887
		Patrol Method	Total Target KM (2009-2011)	Actual realized	Excess (km)									
		Land	16,000.0	18,873.0	2,873									
Aerial	24,420.0	97,307.0	72,887											
Habitat conservation (savannas, woodlands, Sudd wetland)	No ha of land under improved management Assessment	Very good (94%)												
		<table><tr><td>Target (2009-2011) million ha</td><td>Actual (2009-2011) million ha</td></tr><tr><td>5.5 ha</td><td>5.8ha</td></tr></table>	Target (2009-2011) million ha	Actual (2009-2011) million ha	5.5 ha	5.8ha								
		Target (2009-2011) million ha	Actual (2009-2011) million ha											
5.5 ha	5.8ha													
Integrated, productive, and sustainable natural resource & land management.	No ha of land under improved management	Satisfactory												
		<ul style="list-style-type: none"><li>Preliminary roadmap for multi-sectoral land-use and conservation planning for the Boma-Jonglei-Equatoria Landscape covering 200,000 km2.</li><li>Management plans for Bandingilo and Boma national parks.</li><li>Conservation agriculture involving &gt;4,000 people</li></ul>												

Period	PMP Indicator	Performance			
<b>Sustainable revenue generation from environmentally sound livelihoods and natural resource management</b>	No of people with increased economic benefits	Satisfactorily			
		<b>Description</b>	<b>Target</b>	<b>Actual</b>	<b>Excess</b>
		<b>Total Beneficiaries</b>	7,740	16,780	9,040
		<b>Total (M &amp; W)</b>	1,920	2,583	663
		<b>Men</b>	745	1,920	1,175
		<b>Women</b>	545	663	118
<b>Improved security for local people and wildlife through conservation and protected area management</b>	No of Km patrolled by wildlife forces and aerial surveys	Exceeded targets			
		<b>Patrol Method</b>	<b>Total Target KM ((2009-2011)</b>	<b>Actual realized</b>	<b>Excess (km)</b>
		<b>Land</b>	16,000.0	18,873.0	2,873
		<b>Aerial</b>	24,420.0	97,307.0	72,887

**TABLE 7: PERFORMANCE AGAINST BJEL RESULTS**

Results	Assessment
Definition of policy and conservation measures for conservation of the wildlife migrations	<p>Assessment : Partial Achievement &amp;/or Ongoing</p> <p>The Program supported Ministry of Wildlife Conservation and Tourism to develop Wildlife policy and legislation that provide among others, measures for conservation of migration corridors. Delays to enact the legislation have undermined the realization of this result because these measures have remained largely un implemented. However, defining conservation measures remain an active/longing process in order to ensure policy responses to emerging issues such as extractive industry in the Bandingilo and Boma national parks, wildlife migration corridors and key natural habitats.</p>
Establishing protected areas in Boma and Bandingilo, identifying and securing key corridors	<p>Assessment: Partial achievement &amp;/or Ongoing</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <ul style="list-style-type: none"> <li>Identified Loelle Zone and the area stretching from Kenya border through Alabilab Plain northeast to the Ethiopian border as candidate areas for legal protection</li> <li>Facilitated the development of proposals for designating migration and other biodiversity corridors protected areas. These proposals are pending government approval.</li> </ul>
Creating the planning process and policy environment to support sustainable natural resource management in the Boma-Jonglei-Landscape	<p>Assessment: Partial Achievement &amp;/or Ongoing</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <ul style="list-style-type: none"> <li>Supported the NRMG to develop a framework for planning and ensuring sustainable use of natural resources in the BJEL landscape. This framework is pending approval by government.</li> <li>Supported preparation and implementation of park management plans for Boma and Bandingilo national parks.</li> </ul>

## D. EXTENT OF ADDRESSING PRESSURES ON WILDLIFE & NATURAL RESOURCES

Activities to reduce pressures on natural resources/wildlife (poaching/trade/conflicts over use/capacity/extractive industry) were effective given the rapidly changing situation in-country. The BJEL Program responded to pressures or threats to the natural resources/wildlife as indicated in Table 8.

**TABLE 8: PERFORMANCE TOWARD ADDRESSING PRESSURES ON WILDLIFE**

Pressure/ threat	Response	Assessment rating
<b>Poaching</b>		
<b>Poaching and illegal natural resource extraction</b>	<ul style="list-style-type: none"> <li>Technical and operational support for Park management and operations, including law enforcement monitoring.</li> <li>Capacity building for wildlife rangers in law enforcement monitoring.</li> <li>Establishment of community conservation-security partnerships and the establishment of information gathering network (SSWS, local authorities, local communities) on illegal activities.</li> <li>Aerial surveillance to locate and map illegal human activities and threats.</li> <li>Conservation awareness raising (on value/importance of wildlife, the laws with regards to wildlife and PAs, base for (future) sustainable development, etc.</li> </ul>	Park operations and law enforcement improved
<b>Illegal movement of wildlife products/trafficking wildlife products</b>	<ul style="list-style-type: none"> <li>Building capacity for park rangers, local authorities to track illegal movement of wildlife products/trafficking</li> <li>Support to installation of Canine Unit at Juba International Airport</li> <li>Initiating collaboration initiatives between SS and Ethiopia for trans-boundary wildlife crimes/trafficking</li> </ul>	<p>Canine Unit highly successful</p> <p>Capacity for tracking illegal movement of wildlife products/trafficking limited due to low staffing levels and poor access due to bad road infrastructure</p> <p>Progress on cross-border collaboration slow due to low national level capacity for implementing these initiatives</p>
<b>Conflicts over resources use</b>	<ul style="list-style-type: none"> <li>Supporting Conflict mitigation and Peace building initiatives for communities in/around Boma and Bandingilo National (Pochalla, Itti, Nyat)</li> <li>Facilitating community participation in land use planning and preparation of management plans for Boma and Bandingilo national parks</li> </ul>	<p>Conflicts are deep rooted in the tradition and are aggravated by confrontations between the different groups of pastoralists, and between pastoralists and agriculturists.</p> <p>The climate seasonality patterns determine movements of pastoralists and who compete for land and water resources. Conflicts are associated with tenure of land and resources as well as political stability.</p> <p>Conflicts require long term engagement with modified approach which would also engage the key characters/players (e.g., pastoralists).</p>

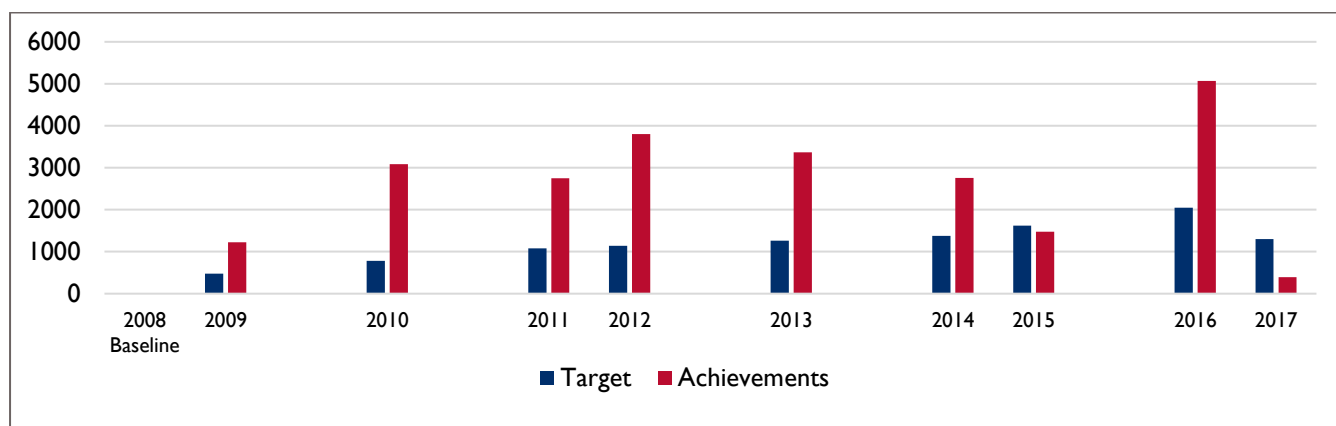
Pressure/ threat	Response	Assessment rating
<b>Capacity for natural resources management and wildlife conservation</b>	<ul style="list-style-type: none"> <li>Capacity building through training, exchange visit to Kenya</li> <li>Specific areas addressed are: anti-poaching, monitoring illegal movement of wildlife products, conservation agriculture, community conservancies, sustainable fisheries, etc.</li> </ul>	Capacity for tracking illegal movement of wildlife products/trafficking, engaging in eco-tourism, limited due to low staffing levels and poor access due to bad road infrastructure
<b>Extractive industry</b>	<ul style="list-style-type: none"> <li>Lobbying against illegal and/or poorly planned extractive industry in the Boma and Bandingilo NP and in the Wildlife Corridors</li> <li>Maintained South Sudan NRM GIS atlas; oil and mining concession monitoring system populated and updated, and data made available to inform sustainable development decision making and governance</li> <li>Development of EIA Systems for road infrastructure development</li> <li>Development of guidelines for extractive industry in and around protected areas</li> </ul>	Although the Extractive industry activities have remained at slow pace mainly due to insecurity, they remain a major threat to wildlife conservation.
<b>Poorly planned development projects</b>	<ul style="list-style-type: none"> <li>The on-going research in the landscape places the program in an excellent position to advise stakeholders (e.g. communities, local authorities) on land-use and decision-making processes, e.g. in March 2015 the proposed road to be built from Juba to Pibor crossing Bandingilo National Park was halted largely due to WCS's scientific data analysis showing the negative impact the road would pose to wildlife and the environment.</li> <li>Re-routing road Akobo-Pochalla to avoid sensitive areas- EIA, and also investment in protection (planned).</li> <li>Al Ain attempt to undertake hunting concession in Boma Park closed after DYY overran the location in 2013.</li> </ul>	Road infrastructure development was halted.

## E. EXTENT TO WHICH LIVELIHOODS IMPROVED

The capacities of the subcontracted local community-based organizations were built through small grants program, which have enabled them to play important roles in developing *community conservation security partnerships* and future tourism activities. Also, it has helped to develop a sustainable capture fisheries and community cooperatives program in Gemeiza Payam. Through the program, beneficiaries and their families, many of them self-proclaimed hunters, are now engaged in sustainable fishing practices and have established fishing cooperatives. By engaging hunters in developing sustainable capture fisheries, the program is taking armed men out of the bush and onto the Nile River, reducing the number of weapons used in the Bandingilo forests and offering young men traditionally involved in the instigation of unrest, raiding, and banditry in empowering alternative livelihood activity (Figure 2).

Livelihood activities have generated incomes to the beneficiary households around the two national parks particularly, Boma, Bala and Lafon in 2015 and 2016.

**FIGURE 2: NUMBER OF PEOPLE WITH INCREASED ECONOMIC BENEFITS (2008-2017)**



## F. EXTENT OF ENGAGEMENT OF COMMUNITIES & LOCAL ORGANIZATIONS

Multiple conservation education campaigns through video showings and focus group sessions have reached people in the two national parks. The campaign delivered information regarding wildlife laws, protected areas of South Sudan, and MWCT-WCS research and conservation operations. The campaigns, implemented with the joint support of local chiefs, are helping to build a network of regional leaders that continue to deliver the messages of the importance of wildlife conservation to improving livelihoods and security. Through the campaigns, communities are connected to local MWCT officers and rangers through face-to-face interaction, and protocols for reporting conflict incidences are discussed and understood. These joint campaigns will continue to build cooperation among communities and law enforcement agencies through positive messaging and increased dialogue.

Moreover, the WCS socio-economic surveys in western Bandingilo show that communities that have interacted with MWCT officers and rangers in the program areas have improved awareness about the benefits of wildlife and conservation and feel that their own security has improved because of Bandingilo Park and the MWCT presence.

Livelihood interventions/ activities have helped to foster a change in behavior related to community interactions with wildlife. For example, farmers in Gemeiza recently encountered a hippopotamus that was eating their crops. Rather than killing the animal (as would normally be the response), community members instead contacted the MWCT officers in Mangalla to report the incident, which promptly came to the site and safely chased the animal away. When asked why the farmers reacted in a more positive way toward the hippo, they replied that through MWCT-USAID-WCS programs in the payam (livelihoods programs, education campaigns, participatory socio-economic surveys), they have learned about the appropriate measures that should be taken as a response to conflicts with wildlife.

The program has empowered young men and women to be involved in productive and sustainable natural resource use, while the focused conservation outreach and education campaigns have supported legitimate dialogue between communities and MWCT officers and rangers, improved understanding of wildlife and protected area importance, and helped to establish clearer processes for reporting and responding to conflicts and insecurity (Box 2).



## **BOX 2: A “SUCCESS STORY” ON COMMUNITY CONSERVATION – SECURITY INTERVENTION IMPACTS**

A partnership with the Community Empowerment for Progress Organization develop a sustainable capture fisheries and community cooperatives program in Gemeiza Payam. Through the program, 43 beneficiaries and their families, many of them self-proclaimed hunters, are now engaged in sustainable fishing practices and have established fishing cooperatives in four bomas. By engaging Mundari hunters in developing sustainable capture fisheries, the program is taking armed men out of the bush and onto the Nile River, reducing the number of weapons used in the Bandingilo forests and offering young men traditionally involved in the instigation of unrest, raiding, and banditry in an empowering alternative livelihood activity.



During the Evaluation, it was rather obvious (and/or noteworthy) about the extent to which communities and local organizations are: i) engaged in managing natural resources, ii) controlling poaching and illegal wildlife trade, iii) engaged in livelihood improvements interventions). The BJEL program has facilitated communities and local organizations in wildlife conservation and natural resources management as follows:

- a. Engagement of Communities and Local Organization in managing natural resources
  - Local Organizations (OSDI, PECO, ART, OPSI) (promoting conservation agriculture, poultry and fisheries, peace building and training in conflict management).
- b. Engagement of Communities and Local Organizations in controlling poaching and illegal wildlife trade
  - Communities and pastoralists (gathering intelligence information and passing it on the park rangers).
  - Local Organizations (OSDI, PECO, ART, OPSI) (conservation education and awareness rising).
- c. Engagement of Communities and Local Organization in engaged in livelihood improvements interventions
  - Conservancy establishment and management

Overall, community engagements are ongoing in key areas for conservation but on a very low scale mainly due to small budget allocation to this activity. The participating communities (populations) are very low when compared with the size of the landscape and therefore, unlikely to create impact at landscape level. Community engagements which also targeted pastoralists who cause significant impact on wildlife and natural resources during the 4 month of dry season were undermined by insecurity. The linkages between community support and wildlife conservation remain weak because the livelihood interventions were limited and could not address the key connection between the communities, wildlife



and landscape resources, that is, tenure of land and resources which is the main cause of conflicts among communities and between “sedentary inhabitants” and “migratory pastoralists”.

## **G. UN-INTENDED OR UNPLANNED ACHIEVEMENTS BY THE PROJECT**

The Evaluation has not found un-intended achievements in respect of wildlife conservation and natural resources management.

### **3.2.2 QUESTION 2**

Did the project achieve the right focus and balance in terms of design, theory of change/development hypothesis, and strengthening strategies for sustainable safeguards of the wildlife population needs of South Sudan?

## **A. THE THEORY OF CHANGE (TOC)**

The justification for Boma-Jonglei Landscape (BJL) program (modified in Oct 2011, including title change to reflect that the Equatoria State is part of the landscape...hence Boma-Jonglei-Equatorial Landscape (BJEL) Program) was designed on the basis of the then baseline information and assumptions and the projected outcomes as stated in the Theory of Change (ToC) as follows:

*If livelihood interventions and their local governance are improved and there is decreased conflict over resource use by strengthening community involvement and capacity to sustainably manage resources for their long-term interests as well as strengthen the capacity of South Sudan's local organizations involved in wildlife protection, anti-poaching, and assist them in effectively implementing their livelihood activities in high priority biodiversity landscape with the aim of having significant positive impacts related to conservation, community security, and resilient livelihoods, then conservation of South Sudan's wildlife populations will be improved and poaching and movement of illegal wildlife and wildlife products will decrease.*

The ToC has been presented in diagrammatic form in Annex 8.

The Evaluation finds the ToC having provided strong foundation for the design of the program and basis for the implementation approach. The Program has aimed at improving the conservation of South Sudan's wildlife populations and decreasing trafficking of wildlife products by investment in strengthening capacities of local communities, local authorities and local organizations and enabling them to actively engage in wildlife conservation and management of natural resources, local governance, improving livelihoods and community security. In addition, the BJEL program invested in building capacities of ministries and national agencies for wildlife conservation and natural resources management including policy and legal frameworks, partnerships and collaboration, international cooperation, evidence based decision making, land/resource use planning, anti-poaching and monitoring trafficking wildlife products).

The implementation approach that addressed national level conservation strategies at policy level and linked these strategies to the conservation action on the ground has provided a strong pillar to the program achievements. Conservation actions on the ground required policy level guidance and support, and vice versa, policy level interventions required evidence from the ground. However, the level of capacity building effort at national level is found lower than capacity effort put in at the local level. Additionally, although accessibility (infrastructure) was considered a key factor in the assumptions, it should have been referred to in the ToC as well, and indeed, and accessibility posed a big implementation challenge to the Program.

While capacities for the local communities, local authorities, park staff and NGO partners to tackle conflicts were relevant, the local circumstances that explain these conflicts were largely beyond the capacity of these capacities to handle. The national capacity for addressing resources based conflicts in the landscape remain a critical factor in conserving the rich wildlife resources requiring firm policy interventions.

The livelihood component lagged a bit behind in supporting the overall achievement of the project mainly due to the limited budget allocated to the activities and the complex traditional relationship between the livelihoods and wildlife resources in the landscape. Hunting antelopes for game meat and use of the landscapes covered by Boma and Bandingilo national parks for livestock grazing during the dry season is a traditional system of co-existence between people and wildlife.

Overall, the 2008 ToC remained relevant throughout the entire period although the following aspects would need to be revisited in future:

- a. Resources use conflicts in the landscape have a national level political dimension and therefore, strategies to tackle these conflicts should provide for the involvement of relevant players at national level.
- b. Investment in livelihoods supporting over 2million inhabitants of the landscape require substantial budget because the landscape is huge area. In addition, the strong linkages between project support and other programmes of either government or other development partners would be necessary in order to optimize synergies and impacts on the ground.

## **B. THE ASSUMPTIONS**

The ToC was based on the assumptions and or pre-conditions that were stated in 2008 ToC. In assessing the assumptions, the evaluation overlaid the 2008 assumptions on the 2017 situation in the landscape in order to determine their relevance. The Evaluation also assessed the extent to which the assumptions contributed or inhibited the project achievements. While the evaluation finds most of assumptions relevant up to date, it makes the following observations that could be considered in future designs:

- a. Working with populations (livelihoods, awareness, etc.) and providing conservation employment opportunities and resource management initiatives in and around national parks can reduce pressures on wildlife species. The assessment established that working with populations in and around the National parks in BJEL is not sufficient to guarantee reduction in pressures on wildlife species. Instead, the assessment has established that traditional resource and tenure dynamics associated with the migrations of both wildlife and livestock during the dry seasons played a significant role in community conflicts and pressures on wildlife populations and their habitat. In future, the assumption on engaging inhabitants in the landscape should factor in working with pastoralists from outside the landscape. This is suggested because the major threats to wildlife resources are external to the resident communities, including those associated with migratory pastoralism.
- b. Strengthening institutions at national and local levels is necessary to provide an enabling context and continuity in project interventions. National-level capacity did not provide the expected policy level guidance and interventions, in spite of the mandate of national ministries and agencies. The Evaluation identifies a big challenge of capacity of the government machinery (staffing (manpower, skills, and motivation), management and supervisory systems and infrastructure development, budget for core functions, etc.) which cannot be addressed by a

project. It would be worthwhile to negotiate counterpart funding from government or other forms of assistance that would leverage national capacity to support local actions or seek collaboration with other regional or international programs such as those in environment, climate change, agriculture, security/peace, economic development.

- c. Project activities at the local level provide a sound basis for inducing broader-scale policy changes at regional and/or national level. The evaluation has observed that lessons and experiences from the field that have been used to influence policy at national level. An example is the establishment of Canine Unit at Airport after establishing the fact that wildlife products from commercial poaching are trafficked by air transport. However, the evaluation did not find a systematic way of capturing and disseminating these lessons to policy actors and planning decisions and recommends putting in place such mechanism in future.
- d. Attributing value to natural resources, such as tourism or other livelihood alternatives, leads to decreased pressures on the natural resource base. This assumption has not been applicable in BJEL in short to medium term due to the security concerns. Tourism development has not taken place and expected after the two operators expressed interest to establish lodges in Boma and Bandingilo could not proceed due to security concerns since 2012/2013. Secondly, livelihoods initiatives have been piloted in 5 communities around Boma and Bandingilo national parks directly involving/benefitting 2,583 people = 1,920 men and 663 women. The scope of these investments is so small (compared to the size of the landscape and number of people in the landscape) to cause reduction on pressure on the natural resources base in the landscape. The Program budget aimed to pilot livelihood activities in key areas, associate with bigger funding streams and activities, including those funded by USAID, through other partners

More so, the livelihoods (sustainable fisheries, conservation agriculture, etc.) did not adequately address the historical or traditional relationship between the inhabitants and wildlife resources such as hunting and pastoralism. There will be need to link livelihood interventions with such historical or traditional relationships in order to render the interventions more relevant to the needs of the people and therefore, to the assumption.

## C. BJEL DESIGN AND IMPLEMENTATION APPROACHES

**Technical design and approaches:** The Evaluation assessed the appropriateness of the BJEL Program design and implementation approaches (combination of Landscape, Trans-link and Threat-based approaches<sup>11</sup>) relation to the goal and objectives of the project, funding source and terms, implementation arrangements for wildlife and natural resources management in RSS, mandates of ministries, government agencies and local authorities, comparative advantages of the BJEL implementer (WCS) and national /local partners as well as the prevailing circumstances within the SS and BJEL in particular.

The assessment concludes that the Landscape and Trans-links approaches share same principles and was jointly applied to define the focus and scope of the Program. Core conservation ecosystems and areas were identified and recommended while appropriate interventions (conservation/protection, knowledge generation, livelihoods, and governance at national and local levels, conflict management)

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11 The Landscape approach: the approach identified Boma and Jonglei landscape (and later Equatoria) being critical for wildlife conservation and considered investments targeting multiple ecosystems (water, wetlands, rangelands, highland) and diverse wildlife species as a “community” of issues.

WCS's Trans-links approach (Nature, Wealth and Power): the approach promoted sustainable use of natural resources, sustainable livelihoods and good governance as a vehicle for contributing toward wildlife management.

Threats-based approach: the approach guided prioritization of the BJEL investments ensuring that that BJEL has an explicit biodiversity objective, clearly identified activities and projected results that are based on an analysis of threats and their likely success to generate impacts.

were designed. The Threats-based approach ensured that priority actions for addressing key threats were targeted and measurable results defined. These approaches were appropriate for tackling wildlife conservation and natural resources management needs of SS.

Overall, the program design enabled the Program to maintain focus on the priority issues of wildlife conservation and natural resources. Foundations for wildlife conservation and natural resources management have been developed. The major setback is the institutional capacities, insecurity and community conflicts that continue to cripple the implementation of these foundations.

**Gender mainstreaming:** The design of livelihood's component provided a bigger opportunity for gender integration. Specifically, women and youth were targeted for conservation agriculture, sustainable fisheries and training in income-generating activities. The evaluation observed further gender integration in employment opportunities through affirmative action to employ women (from the Nyat community and families of park rangers) as casual workers by WCS at the WCS camp, infrastructure maintenance (clearing bush around Boma airstrip and road connecting the airstrip to Boma Park headquarters and WCS camp). There were more opportunities for gender mainstreaming through "inclusiveness," such as empowering vulnerable groups (women, youth, elderly, physically handicapped) to participate in decision making regarding utilization and management of natural resources.

**Implementation arrangements** were appropriate to the funding model and source of funding that utilized WCS technical competence to deliver the project while building national capacity through fostering partnerships and collaboration among government agencies and between government agencies and other players, partnership with international, national and local NGOs, and through strengthening policy and regulatory frameworks, capacity building efforts and initiatives, including those for Park staff, local communities and local authorities. Institutional mandates at national and Landscape level were observed and in turn, provided the much-needed policy and political leverage to the project implementation partners.

The Program has worked well with diverse partners including government ministries, departments and agencies, Universities, private sector, national and international NGOs, Local Authorities, Humanitarian Assistance Agencies (UNDP, UNEP, World Food Program (WFP), United Nations High Commission for Refugees (UNHCR), international Development NGOs (e.g., Oxfam, CARE, CRS, etc.) and communities. Almost all almost all of the Livelihood Activities have been implemented through partnerships with NGOs and local communities. Specifically to the wildlife crimes, BJEL has partnered with President Obama's Executive Order on Combating Wildlife Trafficking (1 July 20013); Clinton Global Initiative - Partnership to Save Africa's Elephants (26 September 2013) and, Royce directive (regarding *AfriCom*/Department of Defense support for wildlife law enforcement in tackling illegal wildlife trade (particularly of elephant poaching and ivory trafficking) and its impacts not just on wildlife but regional stability and organized crime/ terrorism).

Institutional arrangements have been supported by:

- a. General Cooperation Agreement between RSS and WCS which provided political leverage to the program implementation.
- b. Exclusive Cooperation Agreement with MWCT for management of the Boma-Jonglei Landscape provided policy guidance and institutional ownership of the program at national level. National level ownership has ensured access and cooperation at park and community level.

- c. Grant agreements (for implementing specific activities) between WCS and the 4 NGO partners enhanced concurrent penetration of livelihoods investment at different locations. This arrangement also strengthened capacity of national NGOs to deliver livelihoods programmes.
- d. Partnerships with UN Humanitarian and development agencies, Universities, international Development NGOs, provided mechanisms for formal peer-to-peer learning, information exchange, sharing of experiences.

**Supervision and coordination:** as a multi-institutional program, the BJEL Program had to apply transparent coordination and supervision mechanisms, including involving government agencies and partner NGOs in planning and reviews. The Performance Monitoring Plan (PMP) has been a useful tool in monitoring and reporting on Program results. However, since the PMP was not designed to assess and report on Program impacts and outcomes, these aspects have not been well documented in program performance reports. The Evaluation suggests that future PMPs should include these components as well.

#### **D. STRATEGIES FOR SUSTAINABLE SAFEGUARDS OF WILDLIFE POPULATION NEEDS OF RSS**

The BJEL Program implementation applied the following strategies:

- a. Strengthening institutional capacity to sustainably manage resources for their long-term interests.
- b. Developing participatory land-use planning, zoning, and resource management.
- c. Conserving biodiversity through protected area management, monitoring, eco-tourism.
- d. Development of incentives for sustainable land use and resource management.
- e. Improving community livelihoods and economic enhancement.

All the above strategies were found likely to collectively lead to safeguarding the wildlife populations.

However, following strategies did not perform well because of various factors (Table 9).

**TABLE 9: ASSESSMENT OF BJEL PROGRAM IMPLEMENTATION STRATEGIES**

Strategy	Assessment
<b>Improving livelihoods and economic enhancement</b>	<ul style="list-style-type: none"> <li>The link between livelihoods interventions and conservation objective is weak because they do not tackle the core livelihoods concerns of the local population which include bush meat, grazing/pasture and water. However, the component of promoting sustainable fisheries provides linkage as alternative source of protein to bush meat.</li> <li>Budget allocation for these interventions (USD 200,000/yr.) is very low for the given size of the landscape. More so, the livelihood activities have been implemented over short time (Bandingilo (2011-presnet), Boma (2016- present) and Pochalla (2014 – present).</li> </ul>
<b>Provision of incentives for sustainable land use and resources management</b>	<ul style="list-style-type: none"> <li>Security situation in the landscape did not provide conducive environment for design and delivery of intended incentives.</li> <li>Economic policy and political considerations (e.g., tenure of land, migratory nature of key players (pastoralists) as well economic development interests (concessions for mining ores, oil exploration, commercial agriculture, etc.), proved cumbersome to address.</li> </ul>

Strategy	Assessment
Eco-tourism development	<ul style="list-style-type: none"> <li>Security concerns as well lack of access infrastructure, especially in Boma national park undermined development of private sector led tourism investments.</li> </ul>

## E. RELEVANCE TO THE DEVELOPMENT PRIORITIES OF RSS

The BJEL is found relevant to development priorities of RSS and USAID /South Sudan as well as priorities for wildlife conservation and natural resources management. The RSS aspires to *Establishing foundation and processes for biodiversity conservation and land-use management in the Boma-Jonglei landscape, build capacity of Government, civil society and local communities for sustainable natural resource management, improve livelihoods, security, and economic opportunities for local communities, and conserve this remarkable ecosystem and its magnificent wildlife migrations for the benefit of the people of South Sudan and the world.*

### 3.2.3 QUESTION 3

To what extent was BJEL's operational model and project implementation cost efficient and cost effective in achieving the project's expected results in comparison to similar interventions in the region?

The Evaluation assessed how well the various project supported activities transformed the available financial and technical resources into intended outputs and targets in terms of quantity, quality, and timeliness and where applicable, unit cost. The findings and conclusions are presented in the following subsections.

- a. **Operational model:** the BJEL Program operational model involved various institutions at national and landscape level led by WCS working with both central and local government authorities, park management agencies, partner NGOs, private sector, local communities and UN Agencies. This model has been found effective in enabling the mandated institutions (MWCT, NRMG, South Sudan Wildlife Services, national parks authorities, Local Authorities etc.) exercise their mandate. The support to establish foundations for wildlife conservation and natural resources management during the 2008-2011 period at national level created an enabling policy environment for advancing BJEL Program activities in the field. The NGO partners enabled the BJEL Program penetrate the large landscape. However, as earlier indicated, this model was affected by low institutional capacities, insecurity and poor infrastructure for accessing the project sites.
- b. **Landscape approach** was found appropriate for the tackling the threats to wildlife and natural resources within the BJEL Program. The migratory nature of the wildlife population and dynamic driving factors (diverse habitats, seasonal livestock invasions into the wildlife protected areas and migratory corridor), sporadic outbreaks of community level conflicts, etc.) would be best handled at landscape scale hence the approach. The landscape approach aimed to ensure ecological connectivity within the landscape for the benefit of migratory wildlife species. The Threats-based approach ensured that priority actions for addressing key threats were targeted and measurable results defined.
- c. **Engagement with communities** in natural resource management (landscape planning, monitoring wildlife crimes, conservation education, etc.) livelihoods activities (conservation agriculture, sustainable fisheries, craft and bead making, etc.) and local governance (capacity building in conflict management) is found to be an effective model as it aimed to empower the communities to remain stewards to the rich wildlife resources while harnessing the natural resource potentials for their livelihoods and economic benefits. However, as earlier noted,



community empowerment has not yet resulted into the intended outcome due to a number of reasons including: i) low scale activities at involving an insignificant proportion of people in the entire landscape; ii) late start of the livelihoods activities (except in Bandingilo NP); iii) tribal conflicts and overall armed conflicts in Boma and later country wide and associated displacements, among others.

- d. **Capacity building of NGOs** for wildlife conservation, natural resources management and conflict management intended to create national capacity for delivery of the BJEL objectives while building national capacity at the same time. NGOs capacities have been improved and the beneficiary NGOs have potential to engage in conservation but this potential would be fully utilized when there is conducive operational environment (security, infrastructure, government services, etc.).
- e. **Project implementation tools/systems** for procurement, human resources, financial management, planning, partnership strategy, project startup, management arrangements, and implementation and results frameworks have been found satisfactory. The Program has satisfactorily complied with the terms and conditions and reporting requirements of the funding agreements. The evaluation did not come across information to the contrary. However, the PMP is found to have largely focused on monitoring and reporting on performance of WCS. The PMP would have been more effective if also monitored and reported on changes/improvements (outcomes/results) of BJEL Program investments. For example, measuring and reporting on the number of people trained in conservation agriculture is a “performance” measurement while monitoring the extent to which the training has translated into actions and contributed to improved livelihoods would be an “outcome/results” measurement.
- f. **BJEL management and coordination arrangements and practices** were found satisfactory. The Program applied “adaptive management” approach toward to addressing challenges. The Program has been implemented in phases with changing objectives and priorities tailored to address emerging issues over time. Adjustments in program focus were made to continue to address USAID development priorities for South Sudan that included economic growth and conflict management.
- g. The Evaluation is of the view that the Program has performed well in ensuring **value for money**. This evaluation takes into account the prevailing political, security and national economy circumstances. However, the cost of program delivery is deemed costly mainly due to insecurity and poor infrastructure that made transaction costs high in terms of transport, time consuming (operating offsite).

The Mid-term Evaluation (MTE) recommendations related to wildlife conservation and natural resources management were addressed selectively. Significant progress was made in addressing the following aspects in the post MTE work plans and budgets, such as:

- a. Wildlife conservation (migrations and key vulnerable species).
- b. Habitat conservation (savannas, woodlands, Sudd wetland).
- c. Integrated, productive, and sustainable natural resource & land management.
- d. Sustainable revenue generation from environmentally sound livelihoods and natural resource management.

- e. Improved security for local people and wildlife through conservation and protected area management.

On the other hand, the following recommendations did not receive adequate attention:

- a. Budget allocation to Livelihood investments.
- b. Strengthening the linkage between livelihoods and overall program objective which is conservation of wildlife population and habitat.

### 3.2.4 QUESTION 4

What are the critical human and institutional capacity gaps that need to be addressed after this cooperative agreement ends, given increased threats and opportunities facing conservation of biodiversity and capacity strengthening within the protected BJEL landscape?

The Evaluation assessed the likelihood of sustainability of program supported activities after USAID funding has been withdrawn in the context of institutional and human capacities, policy environment and financial capabilities and concluded that most of the Program activities would not be sustainable in the long term if there is not continued external financial and technical support (Table 10).

**TABLE 10: ASSESSMENT OF SUSTAINABILITY OF BJEL PROGRAM ACTIVITIES**

Aspect	Capacities strengthened by the Program	Capacity Gaps
<b>Human resources capacities achieved against the capacities required for continuing the program supported activities.</b>	<ul style="list-style-type: none"> <li>• Law enforcement and anti-poaching</li> <li>• Wildlife surveys</li> <li>• Policy and legal reforms</li> <li>• Tracking trafficking in wildlife products</li> </ul>	<ul style="list-style-type: none"> <li>• Park management and law enforcement</li> <li>• Managing wildlife in conflict situation</li> <li>• Development of livelihoods and economic opportunities (tourism)</li> <li>• Conflict management &amp; Human Wildlife Conflict management</li> <li>• Managing extractive industry in wildlife areas</li> <li>• Climate change vulnerability and mitigation/adaption mechanisms</li> </ul>
<b>Capacity of community and local organizations achieved against capacities required for continued natural resources management/wildlife conservation, anti-poaching and managing illegal movement of wildlife products as well as livelihoods improvement.</b>	<ul style="list-style-type: none"> <li>• Monitoring illegal movement of wildlife products</li> <li>• Land use planning</li> <li>• Designing and delivering livelihoods interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Development of livelihoods and economic opportunities (tourism)</li> <li>• Conflict management &amp; Human Wildlife Conflict management</li> <li>• Climate change mitigation/adaption mechanisms</li> </ul>
<b>Sustainability of the program design/model and implementation approaches toward natural resources management/wildlife conservation and</b>	<ul style="list-style-type: none"> <li>• The following sustainability elements were supported :</li> <li>• Policy and legal reforms</li> <li>• Long term strategies and plans...national and park level</li> <li>• Partnerships and collaboration</li> </ul>	<ul style="list-style-type: none"> <li>• Program design and implementation approach/model is not sustainable if financial and technical support stops now and is security in the project area does not improve.</li> </ul>



<b>livelihoods improvement in context of institutional policy mandates.</b>	<ul style="list-style-type: none"> <li>• Leveraging funding from multiple donors</li> <li>• Capacity building</li> </ul>	
<b>Institutional capacities for managing wildlife and natural resources</b>	<ul style="list-style-type: none"> <li>• Program invested in building capacities for:</li> <li>• Anti-poaching</li> <li>• Access (park roads, airstrip, vehicles, communication facilities, internet, park headquarters and ranger posts, etc.)</li> <li>• Human capacities for wildlife conservation, natural resources management, land use planning, monitoring wildlife trafficking, conflict management, program/project management, M&amp;E, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• The following investments are unlikely to be sustainable</li> <li>• Anti-poaching because of the large size of these national parks and traditional systems and cultures associated with hunting for game meat.</li> <li>• Park roads and other access infrastructure...because of the park may not generate enough revenues for maintaining these facilities to reasonable standard.</li> <li>• Wildlife surveys and monitoring because of the high technology and expertise required.</li> </ul>

### 3.2.5 QUESTION 5

What are some of the lessons learned and recommendations for USAID/South Sudan to best support safeguards of the wildlife populations of South Sudan?

The long duration of BJEL program coupled with the dynamic operational environment has generated useful lessons for the future landscape programs in South Sudan.

- a. **Landscape approach** is suitable for addressing multiple but interrelated social, political, economic and conservation issues in different ecosystems and natural resources over wide geographical area. The landscape approach provides sound basis for tackling multiple factors simultaneously and collectively, in order to appropriately respond to the complex relationship between policy-people-natural resources. In the case of BJEL program, the relationship between wildlife and people in the BJEL landscape is rather complex. They are perceived as well as real relationships with the inhabitants of the BJEL landscape which underpin the current practice of hunting for game meat during certain periods of the year. It is highly probable that hunting for game meat is a livelihood coping mechanism because traditional “hunting” cycles are associated with the dry season and wildlife “migration season” whereby both wildlife and people are faced with food and water scarcity.
- b. **Managing investment in dynamic and complex post-conflict environment:** the BJEL program has succeeded to a good extent by applying adaptive management principles that provided the necessary flexibility for adjustments in the program goals, targets, objectives and results in order to suit the emerging circumstances. Specifically, the program objectives and results not only responded well to the changes in the USAID development goal for South Sudan over the BJEL period, but also, adjustments to suit the prevailing socio-political and security environment were permitted.
- c. **Conservation and natural resources management requires long term investments.** Conservation and natural resources management threats, challenges and priorities shift over time because of external and internal factors. In case of the BJEL landscape, threats have changed in scope to include commercial poaching, commercial agriculture, extractive industry and the conflicts took political dimension. Such a scenario implies that short term investment

would not be adequate. More so, the success of the BJEL program has created need for continued monitoring of the changes in order to ensure that the registered achievements are sustained. Therefore, the long duration of BJEL coupled with adaptive management further strengthen the rationale for long term investment in such programs.

Overall, the BJEL program presents a learning experience for programs or projects operating in post conflict and situations that are often characterized of weak government capacity for law enforcement, regulation and policy implementation. For example, the BJEL model of investing in strengthening policy and legal frameworks in order to create policy environment for tackling challenges in the field, fostering partnerships and collaboration and provision of data to inform decisions, deserve to be replicated in future. The combined Landscape, Translink and Threat-based approaches were suited to the local circumstances in the landscape, such as vast areas, diverse habitats, volatile social-political-economic conditions. Such models would be worthwhile to apply in similar circumstances elsewhere.

### **3.3 EXPERIENCES FROM OTHER LANDSCAPE PROJECTS**

Most other large international wildlife conservation programs have both livelihoods programs targeted to communities and villages around the areas of their national parks. In addition, well-known parks often have large international eco-tourism programs/nature conservancies, such as in Kenya and Tanzania.

Local communities sometimes do not derive much benefit from diverse resources because of local perceptions of the value of these resources. International level recognition of resource such as those in BJEL landscape often does not translate into commensurate value to communities hosting these resources. This calls for orientation toward attaching a real value appreciated to the community. Some communities know already, others take it for granted, and depending on benefits accruing from conservation, some may resist conservation as it may be seen as a net loss for them. Countries like Namibia, Rwanda and Uganda have made good progress in inculcating community values to conservation through benefit/revenue sharing schemes, community conservancies, social development programs that have demonstrated the value of wildlife conservation to their livelihoods.

As in most international donor park programs, the BJEL program has evolved over time to be more focused upon livelihoods activities around the parks. This approach used world-wide is aimed at giving the neighboring villagers both pride in the park, and an economic interest in ensuring it is well-kept. Other large USAID, other international donor, and national government projects in Kenya and Tanzania (Serengeti, Masai-Mara, etc.) and in Bangladesh-India (Sundarban Bengal Tiger Park of 1,320 Km<sup>2</sup>) have similar cross border park management characteristics with the Boma Park on both the RSS–Ethiopia and RSS–Kenya border so as to have much in common with the nearby Ethiopian (ET) Gambella Park on the ET-South Sudanese Park. The BJEL Program and other international donor activities in Boma, Bandingilo and other RSS parks and “protected areas” (e.g., game reserves) are reported to assist the livelihoods of up to 2 million RSS people.

## **4. THE EVALUATION ASSESSMENT**

### **4.1 OVERALL ASSESSMENT**

The overall assessment for the wildlife and natural resources component is presented according to the five standard evaluation criteria namely; relevance, efficiency, effectiveness, impact and sustainability. The information presented in this section complements the performance assessment presented in 3 above as per the evaluation questions set in the TORs.

## **4.2 RELEVANCE**

Overall, the Program is relevant to the priorities and conservation needs for ensuring maintenance of wildlife populations in South Sudan and for sustainable use and management of natural resources for national development of South Sudan and in the BJEL landscape in particular. The Program is found relevant to development priorities of RSS as well as priorities for wildlife conservation and natural resources management.

The major setback toward ensuring stronger relevance has been inadequacies in institutional capacities at national, national park level and among the communities in the landscape, insecurity and community conflicts that continue to cripple the implementation of these foundations.

The Program design and implementation strategies further enhanced the relevance of the Program as they collectively led to safeguarding the wildlife populations.

## **4.3 EFFICIENCY**

Overall, the Program has been successful in establishing foundations and processes for wildlife conservation and natural resources management at national and landscape level. The key achievements are traceable at the national level (policies, legislation, standards and regulations, information and scientific data on status and trends in wildlife and natural resources, national capacity to engage in international and regional conservation policy and processes, partnerships among RSS ministries and agencies and between RSS and CSO and private sector partners and, capacity for regulating wildlife trafficking), land scape level (park management plans, land use plans, park management presence and operations) and at community level (capacity of local communities and local authorities for wildlife conservation, conflicts management and sustainable natural resource management). As a result of these foundations and achievements, wildlife populations and their habitats in the BJEL has been maintained, in spite of persistent poaching.

With regards to performance, the program has satisfactorily achieved performance indicators in the PMP, with exceptional performance in targets for patrols and aerial surveys. Given the prevailing political and security environment, the progress made by the Program is commendable since the factors that hindered better performance were external to the program.

The Program has facilitated the development of proposals for designating migration and other biodiversity corridors protected areas. The program identified Loelle Zone and the area stretching from Kenya border through Alabilab Plain northeast to the Ethiopian border as candidate areas for legal protection. These proposals are in draft form by time of this evaluation awaiting government approval.

## **4.4 EFFECTIVENESS**

The Program has done a commendable job in strengthening presence of park management at field level, establishing policy/legal and procedural foundations for sustainable natural resources management and wildlife conservation, controlling trafficking in wildlife products, regional collaboration in anti- poaching as well as natural resources planning.

Efforts to achieve stronger capacities have been undermined by the low staffing both at national and national park level, persistent conflicts over control and use of land in the BJEL, and general insecurity in the national parks, remoteness of the parks and poor or no access to the parks and for park

operations, continued weak socio- economic base that leads to high dependence on wildlife resources (bush meat and other products).

National policy and legal framework remain weak due to delayed enactment of crucial legislation, even though the program facilitated development of policies and bills/acts, as well as weaknesses in enforcement and ensuring compliance.

Overall, capacities for ensuring sustainable management of natural resources in the BEL remain low and inadequate to ensure the achievement of the overall Program objective.

The Program has supported preparation of Park management plans for Boma and Bandingilo National Parks and developing a framework for designing integrated landscape plans. The MWCT endorsed the proposal for expansion of the Bandingilo National Park to the north and east doubling the size of the Park. Proposals for creating additional protected areas in the corridor have remained inconclusive and await government approval.

This level of performance is attributed to limitations to access most of the locations in the landscape as well as inter-community conflicts associated with control of land and resources therein.

## **4.5 IMPACTS**

The BJEL Program interventions have achieved fewer impacts than anticipated, mainly due to factors external to the Program. The political dynamics of RSS and policy level engagements have not provided the anticipated environment for implementation of the BJEL Program. National level capacities and processes have provided limited policy guidance to the Program. Insecurity and poor infrastructure in the landscape have not only presented operational challenges, but have also rendered targeted communities less active in Program activities while providing opportunities for poaching and trafficking wildlife products.

The following are the impacts realized by the Program.

- a. Increased appreciation of need to protect wildlife resources within the BJEL landscape. This impact is which is evident in government policy document and at international, national and to large extent at landscape level has been realized due to publicity of the wildlife resources and challenges for maintaining the wildlife populations through technical publications, awareness and advocacy/lobby campaigns, in country and external partnerships, among others. The visit to Boma by USAID administrator in May 2017 has significantly contributed to the international profiling the plight of wildlife populations of RSS.
- b. The populations of large mammals have been maintained, albeit continued poaching. There is evidence of reduced poaching in form of closed bush meat shops, reduced seizures of ivory and bush meat, increased dispersal area of antelopes and abandoned commercial charcoal production enterprise in Boma National park. This is attributed to strengthened anti-poaching activities, monitoring of trafficking in wildlife products (including the Canine Unit) and overall, sustained management of presence within the two national parks.
- c. The wildlife habitats have been maintained, or improved in some locations through reduction or elimination of commercial and subsistence agriculture, reduced illegal commercial charcoal production, delayed or blocked extractive industry activities and road infrastructure development.

- d. Foundations for sustaining livelihoods in form of capacities for conflict management/peace building, implementing livelihood activities (e.g., conservation agriculture, sustainable fisheries) and frameworks for land use planning and management.

Program interventions have changed the lives of people who have participated in training on sustainable fishing, cooperative management, awareness education and conservation farming among others. Before intervention, these people were depending on bush meat and other animal by-products as source of income and food. However, because of program intervention, they started to get income from other sources than selling bush meat and wild animal products. Indeed, to quote from one of the beneficiaries, their: “because of the fishing and gardening we felt food secure and our families are able to save money and offset debts. Other youth said: Now I can generate income from fishing and gardening, I need not to kill animals again. Hunting is too risky one can loss his life easily.

- e. Communities have demonstrated significant interest and potential for developing community conservation partnerships with the program: The Pari community in Lafon (southern Bandingilo), Anyuak community in Pochalla (northeastern Boma) and Murle community in Nyalongoro (eastern Boma) have demonstrated significant interest and potential for developing community conservation partnerships with the program (these areas also have significant potential for eco-tourism and are a priority for reducing poaching).

## 4.6 SUSTAINABILITY

Overall, the sustainability of the Program-supported investments may not be guaranteed in the long-term. The application of BJEL Program design and implementation approaches (Landscape approach) will be sustainable only if there is continued financial and technical support as well as security in the project areas to permit conservation and development work. The capacities put in place by the Program such as policy and legal frameworks, long-term conservation and management strategies and plans at national and park level, partnerships, etc. may continue to less effective due to low financing and security concerns. The following activities or investments that require significant financial resources are highly susceptible to being short-lived if there is no continued financing support:

- a. Anti-poaching because of the large size of these national parks and poor access and road infrastructure.
- b. Wildlife surveys and monitoring because of the high technology and expertise required.
- c. Livelihood activities (conservation agriculture, sustainable fisheries, etc.) because they require up scaling in order to benefit more people in the landscape.

## 4.7 GENDER

Gender is defined as participation of women, youth and men in the planning and implementation of Program supported activities. The Program has strived to integrate gender by emphasizing men and women’s participation in all activities and has segregated performance indicators and reporting on gender by sex. This is a well-meaning intention for the program. However, the assessment finds the performance indicator based on number of men and women trained inadequate to capture all gender issues pertaining to Program implementation. For example, the gender roles and participation in the following activities could have been added:

- a. Conflict and peacebuilding efforts.

- b. Capacity building for local authorities and communities in wildlife management and monitoring poaching and movement of illegal wildlife products.
- c. Access and use of resources from the national parks (e.g., firewood, pasture, water, etc.).

In addition, the project supported activities, especially livelihoods, which have responded toward addressing gender disparity at household level. This is mainly due to the traditional fabric of the communities the project is working with: e.g., when OSDI started an apiculture project in Nyat, all participants were men as traditionally women can't be involved in apiculture. For other livelihood interventions men are often higher in number despite the efforts under the Program to have 50-50 participation of men and women.

WCS took affirmative action to provide employment opportunities to women who are hired as camp workers at WCS camp (10 out of 14 fulltime workers) and casual workers in infrastructure maintenance (Nyat airstrip and park/access roads).

The current wildlife conservation activities (mainly in form of law enforcement) do not provide opportunities convenient for engaging women, elderly and physically handicapped people. Such opportunities may be available in future when the security situation improves and investments in tourism, sustainable natural resource use, value addition, etc. are developed.

## **5. CONCLUSION AND RECOMMENDATIONS**

### **5.1 CONCLUSION**

Overall, the BJEL Program has been a successful investment addressing priority wildlife conservation and natural resources management priorities and needs of South Sudan. The Program has succeeded in establishing foundations for long term conservation and in demonstrating the conservation approaches that are relevant to conservation needs in the South Sudan. The primary goal of ensuring survival of wildlife population has been reasonably realized but more investments are needed to consolidate these foundations.

Overall, the BJEL Program has significantly contributed to maintaining wildlife populations in the BJEL landscape. The diverse wildlife, both flora and fauna, have survived some of the most violent years in the country's history. Human activity in Boma – Bandingilo landscape has remained predominantly related to pastoralism and associated human activities depicting complex linkages between wildlife and natural resources and peoples socio-economic and livelihood aspiration. Conflicts over resources use and control have persisted in spite of the Program efforts.

The BJEL Program operational model that involved various institutions at national and landscape level led by WCS working with both central and local government authorities, park management agencies, partner NGOs, private sector, local communities and UN agencies has been found effective in enabling mandated institutions (MWCT, NRMG, South Sudan Wildlife Services, national parks authorities, Local Authorities etc.) exercise their mandate.

Capacities for wildlife conservation and natural resources management have been strengthened to varying degrees of achievement. Development of national level policy and legal frameworks, strategies and guidelines has greatly benefitted from the BJEL program. Partnerships between Government ministries and agencies and NGOs, Private sector, UN agencies and other development assistance agencies have been supported and strengthened. Inter-agency collaboration mechanisms and processes such as the NRMG have been strengthened by the Program. Capacity of park authorities and local

communities for park management, monitoring wildlife crimes and conflict management has been strengthened.

The BJEL program faced enormous external challenges over the entire period that rendered the program operations risky, costly and sometimes, halted implementation. Most of these challenges were tackled during implementation.

The Mid-term Evaluation (MTE) recommendations related to wildlife conservation and natural resources management were addressed selectively. Significant progress was made in addressing the recommendations that were found tenable in subsequent period /work plans. However, recommendations aimed at strengthening livelihood component received less attention than should have been the case. For example, budget allocation to livelihood investments remained small in comparison with the scope of work.

## **5.2 RECOMMENDATIONS**

### **5.2.1 WILDLIFE AND NATURAL RESOURCES MANAGEMENT**

The following recommendations for consolidating achievements in wildlife and natural resources management are proposed:

1. Continue to provide support implementation of Park management plans for Bandingilo and Boma National Parks focusing on capacities for anti-poaching, conflict management, wildlife management. The core capacities include human skills, field equipment and logistics, access infrastructure (roads), etc.
2. Address hunting (and poaching): This recommendation recognizes that there is ban on wildlife hunting by the GRSS Law. In spite of the law and ban, hunting/poaching continues to take place. Part of the challenge that has sustained poaching is the complex relationship between wildlife and livelihoods and the relationship between hunting season and migration seasons. Hunting coincides with the dry season when there is less food for the people and when animals are migrating to low lands and Sudd region/Nile for water and pasture. In this case, both people and wildlife are looking for food. The recommendation further recognizes the difference between subsistence hunting and commercial hunting for commercial purposes, including sale of bush meat and trophies (elephant tusks, hides of leopards, etc.). It is recommended that approaches for tackling hunting should distinguish between commercial hunting/poaching for bush meat trade and trophies and hunting for bush meat that is rooted within the culture and tradition in order to be more effective. It further recommended scaling up the success story of the Canine Unit at Juba Airport to other major trade routes/roads. Synchronize anti-poaching interventions with the dry season, i.e., intensify anti-poaching during the dry season /wildlife migration seasons.
3. Capacity for wildlife conservation: continue logistical and technical support to park staff (Warden and rangers). A capacity needs assessment of core technical competencies such as wildlife management, protected areas management, conflict management, community outreach and relationships, etc. should be conducted and capacity building program tailored to these needs. Logistical support in critical management areas (patrolling/anti-poaching) is recommended.
4. Engagement with local communities: recognize dynamics of land and resource ownership and influential actors or champions who mobilize communities and inhabitants in the landscapes to support conservation objectives, and also address conflicts over control and use of land resources.



5. Strengthen the linkage between wildlife conservation and livelihood investments and provide adequate investments alternatives that address livelihoods pressure on the wildlife and natural resources within the protected areas. In addition, upscale the livelihoods components to cover wide areas/benefit more people. Increase capacity of NGO partners to deliver more services through increased budget and monitoring outputs and impacts.
6. Explore opportunities for entering Public-Private-Partnerships for the managing Boma and Bandingilo national parks (or portions of the national parks) and targeted location within the migratory corridor in order to strengthen management presence on the ground while reducing the capacity burden faced by RSS.
7. Monitoring Program performance and impacts/outcomes: include impact or outcome indicators in the PMP.

## 5.2.2 LIVELIHOOD RECOMMENDATIONS

1. Increase supports to local NGO partners to enable them consolidate and scale up livelihood activities support and peace building initiatives. The current NGO partners have improved capacity to deliver on their task. NGOs specialized in conflict management/peace building may be required to focus on this aspect. This requires increased budget allocations compared to the concluded phase and modification in implementation approaches so as to cut down on administrative and supervisory costs. Priorities for support should be further examined to ensure that they are directly addressing or supporting the livelihoods that hitherto depended on resources within the park. There is need to initiate activities targeting strengthening community resilience to climate change.
2. Support establishment of Community Conservancies and benefit sharing arrangements as strategies for boosting opportunities for ownership of conservation actions as well as providing incomes and other livelihoods benefits. Setting up Community Conservancies or benefit sharing schemes will require policy guidelines as well as technical support.
3. Promote Value addition and value chains for some of the resources within the BJEL (e.g., Gum (Ayod, Lafon), shea butter, Boma wild coffee). This will require initial investments in assessing the viability of such value chains and policy reforms for attracting, licensing and regulating the value chains investments.
4. Engage with humanitarian and development partners, particularly those with USAID funding, to spatially plan and coordinate programming to optimize positive community livelihoods, rural development, conflict reduction, and conservation benefits and minimize negative impacts on biodiversity. This will ensure that conservation of wildlife resources is integrated in the broader social and economic development agenda in the BJEL landscape.

## 5.2.3 POLICY RECOMMENDATIONS

There is urgent need for government:

- a. Lobby for approval of the following policy and legal frameworks and guidelines that were prepared in concluded phase: i) National Tourism Strategy and associated Regulation, ii) Strategic Plan for the NRMG; iii) Proposals for extending size of protected areas; iv) Natural Resources Policy, v) Framework for Land use Planning.

- b. Increase capacity for park management through deployment of staff and providing logistical support.
- c. Increase capacity for monitoring and controlling trafficking of wildlife products by installing additional monitoring stations on major trade routes.
- d. Initiate or catalyze formal trans-boundary collaboration with Ethiopia, Uganda for the management of shared trans-boundary resources, as well as collaboration in fighting wildlife crimes.
- e. Initiate policy reforms and initiatives to address climate change.

## 6. ANNEXES

### 6.1 ANNEX I: EVALUATION QUESTIONS DETAILS

**Q1: How effective was the BJEL project in achieving project objectives? Please explain reasons for achievement and non-achievement.**

The Evaluation Team understood that this question required the Evaluation to assess the extent to which the program outputs/targets were achieved and the extent to which they contributed to achieving the over-all program objectives. The evaluation examined all of the components of project implementation, including: the causal logic from plans, activities, outputs, outcomes, and higher-level results; achievement or progress towards objectives/planned results; and documented reasons for the achievement/non-achievement of intended results.

Specifically, the evaluation will assess the:

- a. Degree/level of achievement of project outputs/results, including wildlife populations.
- b. Extent to which pressures on natural resources/ wildlife (poaching/trade/conflicts over use/capacity/extractive industry were addressed or responded to).
- c. Extent to which livelihoods have improved as a result of project interventions.
- d. Extent to which communities and local organizations are: i) engaged in managing natural resources, ii) controlling poaching and illegal wildlife trade, iii) engaged in livelihood improvements interventions).
- e. Un-intended/unplanned achievements by the project (positive or negative).

**Q 2: Did the project achieve the right focus and balance in terms of design, theory of change/development hypothesis, and strengthening strategies for sustainable safeguards of the wildlife population needs of South Sudan?**

The Evaluation Team understood that this question required the Evaluation to assess the extent to which BJEL correctly addressed the program aims of:

- a. Improving management of South Sudan's natural resources (and conservation wildlife populations in the program area).
- b. Decrease poaching and movement of illegal wildlife and wildlife products.
- c. Enhancing the economic opportunities and livelihoods of the people in the Program area.
- d. Reducing conflicts relating to access and use of natural resources.

The Evaluation made reference to the baseline information contained in the 2007 survey reports, the priority issues of concern that formed basis for the BJEL interventions, the assumptions behind the program, as well as the Theory of Change and assess the:

- a. Appropriateness of the following program investments to the identified problems/concerns, and Theory of Change.
- b. Strengthen institutional capacity to sustainably manage resources for their long-term interests.

- c. Develop participatory land-use planning, zoning, and resource management.
- d. Conserve biodiversity through protected area management, monitoring, ecotourism.
- e. Development, and other incentives for sustainable land use and resource management.
- f. Improve community livelihoods and economic enhancement.
- g. Relevance to the development priorities of RSS and USAID/South Sudan.
- h. Relevance to wildlife conservation priorities of RSS.
- i. Relevance to the livelihoods of the affected people/communities.
- j. Validity of the assumptions.

**Q 3: To what extent was BJEL's operational model and project implementation cost efficient and cost effective in achieving the project's expected results in comparison to similar interventions in the region?**

The Evaluation Teams understood that this required an assessment of how well the various project supported activities transformed the available financial and technical resources into intended outputs and targets in terms of quantity, quality, and timeliness and where applicable, unit cost. In this regard, the Evaluation assessed cost-effectiveness by measuring qualitative and quantitative outputs, in relation to the following project interventions:

- a. Engagement with communities to: i) strengthen natural resource management, ii) improve other livelihood interventions and; iii) local governance;
- b. Decreasing conflict over resource use by: i) strengthening community involvement and capacity to sustainably manage resources for their long-term interests; ii) strengthening the capacity of South Sudan's local organizations involved in wildlife protection, anti-poaching; and
- c. Assisting SS Local Organizations to effectively implement their livelihood activities in high priority biodiversity landscape with the aim of having significant positive impacts related to conservation, community security, and resilient livelihoods.

Specifically, the evaluation assessed the:

- a. Degree/level of achieving project targets against time lines and budget and the underlying reasons for achievement and/or non-achievement (success factors/inhibiting factors).
- b. Success/level of capacity building effort as a strategy for strengthening local institutions, communities for natural resources management (wildlife conservation) and livelihoods improvements.
- c. The extent to which Mid-term review (and other management or financial reviews) recommendations were addressed.
- d. The extent to which project design/delivery model (Landscape approach) for achieving project results/outputs (including partnerships and collaboration among partners) contributed to the success of the project.
- e. Adequacy of the project implementation tools/systems (for procurement, human resources, financial management, planning, partnership strategy, project startup, management arrangements, and implementation) and results frameworks.

- f. The extent to which management and coordination issues, challenges encountered were dealt with and the best practices to learn from.
- g. Cost-efficiency in terms of management efficiency and quality of results (Value for money).
- h. Degree or level of compliance with funding agreement and contractual obligations.

**Qn. 4: What are the critical human and institutional capacity gaps that need to be addressed after this cooperative agreement ends, given increased threats and opportunities facing conservation of biodiversity and capacity strengthening within the protected BJEL landscape?**

The Evaluation Teams understood that this required an assessment of the likelihood of sustainability of program supported activities after USAID funding has been withdrawn in the context of institutional and human capacities. The Evaluation treated this question as part of the over-all assessment of sustainability of the program supported activities also in the context of policy environment and financial capabilities.

Specifically, the evaluation:

- a. Assessed human resources capacities achieved against the capacities required for continuing the program supported activities.
- b. Assessed community and local organizations achieved against capacities required for continued natural resources management/wildlife conservation, anti-poaching and managing illegal movement of wildlife products as well as livelihoods improvement.
- c. Assessed the sustainability of the program design/model and implementation approaches towards natural resources management/wildlife conservation and livelihoods improvement in context of institutional policy mandates.
- d. Assessed the sustainability of conservation and livelihoods activities promoted by the project.

**Qn. 5: What are some of the lessons learned and recommendations for USAID/South Sudan to best support safeguards of the wildlife populations of South Sudan?**

The evaluation teams understood that this required an analysis of lessons from the program implementation experiences and documenting these lessons and experiences to inform future programming for USAID/South Sudan, the implementing partner (WCS), Government of the Republic of South Sudan (GRSS) entities and other donor organizations in their future planning of similar wildlife conservation and biodiversity programs aimed at accelerating economic growth and reducing wildlife poaching and trafficking. The Evaluation also undertook desk/online review similar or related land scape approach programs in the South Sudan and the eastern Africa region (Uganda, Tanzania and Kenya) and derived comparative experiences and lessons.

Specifically, the evaluation assessed:

- a. The key lessons from the 10 years of program implementation. Lessons learned will focus on program design, implementation approaches in post conflict circumstances.
- b. How lessons been applied over time to inform subsequent phases of the program and over-all program implementation?
- c. How lessons can be used to inform future planning of similar or related programs?

## **Assessment of Gender**

In addition to the five evaluation questions, the Evaluation included an assessment of the extent to which the program implementation approach and delivery mechanisms incorporated gender considerations because of likely implications program activities, especially, on conflict management, livelihood improvements, capacities of communities, have direct dimensions on gender roles and other aspects of inclusiveness of vulnerable groups (youth, elderly, physically disadvantaged people, etc.).

Specifically, the Evaluation assessed:

- a. Gender considerations in program design/model and implementation approach and decision-making processes.
- b. Gender and inclusiveness in natural resources management.
- c. Gender and inclusiveness in livelihood improvements.
- d. Gender and inclusiveness in capacity building for communities and local organization.

## 6.2 ANNEX 2: THE EVALUATION MATRIX

### A. KEY BENCHMARKS

KEY A. Benchmarks		KEY B. Data Collection Methods	KEY C. Data Analysis Methods	
KEY				
Targets				
X1	Phase I Initial Target (Oct 2008-Sept 2011)			
X2	Phase II (Oct 2011- Sept 2016)	Key Informant Interviews	Data Analysis Methods	Evaluation Questions
X3	Phase III (Oct 2017-Sept 2017)	Focus Group Discussions (FGDs)	Descriptive Statistics (frequencies, trend analysis, cross tabulations, pivot tables)	1, 2, 3, 4, 5
Baseline Value		Group Meetings (GM)	Content (or Pattern) Analysis of qualitative data (e.g. group discussion documentation: open-ended mini-survey questions)	1, 2, 3, 4
Y1	Values at start of project Phase I (2008-2011)	Observations	Comparisons	1, 2, 3, 4
		Mini-Surveys <sup>12</sup>	Integrated Mixed Methods Analysis of overlapping data points/Findings Synthesis	1, 2, 3, 4
		Document Review	Gap analysis	5
Y2	Actual outputs as per BJEL Reports (Sept 2011- Sep 2016)	Imagery Analysis	Source: SOW (2017)	
Y3	Base line values for cost-extension Phase (Oct 2016- Sept 2017)			

<sup>12</sup> Due to time constraints and uncertainties over security in the BJEL operational area, this method may not be applied



## B. EVALUATION MATRIX

#	Key Evaluation Questions	Indicators	Targets			Baseline values					Sources	Methods	Respondents	See Above Key C: Data Analysis Methods
			Oct 2008-Sept 2012	Oct 2012-Sept 2016	Oct 2016-Sept 2017	Cumulative 2008-2017	2008-2011	2012-2016	2016-2017	Cumulative 2008-2017				
Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies (OECD).														
I	Evaluation Question: Did the project achieve the right focus and balance in terms of design, theory of change/development hypothesis, and strengthening strategies for sustainable safeguards of the wildlife population needs of South Sudan?													
	What is the size of the area of biological significance (ha.) whose management has improved as a result of USD assistance	No. hectares in areas of biological significance under improved management as a result of USG assistance	9.3	32.45	10.0	47.7	0	20.6	5.3	25.9	WCS Work Plans (2008-2016) Annual Reports (2009- 2016)	Document Review Imagery Analysis	WCS MWCT	See Above Key C: Data Analysis Methods
	No. of beneficiaries whose benefits have increased from the livelihood interventions	Number of people with increased economic benefits derived from sustainable natural resource management and conservation as a result of USG assistance	2,340 M=205 F= 185	11,910 M= 1,121 F= 797	2,046 M=218 F= 123	11,226 M=953 F=848	0 M= 0 F=0	7,056 M= 819 F=357	2,046 M= 218 F= 123	2,751 M= 1,037 F= 480	WCS Work Plans (2008-2016) Annual Reports (2009- 2016) Local Communities reports Case studies of successful livelihood interventions	Document Review FGDs	WCS Local /NGO partners	as above

The length of the patrol covered (measured in km)	Number of km. patrolled (and associated catch per unit effort and encounter rate data) by wildlife forces, and km coverage by aerial patrols A= Aerial G= Ground	G=17,000 A=37,740	G=34,324 A=132,152	G=10,000 A=60,000	G=61,324 A=229,892	G=2,700 A=34,040	G=36,479 A=155,157	G=106,383 A=282,567	G=145,562 A=471,764	WCS Work Plans (2008-2016) Annual Reports (2009-2016) Aerial survey reports Park patrol reports	Document Review	WCS MWCT	above
How many men were involved in project implementation	Number of men involvement in project implementation	819	1,689	TBD <sup>13</sup>						WCS Annual Reports (2009-2016) Quarterly Reports (Oct 2016-June 2017) Monitoring reports from Local Communities	Document Review	WCS Local Community	as above
How many women were involved in project implementation	Number of female involvement in project implementation	357	563	TBD						WCS Annual Reports (2009-2016) Quarterly Reports (Oct 2016-June 2017) Monitoring reports from Local Communities	Document Review	WCS Local Community	as above

<sup>13</sup> To be determined from Annual report for 2016-17

**Efficiency: assessment of how well the various project supported activities transformed the available financial and technical resources into intended outputs and targets in terms of quantity, quality, and timeliness and where applicable, unit cost.**

**2 Evaluation Question: To what extent was BJEL's operational model and project implementation cost efficient and cost effective in achieving the project's expected results in comparison to similar interventions in the region?**

Specific Questions	Evaluation Question	Source of Information	Method	Respondents	Data Analysis method
What were the program achievements? What were the success factors? What were the inhibiting factors	Degree/level of achieving project targets against time lines and budget and the underlying reasons for achievement and/or non-achievement (success factors/inhibiting factors	WCS Annual Reports (2009-2016) Quarterly Reports (Oct 2016-June 2017)	Document Review KI, FGD interviews Field Obs.	WCS Partner NGOs Beneficiaries	See Above Key C: Data Analysis Methods
What capacities were targeted/strengthened for each category of institution What capacities were targeted/strengthened for each component (wildlife conservation + livelihoods) What capacity improvements have been realized (human skill, institutional facilities and management and administration systems, networking, etc.	Success/level of capacity building effort ...as strategy for strengthening local institutions, communities for natural resources management (wildlife conservation) and livelihoods improvements.	WCS Annual Reports (2009-2016) Quarterly Reports (Oct 2016-June 2017)	Document Review KIs, FGD interviews Field Obs.	WCS MWCT Partner NGOs Beneficiaries	as above
To what extent were the MTR and other management or financial reviews, if applicable) recommendations addressed in subsequent work plans and implementation strategies and approaches What limitation were uncouncted in addressing the MTR recommendations	Extent to which Mid-term review (and other management or financial reviews, if applicable) recommendations addressed.	Annual work plans (Sept 2012- October 2016) WCS management response to MTR	Document Reviews KIs,	WCS USAID	as above

<p>How beneficial were the partnerships and collaboration at national level and field level in activity implementation?</p> <p>What factors influenced partnerships?</p> <p>To what extent did the BJEL implementation approaches provide the mechanism for addressing the project objectives?</p> <p>What lesson do you learn from the project approaches?</p> <p>To what extent were gender issues integrated?</p>	<p>Extent to which project design/delivery model (Land scape approach) for achieving project results/outputs (including partnerships and collaboration among partners) contributed to the success of the project.</p>	<p>MTR report</p> <p>Annual reports (Sept 2012- October 2016)</p> <p>Collaboration/partnership agreements/MoUs</p> <p>Partner(s) report to WCS Meeting(s) Reports</p>	<p>Document Reviews</p> <p>KIIs,</p>	<p>WCS</p> <p>Partner Institutions</p> <p>Local Organizations</p>	<p>as above</p>
<p>What M&amp;E systems were applied and how effective were they?</p> <p>How effective were the financial, administration procedures?</p> <p>How effective were HR policies and procedures in project implementation?</p> <p>What were the limitations and how were these overcome?</p> <p>What lessons did we learn from the experiences of implementation?</p>	<p>Adequacy of the project implementation tools/systems (for procurement, human resources, financial management, planning, partnership strategy, project startup, management arrangements, and implementation) and results frameworks.</p>	<p>Financial reports/Audit reports</p> <p>Annual Reports</p> <p>Financial, HR and administration policies and guidelines</p> <p>CFA</p> <p>Grant agreements</p>	<p>Document Reviews</p> <p>KIIs,</p>	<p>WCS</p> <p>MSI</p>	<p>as above</p>
<p>What were the key management and coordination issues/ challenges faced and how were these overcome?</p> <p>What were lessons learnt that are beneficial to future</p>	<p>Extent to which management and coordination issues, challenges encountered during implementation were dealt with and the best practices to learn from.</p>	<p>Project reports (2009-2017)</p> <p>Technical Study reports</p> <p>Baseline survey reports</p> <p>Supervisory mission reports</p> <p>Meeting reports</p>	<p>KIIs, FGDs,</p>	<p>MWCT</p> <p>WCS, USAID</p> <p>Implementing partners + Local organizations</p>	<p>as above</p>

projects applying landscape approaches?					
Compliance with funding agreement terms and conditions (reporting, budget performance) Were there been any significant management and audit queries regarding project implementation. If yes, how has the issues raised been addressed.	Cost-efficiency in terms of management efficiency and quality of results (Value for money).	Document Review Project reports (2009-2017) Management and Audit reports and correspondences Meeting reports	WCS, Implementing partners + Local organization	KIIs, FGDs,	as above
<b>Effectiveness: assessment of the extent to which the project outputs/targets were achieved and the extent to which they contributed to achieving the over-all project objectives</b>					
<b>3 Evaluation question: To what extent was BJEL's operational model and project implementation cost efficient and cost effective in achieving the project's expected results in comparison to similar interventions in the region?</b>					
What outputs and result have been achieved? What factors led to this level of achievements? What were the limiting factors that affected full achievement and how were these limitations overcome? What lessons were learnt during implementation?	Degree/level of achievement of project outputs/results, including wildlife populations.	Project Annual Reports (2008-2017) Aerial Survey reports MTR Local NGO/Community reports	MWCT WCS Park Staff NGO partners Local Communities Wildlife Rangers/Wardens	KIIs FGDs Imagery assessment	as above
What outputs and result have been achieved What factors led to this level of achievements What were the limiting factors that affected full achievement	Extent to which pressures on natural resources/ wildlife (poaching/trade/conflicts over use/capacity/extractive industry were addressed or responded to)	Project Annual Reports (2008-2017) Aerial Survey reports MTR Local NGO/Community reports	MWCT NRM Group WCS Wildlife Rangers/Wardens	KIIs FGDs Imagery assessment	as above

What lessons were learnt during implementation?					
What were the livelihood interventions supported by the project?					
What livelihoods aspects have changed as a result project intervention?	Extent to which livelihoods have improved as a result of project interventions.	Project Annual Reports (2008-2017	WCS	FGDs,	as above
What were the success/limiting factors? How were limiting factors overcome or addressed?		Partners progress reports	Partner Organizations	KIIs	
What lessons did we learn?		Technical assessment reports	Local Authorities/Local leaders	Field Observations	
		Field observations	Beneficiaries		
Which community or local organization were involved and in what activity?	Extent to which communities and local organizations are: i) engaged in managing natural resources, ii) controlling poaching and illegal wildlife trade, iii) engaged in livelihood improvements interventions).	Project Annual Reports (2008-2017	WCS		as above
What were the modalities for their engagement?		Partners progress reports	NRM Group	FGDs,	
Were these modalities satisfactory; if yes; how; if no: what aspects did not work well?		Technical assessment reports	Partner Organizations	KIIs	
		Field observations	Local Authorities/Local leaders	Field Observations	
		Local NGO/Community reports	Beneficiaries		
What were the intended and unintended impacts did the project create at national and land scale level?	Un-intended/unplanned achievements by the project (Positive or negative)	Project Annual Reports (2008-2017	WCS		as above
To what extent do you find these impacts contributing to the over-all objectives and result of the project?		Partners progress reports	NRM Group	FGDs,	
		Technical assessment reports	Partner Organizations	KIIs	
		Field observations	Local Authorities/Local leaders	Field Observations	
		Local NGO/Community reports	Beneficiaries		
Sustainability: Assessment of the likelihood of sustainability of program supported activities after USAID funding has been withdrawn in the context of institutional and human capacities					
4 Evaluation Question: What are the critical human and institutional capacity gaps that need to be addressed after this cooperative agreement ends, given increased threats and opportunities facing conservation of biodiversity and capacity strengthening within the protected BJEL landscape?					

<p>What capacities were built and how many people benefitted (Segregate by: gender).</p> <p>What approaches were used for capacity building and how were they effective?</p> <p>What is the key capacity gaps (in relation to the project goal) not yet addressed?</p> <p>To what extent have these capacities been utilized to support the project goal?</p>	<p>Assess human resources capacities achieved against the capacities required for continuing the program supported activities.</p>	<p>Training capacity building reports</p> <p>Annual Reports (2008-2017)</p> <p>Local NGO/Community reports</p>	<p>MWCT</p> <p>NRM Group</p> <p>WCS</p> <p>NGO partners</p>	<p>KIIs</p> <p>Beneficiaries (trained people)</p>	<p>as above</p>
<p>What institutional capacities were built and how many institutions benefitted (Segregate by: levels, government and non-government)</p> <p>What approached were used for institutional capacity building and how were they effective?</p> <p>What are the key institutional capacity gaps (in relation to the project goal) not yet addressed?</p> <p>To what extent have these capacities been utilized to support the project goal?</p>	<p>Assess community and local organizations achieved against capacities required for continued natural resources management/wildlife conservation, anti-poaching and managing illegal movement of wildlife products as well as livelihoods improvement.</p>	<p>Training capacity building reports</p> <p>Procurement/financial reports</p> <p>Annual Reports (2008-2017)</p>	<p>MWCT</p> <p>NRM Group</p> <p>WCS</p> <p>NGO partners</p>	<p>KIIs</p> <p>Beneficiary institutions)</p>	<p>as above</p>
<p>To what extend has the landscape approach been institutionalized at policy and implementation levels? Specify institutions, policies, management practices.</p> <p>Is there similar landscape approach based</p>	<p>Assess the sustainability of the program design/model and implementation approaches towards natural resources management/wildlife conservation and livelihoods improvement in context of institutional policy mandates.</p>	<p>Donor/Institutional websites</p> <p>Ministries websites/documents</p> <p>Annual reports (2008-2017)</p>	<p>MWCT</p> <p>NRMG</p> <p>WCS</p> <p>USAID</p> <p>NGO Partners</p>	<p>KIIs</p>	<p>as above</p>



programs/project in RSS? Specify their focus and where they are being implemented, lead players (Donors, RSS agencies, other)		Local NGO/Community reports			
What were the conservation and livelihood activities supported by the project?					
What is the level of uptake of the livelihoods interventions?		Annual reports (2008-2017)	MWCT	KIIs	
Which activities have gained independence from project support but remaining ongoing or having increased?	Assess the sustainability of conservation and livelihoods activities promoted by the project.	Field observations	NRMG	FGDs	as above
What are the factors to influence sustainability of these activities?		Local NGO/Community reports	WCS	Field observations	
			NGO Partners		
			Beneficiaries		
Assessing and documenting lessons learnt					
Identify/state the key lessons in the 10-yr. period of the program	The key lessons from the 10 years of program implementation (focusing on program design, implementation approaches in post conflict environment).	Annual Reports (2008-2017)	MWCT		
		Other documents	NRMG	KIIs	as above
			WCS	FGDs	
			NGO Partners		
			Beneficiaries		
Has their efforts to utilize lessons from previous work to inform subsequent activities? Give examples.	How lessons been applied over time to inform subsequent phases of the program and over-all program implementation?	Annual work plans and reports (2008-17)	MWCT		
		Local Community/NGO work plans and reports	NRMG	KIIs	as above
			WCS	FGDs	
			NGO Partners		
What are your views on how these lessons can be better utilized in future?	How lessons can be used to inform future planning of similar or related programs		MWCT		
			NRMG	KIIs	as above
			WCS	FGDs	
			NGO Partners		

## 6.3 ANNEX 3: LIST OF DOCUMENTS REVIEWED

Project documents
USAID-WCS-GRSS Agreement (2008) 2008 Original cooperative agreement with Technical proposal and results framework in annex 1 <sup>st</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices
WCS-EPP-A00-06-00014-00 Ext (July 2011)
WCS-EPP-A00-06-00014-00 Ext- cost Application (Aug 2011)
WCS - South Sudan-USAID Program (2017)
USAID-WCS-GRSS Project Summary (June 2012)
Approval pages for Extension (Oct 2016-Sept 2017)
Application to Increase the Total Estimated Amount (TEA), Expand the Program Description (PD), and Extend the Estimated Completion Date for the Boma-Jonglei-Equatoria Landscape (BJEL) Program in South Sudan (September 30 <sup>th</sup> 2016-September 29 <sup>th</sup> 2017)
Request to Increase the Total Estimated Amount (TEA), Expand the Program Description (PD), and Extend the Estimated Completion Date for the Boma-Jonglei-Equatoria Landscape (BJEL) Program in Southern Sudan with Wildlife Conservation Society (WCS) (September 30 <sup>th</sup> 2016-September 29 <sup>th</sup> 2017)
GRSS – WCS Cooperative Agreement (2007)
MCWT-WCS Agreement (2007)
Boma Jonglei Landscape (BJE) - Strategy document (August 2010) This shows the program strategic approach (pre-war). This includes some clarifications for USAID and response to Mid-Term Evaluation recommendations (those which we felt were useful and merited, those which we deemed erroneous were ignored). WCS indicate that this document was shared and discussed with USAID Second document sent in confidence on COB Friday 22-Sep-2017 from WCS Regional East African Office in Nairobi (former Country Director of WCS South Sudan Co. Offices).
Project Document for (4) Four Fiscal Years, US\$16 million (July 2011). This includes updated results framework with conflict mitigation and was drafted for USAID South Sudan. It was the key document that was attached to the more legal documents via the Contracts Office that enabled the adopted by year extension 3 <sup>rd</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices
Conflict and Conservation Note, Program Summary, and Success Story (All 3 documents developed for USAID during early 2014)
4 <sup>th</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices
Crisis Action Plan Conflict (March 2014) Reviewed & Adopted together with USAID
5 <sup>th</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices
One Year for Cost Extension & Strategic Framework (September 2016) for October 2016 through September 2017, Drafted for USAID South Sudan
6 <sup>th</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices
Aerial Survey Press Release (May 2017) By WCS for USAID South Sudan ( <a href="https://newsroom.wcs.org/News-Releases/articleType/ArticleView/articleId/10089/South-Sudan-Wildlife-Surviving-Civil-War-but-Poaching-and-Trafficking-Threats-Increase.aspx">https://newsroom.wcs.org/News-Releases/articleType/ArticleView/articleId/10089/South-Sudan-Wildlife-Surviving-Civil-War-but-Poaching-and-Trafficking-Threats-Increase.aspx</a> )

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**Project documents**

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7<sup>th</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices

BJEL Program Note, Accomplishments, Lessons, & Priorities for Next 3 Years (June 2017) Drafted for USAID South Sudan.

8<sup>th</sup> Document Sent in-confidence on COB Friday 22-Sep-2017. Reviewed in confidence from WCS Regional East African & South Sudan Co. Offices

Annual Work plans and budgets

Performance Monitoring Plan (Nov 2011)

Updated PMP 2012 -

Summary of Progress indicators (PMP 2012)

Updated PMP 2016

Extension Budget (September 2016-October 2017)

Budget Narrative (Funded Extension October 2016-September 2017)

Work plan (September 2016-September 2017)

WCS Final Work plan (Sept 2015 – October 2016)

Work plans 2008, 2009, 2010, 2011, 2012, 2013, 2014, 2016, 2017

Project Reports Annual (Programs and Financial)

Annual Report 2009, 2010, 2011, 2012, 2013, 2014, 2015, 2016,

Summary of FY14 Annual Progress Report: Key Achievements, Challenges and Way Forward

Quantitative Impact Indicators and Financial Information (Oct – Dec 2014)

Summary of Indicators Extract from FY15 Annual Report

Project Progress Reports – quarterly

BJEL Quarterly Report (2009- June 2017)

Technical Reports and Publication

An assessment of conservation values of Bor County and recommendations for their protection through land-use planning processes (2013)

Aerial Survey of Wildlife and Human Activity in Key areas of South Sudan (2015-2016)

Conservation, Land, and Natural Resource Management for Conflict Mitigation and Economic Growth in Boma-Jonglei-Equatoria Landscape, South Sudan (August 2012)

Wildlife Conservation Outreach and Education Campaigns' Western Corridor of Bandingilo National Park Legeri Boma- Mangalla Payam Terekeka County C.E.S (23<sup>rd</sup> - 28<sup>th</sup> July 2013)

Wildlife Conservation Outreach and Education Campaigns

Southern Boundary- Bandingilo National Park Liria Payam-Juba County C.E.S (17<sup>th</sup> - 19<sup>th</sup> July 2013)

New legislation designed to guide the development of South Sudan's Tourism, Wildlife and Protected Areas Sectors (July 24, 2013)

Conservation, Land and Neural Resources Management for Conflict Mitigation, Security and Economic Growth in Boma-Jonglei-Equatoria Landscape (Issued June 2017)

Socio-Economic Survey of the Eastern Sector of the Boma-Jonglei Landscape (April 2011)

Briefing note on conflict and conservation linkages and their critical importance to stabilization and economic growth in the Republic of South Sudan (June 2012),

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**Project documents**

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A Review of the Emerging Natural Resource Policy Framework with Recommendations for Harmonization and Best Practice (2011)

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Monitoring/Evaluation/Supervision Reports

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Midterm Evaluation Report (Conservation of Biodiversity across the Boma-Jonglei Landscape of Southern Sudan) (June 2012)

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Data Quality Assessment Checklist and Recommended Procedures

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Meting Record...project Coordination (22 Aug 2013).

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Reports on the protected areas and natural resource management training of local government delegates and traditional chiefs held in Boma (April 2009).

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NRMG strategic plan (2009-2011).

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Report on Aerial surveys of wildlife, livestock, and human activity dry season (2008).

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Maps of survey, patrol, and improved management coverage (Jan-Sept 2009),

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USAID-WCS-GRSS Success Story (June 2012).

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Note BJEL-WCS South Sudan Project (June 2017).

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USAID-WCS GRSS Conflict linkages (June 2012).

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Data Quality Assessment Checklist and Recommended Procedures

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## **6.4 ANNEX 4: LIST OF PEOPLE INTERVIEWED**

## 6.5 ANNEX 5: BJEL PROGRAM PARTNERS

Category	Institution	Mechanism/mode of engagement	Role
Donor	USAID (US\$ 36.2 million)	Funding Agreement (US\$ 36.2 million)	WCS co-financing M&E function subcontracted to MSI
	Other Private Donors	US\$ 3.0million	Leverage funding to USAID investment
Government Agencies	Ministry of Wildlife Conservation and Tourism Ministries of Natural Resources Management Group Boma-Jonglei, Eastern and Central Equatoria States Local Government Agencies.	General Cooperation Agreement between GRSS and WCS Exclusive Cooperation Agreement with MWCT for management of the Boma-Jonglei Landscape.	Targeted for: Institutional building National level coordination Policy reforms/policy strengthening Park /wildlife management Livelihoods initiatives Political leverage
Implementer	WCS	Funding Agreement with USAID	Over-all Implementer
	MSI	USAID Sub-contractor	M&E Functions/services
Local NGO Partners	Community Empowerment for Progress Organization (CEPO) Open Source Development Initiative (OSDI) Anyuak Recovery Trust (ART) Peace and Development Collaborative Organization (PDCO)	Grant agreements (for implementing specific activities)	Capacity building/institutional building Implementer( at field level)
Other in-country Partners	South Sudan Law Society (SSLS) Local journalists and Media outlets Inter-news South Sudan, Natural Resource Conservation Network (NRCN) Eagle Network, National Ivory Monitoring and Elephant Protection Strategy/Initiative African Parks Network Regional USG supported anti-trafficking initiatives Interpol Lusaka Agreement Task Force HOA Wildlife Enforcement Network.	<i>Formal mechanism for partnership with SSLS under negotiation</i>	Peer-to-peer learning, information exchange, sharing of experiences

Collaborating institutions (International agencies and NGOs)	UNDP UNEP FFI	Peer-to-peer learning, information exchange, sharing of experiences
Private Sector	Northern Rangelands Trust	Peer-to-peer learning, information exchange, sharing of experiences
Humanitarian Agencies	Catholic Relief Services Global Communities Vistas/AECOM CARE Oxfam	Peer-to-peer learning, information exchange, sharing of experiences



## 6.6 ANNEX 6: BJEL THREAT ANALYSIS

Local conditions	2007	2016
Indirect Threats to Boma-Jonglei landscape	<p>Weak land, environment, and natural resource management capacity</p> <p>Inadequate regulatory framework for natural resource management</p> <p>Poor governance and insecurity in remote rural areas</p> <p>Uncontrolled concession allocation and poor management</p> <p>Poorly planned major development projects (e.g. dams, road networks, potential Jonglei canal re-opening)</p> <p>Lack of employment and economic opportunities in rural areas</p> <p>Lack of transparency and monitoring of extractive industry</p>	<p>Ongoing armed conflict in some areas</p> <p>Natural resources used to finance and support conflict</p> <p>Food insecurity</p> <p>Displaced people</p> <p>Tribal violence (cycles underlying and current armed conflict)</p> <p>Conflict over land and water</p> <p>Governance confusions (Fed, State, GPA, etc.)</p> <p>Economic crisis (rampant inflation)</p> <p>Weak land, environment, and natural resource management capacity</p> <p>Inadequate regulatory framework for natural resource management</p> <p>Poor governance and insecurity in remote rural areas</p> <p>Uncontrolled concession allocation and poor management</p> <p>Poorly planned major development projects (e.g. dams, road networks...)</p> <p>Lack of employment and economic opportunities in rural areas</p> <p>Lack of transparency and monitoring of extractive industry</p>
Direct Threats to Boma-Jonglei landscape	<p>Habitat loss and fragmentation</p> <p>Over-exploitation of wildlife species for commercial gain and subsistence</p> <p>Community conflicts over land and natural resources</p> <p>Pollution from extractive industry (oil, mining, etc.)</p>	<p>Bush meat and ivory poaching and trafficking (both inside and trans-boundary) (including armed groups involvement)</p> <p>Ivory trafficking (and links for armed actors)</p> <p>Over-exploitation of wildlife species for commercial gain and subsistence</p> <p>Rapidly expanding charcoal production /deforestation (groups controlling)</p> <p>Uncontrolled natural resource extraction (minerals (gold), timber, ivory, etc.)</p> <p>Habitat loss and fragmentation</p> <p>Community conflicts over land and natural resources</p> <p>Pollution from extractive industry (oil, mining, etc.)</p> <p>Climate change</p>
Opportunities	<p>Establish protected areas and amplify conservation with linkages with security (prevent and resolve land conflicts, improve security)</p> <p>Professionalization of Wildlife Staff and PA management</p>	<p>Integrate NRM and Conservation principles and mechanisms in peace process and governance at all levels</p> <p>Employ wildlife as positive neutral entry point to conflict resolution and peace building national, state, local</p>

Local conditions	2007	2016
	<p>Trans-boundary cooperation with Ethiopia, Kenya and Uganda</p> <p>Pastoralism-wildlife partnerships focusing on improving security, wildlife monitoring, wildlife-livestock-human health, grazing management linked to land-use planning/ zoning and climate change adaptation.</p> <p>Land-use planning and management (resolution of local land conflicts, multi-sectoral coordinated zoning, etc.)</p> <p>Oil and mining concession private sector engagement</p> <p>Eco-tourism promoting high value tourism development focusing on the great migrations and intact wilderness habitat.</p> <p>Climate change mitigation (carbon sequestration/ REDD) and climate change adaptation (sustainable rangeland management).</p>	<p>Improve mechanisms for conflict management: Understand underlying drivers of conflicts (land, grazing, tribal cycles) and politicization, Update information about how current conflict relates to history and divers, taking into potential climate change factors impacting conflicts. Review traditional conflict resolution mechanisms and new ones for peace and reconciliation. Monitor implementation.</p> <p>Awareness raising campaign targeting key groups and stakeholders on wildlife and NRM- include messaging with peace messages (including elephant protection)</p> <p>Community based conservation-security partnerships (future potential community conservancies)</p> <p>Protected areas management contributing to improving security people and wildlife (including employment in remote zones). Securing infrastructures, stabilizing areas, facilitating delivery of assistance.</p> <p>Full chain wildlife law enforcement anti-trafficking and anti-poaching securing wildlife, keeping ivory on the elephants, address trans-boundary and security issues, enhance civil society partnerships</p> <p>Livelihoods (including NTFP ) stabilization and food security through community cooperation</p> <p>Monitoring (security, NRM, human activity, wildlife, etc..) and adaptive intervention adjustments</p> <p>Land-use planning to resolve and avoid land conflicts</p> <p>Spatial and thematic Inter-sectoral adaptive planning and coordination of inputs</p> <p>Transparency and monitoring and management of natural resource sector (oil and pipeline), mining, forestry, agriculture, wildlife, etc.) – NRM authority</p> <p>Extractive industry and development infrastructure planning to ensure sound development and avoid conflicts</p> <p>Climate change mitigation (carbon sequestration/ REDD) and climate change adaptation (sustainable rangeland management).</p>

## 6.7 ANNEX 7: DETAILED PERFORMANCE ASSESSMENT

### PERFORMANCE ASSESSMENT (DECEMBER 1, 2008 – SEPTEMBER 2011)

Component	Assessment			
	Targets			
Wildlife conservation (migrations and key vulnerable species)	PMP Indicator: No of Km patrolled by wildlife forces and aerial surveys			
	Assessment: Exceeded targets			
	Patrol Method	Total Target KM ((2009-2011))	Actual realized	Excess (km)
	Land	16,000.0	18,873.0	2,873
	Aerial	24,420.0	97,307.0	72,887

Routine land patrols facilitated with field equipment, food rations, payment of field allowances.

Migratory routes were mapped and migrations monitored periodically by aerial surveys.

Key species, especially the elephants were monitored and monitoring results reported periodically.

By August 2013, the following areas were identified and recommended for protection of wildlife or continued conservation.

Level	Conservation Targets	Locations	Conservation coverage
<b>System</b>	1. The ungulate migrations	Boma NP/ Zeraf area (dry season) Bandingilo NP (wet season) Wildlife Corridors	White-Eared Kob Tiang Mongalla Gazelle, Reedbuck, Eland
<b>Habitat</b>	2. Intact savanna habitat	Boma NP – Bandingilo NP (including the area in-between)	Key breeding areas for migratory species, Elephants, Lions
	3. Wetlands & Flooded grasslands (Sudd & Guam)	Zeraf Reserve and surrounding Toich	Key dry season resource for herbivores. Important resident wildlife; Shoebill, Nile Lechwe, Elephants, Buffalo
		Boma NP	Hippo
	4. Semi-arid habitat	Proposed Loelle NP	Elephants, Kudu, Eland, Beisa Oryx
<b>Species</b>	5. Elephants	Entire landscape	-

	6. Giraffe	Boma, Bandingilo NPs, Acacia SW Ayod zone	-
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**Source: WCS 2017 Reports, KIIs & FG Surveys**

**Habitat conservation (savannas, woodlands, Sudd wetland)**

PMP Indicator: No ha of land under improved management  
Assessment: Exceeded targets

Target (2009-2011) Million ha	Actual (2009-2011)
5.5 ha	5.8ha

Area under agricultural encroachment was reduced  
Successfully de-campaigned the construction of Juba-Bokor road that was supposed to be constructed across Bandingilo NP.  
Management Plans for Boma and Bandingilo National Parks were prepared in 2011/2012 and updated in 2015 but their implementation was disrupted by insecurity and conflicts.  
Land cover maps for critical locations were prepared and disseminated.

**Integrated, productive, and sustainable natural resource & land management.**

PMP Indicator: No ha of land under improved management  
Assessment: Satisfactory

Preliminary roadmap for multi-sectoral land-use and conservation planning for the Boma-Jonglei-Equatoria Landscape covering 200,000km<sup>2</sup>  
Management plans for Bandingilo and Boma national parks  
Conservation agriculture involving >4,000 people

**Sustainable revenue generation from environmentally sound livelihoods and natural resource management**

**PMP Indicator: No of people with increased economic benefits**  
**Assessment: Satisfactorily**

Methods	Target 2008-2011	Actual 2008-2011	%age
All	1,260.0	4,308.0	241.90%
Men & Women	210.0	718.0	241.90%
Men	110.0	516.0	369.09%
Women	100.0	202.0	102.00%

Development of National Tourism Strategy and associated Regulations were completed in 2013. Limited progress in implementation of this target due to insecurity in the tourist destinations in the landscapes.

**Improved security for local people and wildlife through conservation and protected area management**

**PMP Indicator: No of Km patrolled by wildlife forces and aerial surveys**  
**Assessment: Exceeded targets**

Patrol Method	Total Target KM ((2009-2011)	Actual realized	Excess (km)
Land	16,000.0	18,873.0	2,873
Aerial	24,420.0	97,307.0	72,887

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	<p>Facilitated ranger patrols in Bandingilo and Boma national parks through provision of field equipment, food rations, field transport</p> <p>Improved access to and within the national parks (rehabilitated and maintained Nyat airstrip, maintained park roads within national parks, provided radio/satellite phones and other forms of e-communication facilities.</p> <p>Increased/sustained park management presence through logistical support to anti-poaching patrols, aerial surveys, peace building efforts.</p> <p>Supported conservation awareness campaigns carried out by rangers and partner NGOs.</p>
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## OBJECTIVES

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<p><b>Obj.# 1.</b> <b>Strengthen institutional capacity for sustainable management of natural resources.</b></p>	<p>Assessment: Satisfactory</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <p>Policy and legal (area activities)</p> <p>Supported Policy and legal reforms (wildlife, natural resources, tourism, concessions and anti-trafficking of wildlife products).</p> <p>Provided scientific data and information about wildlife population, migrations, poaching and illegal use of natural resources within the landscape, e.g., charcoal</p> <p>National institutional arrangements (area activities)</p> <p>Facilitated Technical Policy and Legislation Committee of the MWCT</p> <p>Facilitated functioning of NRMG on technical matters</p> <p>Facilitated national participation in CITES and Arusha Declaration.</p> <p>Landscape/Parks</p> <p>Park infrastructure development including headquarters building at Nyat/Boma National Park, Bandigilo as well as 3 ranger outposts at Boma, Bandingilo and Lafon which were completed in 2012.</p> <p>Maintenance of some of the park access roads in Boma and Bandigilo national parks.</p> <p>Provided field equipping and communication facilities (radios, internet).</p> <p>Trained &gt;450 park staff (mainly rangers) in various aspects of wildlife management, anti- poaching and monitoring wildlife populations.</p> <p>Provided logistical support to rangers to conduct patrols (vehicles, field equipment's and food ration).</p> <p>Community and Local Authorities (area activities)</p> <p>Over 700 community members and local authorities were trained in sustainable natural resources management and/or biodiversity conservation.</p> <p>Increased awareness about the significance of wildlife conservation and relationship with sustainable livelihoods.</p> <p>Monitored trafficking of wildlife products.</p> <p>Facilitated natural resource conflict surveillance systems through conservation-security partnerships</p> <p>Partner NGOs, i.e., CEPO, ART, OSDI &amp; PDCO (area activities)</p> <p>Strengthened capacities of Partner NGOs in the following aspects:</p>
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	<p>Lobbying for the application of PWYP principles in the Extractive industry /Oil Peace building and conflict management</p> <p>Project/program implementation and coordination (grant management, monitoring and evaluation, community cooperatives, sustainable fisheries, women empowerment, enterprise development, etc.)</p> <p>Over-all, capacities for ensuring sustainable management of natural resources in the BEL remain low and inadequate to ensure the achievement of this objective because of:</p> <p>Low staffing both at national and field level and low capacity for law enforcement, monitoring compliance</p> <p>Persistent conflicts over control and use of land in the BJEL</p> <p>Insecurity in the national parks</p> <p>Poor or no access roads</p> <p>Delayed enactment of legislation</p>
<b>Obj.# 2. Develop participatory land-use planning and resource management</b>	<p>Assessment: Satisfactory.</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <p>Preparation of Park management plans for Boma and Bandigilo national parks in 2013 (revised 2015)</p> <p>Developed framework for designing integrated landscape plans</p> <p>Conducted socio-economic and aerial surveys</p> <p>Developed proposals for creating additional protected areas in the corridor (however, these proposals are pending government approval).</p> <p>State level LUP processes were designed and launched.</p> <p>This level of performance is attributed to limitations to access most of the locations in the landscape as well as inter-community conflicts associated with control of land and resources therein.</p>
<b>Obj.#3. Conserve biodiversity through protected area management, monitoring, eco-tourism development, and other incentives for sustainable land use and resource management</b>	<p>Assessment: Satisfactory</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <p>Maintained management presence in Boma and Bandingilo national parks through direct logistical support to park management operations despite the armed conflict in the region.</p> <p>Provided scientific data and information on biodiversity (wildlife populations, migrations, wildlife poaching and anti-trafficking of wildlife products).</p> <p>Developed frameworks for promoting and regulating private sector led investments in (eco) tourism (however, the framework is pending government approval).</p> <p>Over-all, the conservation of biodiversity has improved albeit outstanding challenges of institutional capacities to plan, manage, control and provide incentives for sustainable land use and natural resources management.</p>
<b>RESULTS</b>	
<b>Results</b>	<b>Assessment</b>

<b>Definition of policy and conservation measures for conservation of the wildlife migrations</b>	<p>Assessment: Partial Achievement &amp;/or Ongoing</p> <p>The Program supported Ministry of Wildlife Conservation and Tourism to develop Wildlife policy and legislation that provide among others, measures for conservation of migration corridors. Delays to enact the legislation have undermined the realization of this result because these measures have remained largely un implemented. However, defining conservation measures remain an active/longing process in order to ensure policy responses to emerging issues such as extractive industry in the Bandingilo and Boma national parks, wildlife migration corridors and key natural habitats.</p>
<b>Establishing protected areas in Boma and Bandingilo, identifying and securing key corridors</b>	<p>Assessment: Partial achievement &amp;/or Ongoing</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <p>Identified Loelle Zone and the area stretching from Kenya border through Alabilab Plain northeast to the Ethiopian border as candidate areas for legal protection</p> <p>Facilitated the development of proposals for designating migration and other biodiversity corridors protected areas. These proposals are pending government approval.</p>
<b>Creating the planning process and policy environment to support sustainable natural resource management in the Boma-Jonglei-Landscape</b>	<p>Assessment: Partial Achievement &amp;/or Ongoing</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <p>Supported the NRMG to develop a framework for planning and ensuring sustainable use of natural resources in the BJEL landscape. This framework is pending approval by government.</p> <p>Supported preparation and implementation of park management plans for Boma and Bandingilo national parks.</p>



## PERFORMANCE ASSESSMENT (NOVEMBER 2011 - SEPTEMBER 2016)

Component/Activity	Assessment
<b>Targets</b>	
Policy, planning and institutional frameworks and tools land use management, wildlife conservation, and natural resource management in the Boma-Jonglei-Equatoria landscape	<p><u>Assessment:</u> Partial Achievement &amp;/or Ongoing</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <ul style="list-style-type: none"> <li>❖ Supported the NRMG to develop a framework for planning and ensuring sustainable use of natural resources in the BJEL landscape. This framework is pending approval by government.</li> <li>❖ Supported preparation of park management plans for Boma and Bandingilo national parks.</li> </ul>
Capacity of government, civil society and local communities for natural resources management	<p><u>Assessment:</u> Satisfactory</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <p><b>Policy and legal</b> (work area activities)</p> <ul style="list-style-type: none"> <li>❖ Supported Policy and legal reforms (wildlife, natural resources, tourism, concessions and anti-trafficking of wildlife products).</li> <li>❖ Provided scientific data and information about wildlife population, migrations, poaching and illegal use of natural resources within the landscape, e.g., charcoal</li> </ul> <p><b>National Government Organizational Strengthening</b> (work area activities)</p> <ul style="list-style-type: none"> <li>❖ Facilitated Technical Policy and Legislation Committee of the MWCT</li> <li>❖ Facilitated NRMG at Technical levels.</li> <li>❖ Facilitated national participation in CITES, Elephant Protection Initiative and Arusha Declaration.</li> </ul> <p><b>Landscape/Park</b> (work area activities)</p> <ul style="list-style-type: none"> <li>❖ Park infrastructure development including headquarters building at Nyat/Boma National Park, Bandigilo as well as 3 ranger outposts at Boma, Bandingilo and Lafon which were completed in 2012.</li> <li>❖ Maintenance of some of the park access roads in Boma and Bandigilo national parks.</li> <li>❖ Equipping parks with radios and other communication facilities/equipment's.</li> </ul>

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- ❖ Training >450 park staff (mainly rangers) in various aspects of wildlife management, anti- poaching and monitoring wildlife populations.
  - ❖ Logistical support to rangers to conduct patrols (vehicles, field equipment's and food ration.

**Community Organization s & Local Governments** (work area activities)

- ❖ Over 700 community members and local authorities have been trained in sustainable natural resources management and/or biodiversity conservation.
- ❖ Awareness about the significance of wildlife conservation and relationship with sustainable livelihoods.
- ❖ Monitoring trafficking of wildlife products.
- ❖ Conservation-security partnerships and real-time natural resource conflict surveillance systems.

**Partner NGOs:** CEPO, ART, OSDI & PDCO. (area activities)

The following capacities of Partner NGOs were strengthened:

- ❖ Lobbying for the application of PWYP principles in the Extractive industry /Oil
- ❖ Peace building and conflict mitigation.
- ❖ Conservation awareness raising.
- ❖ Project/program implementation coordination and management (grant management, Monitoring and Evaluation, Community Cooperatives, Sustainable Fisheries, Women Empowerment, Enterprise Development, etc.)

Over-all, capacities for ensuring sustainable management of natural resources in the BEL remain low and inadequate to ensure the achievement of this objective without strong international partner support.

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**Conflict and Security**

**Assessment:** Ongoing

The BJEL program has faced serious conflict and security setbacks during its tenure. These issues are deemed beyond the scope of the BJEL program. The following investments were either partially implemented or postponed:

- ❖ 2015/2016 wildlife surveys did not cover Zeraf and Meshra GRs due to security concerns.
  - ❖ Some infrastructure investments in Boma National park had to be called off or postponed in 2013 due to inaccessibility and hostile environment/insecurity. This affected road works, ranger patrols, rehabilitation of the Wildlife Training Centre at Boma. The Park HQ as
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	<p>overrun and looted by DYY forces in April 2013 and the SPLA also then looted twice. SPLA killed the Park warden Brig. Kolor Pinot (who had been working with WCS on BJEL since 2007) and 6 Murle officers at Kathangor Mtn at this time.</p> <ul style="list-style-type: none"> <li>❖ The program mobilized and trained local communities around the two national parks in monitoring poaching and trafficking wildlife products, engaging in agriculture and economic activities, albeit a very small scale.</li> </ul> <p>Due to security concerns, project transactional costs have tended to be high due to need to ensure safety of personnel and equipment. Indeed, the BJEL lost investments during the raid on WCS Boma field site and Boma Park headquarters where project equipment, infrastructure and other installations were vandalized and looted. WCS and SSWs staff had to temporarily move out of the area and the Boma National Park Warden was assassinated.</p>
Landscape/ecosystem conservation	<p><u>Assessment:</u> Satisfactory.</p> <p>The following are the specific achievements or investments that have been realized by the program.</p> <ul style="list-style-type: none"> <li>❖ Supported preparation of Park management plans for Boma and Bandigilo national parks</li> <li>❖ Developed framework for designing integrated landscape plans</li> <li>❖ Developed proposals for creating additional protected areas.</li> <li>❖ Supported advocacy and lobby action that resulted into cancellation of plans to construct Pibor-Juba road and mining concession allocations in Boma.</li> </ul> <p>This level of performance is attributed to limitations to access most of the locations in the landscape as well as inter-community conflicts associated with control of land and resources therein.</p>
<b>Objectives</b>	
TOI: Institutional Strengthening.	<p><u>Assessment:</u> Satisfactory</p> <p>BJEL Program entered partnerships with 4 NGOs that have enabled implementation of livelihoods intervention in Boma and Bandingilo national parks.</p> <p>The following capacities of Partner NGOs were strengthened:</p> <ul style="list-style-type: none"> <li>❖ Project/program implementation coordination and management (grant management, Monitoring and Evaluation, Community Cooperatives, Sustainable Fisheries, Women Empowerment, Enterprise Development, etc.)</li> </ul>

	<ul style="list-style-type: none"> <li>❖ Community engagement.</li> <li>❖ Peace building and conflict mitigation.</li> <li>❖ Conservation awareness raising</li> <li>❖ Lobbying for the application of PWYP principles in the Extractive industry /Oil</li> </ul>
Strengthen institutional capacity of RSS, State, and local communities for sustainable land-use planning, natural resource management and conservation contributing to stabilization and economic growth in the Boma-Jonglei-Equatoria Landscape.	Same as above
TO2: Land and natural resource management.	Same as above
Develop sustainable land-use plans and natural resource management systems for Jonglei and Eastern Equatoria, and northeastern Central Equatoria States integrating conservation and sustainable environmental management practices, reducing conflict and promoting economic growth.	Same as above
TO3: Conflict Sensitive Conservation and Protected Area Management.	Same as above
Mitigate conflict and improve security through protected area and corridor management conserving the great	Same as above

wildlife migrations, biodiversity, and vast savannas, wetlands, and forests of the landscape.	
TO4: Livelihoods and Economic Opportunity Enhancement.	Same as above
Improve security and natural resource management through enhancing economic opportunities through eco-tourism, design of climate change adaptation and mitigation tools, and development of diversified sustainable livelihoods opportunities.	Same as above
<b>Results</b>	
Foundations and processes for land, conservation, and natural resource management in the Boma-Jonglei-Equatoria landscape	Same as above
Capacity of government, civil society and local communities	Same as above
Reduced conflict and improved security	Same as above
Enhance livelihoods and economic opportunities for local communities	Same as above
Conserved ecosystem	Same as above

## PERFORMANCE ASSESSMENT (OCTOBER 2016- SEPTEMBER 2017)

Component/activity	Assessment
<b>Cost Extension 2016/2017</b>	
<b>2016/17 Targets</b>	
Critical threats and opportunities facing the country	<p>Largely as stated above</p> <p>BJEL supported South Sudan Wildlife Services (SSWS) to install a Canine Unit at Juba International Airport to curb trafficking of wildlife products. This unit has proved successful in detecting contraband that has been confiscated by the Government. Since 2015, 930 kilograms of ivory and more than 10 tons of bush meat have been seized in the protected areas, at the borders and at Juba International Airport. The evaluation confirmed interest by MWCT to install similar units on all major roads and airports.</p>
Foundations for conservation	Same as above
Anti-trafficking	Same as above
Community partnerships	Same as above
Land and natural resource management	Same as above
Conflict mitigation	Same as above
Economic growth	Same as above
<b>Objectives</b>	
Capacity building for sustained management of natural resources	Same as above
Participatory Land Use Planning, Zoning, and Resource Management	Same as above
Conserving biodiversity through protected area	Same as above

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management and conflict  
sensitive conservation

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Improved community  
livelihoods and economic  
enhancement.

Same as above

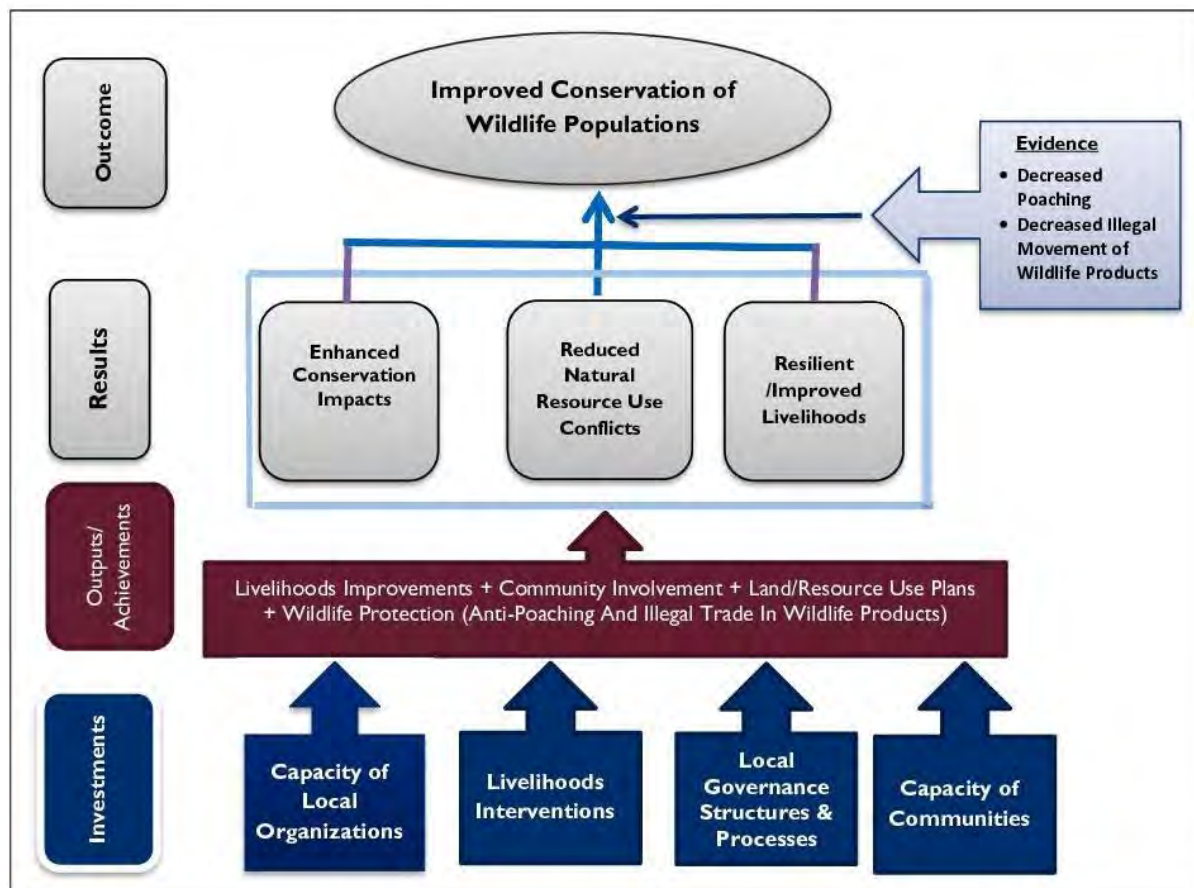
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## 6.8 ANNEX 8: THEORY OF CHANGE

According to the SoW, the ToC in 2008 was: If livelihood interventions and their local governance are improved and there is decreased conflict over resource use by strengthening community involvement and capacity to sustainably manage resources for their long-term interests as well as strengthen the capacity of South Sudan's local organizations involved in wildlife protection, anti-poaching, and assist them in effectively implementing their livelihood activities in high priority biodiversity landscape with the aim of having significant positive impacts related to conservation, community security, and resilient livelihoods, then conservation of South Sudan's wildlife populations will be improved and poaching and movement of illegal wildlife and wildlife products will decrease.

The Evaluation Team have understood that over-all, the project design aimed at **strengthening capacities** of government agencies, local institutions and communities for **sustaining the high wildlife populations**, **addressing conflicts** over natural resources, **natural resources management** over-all, **tackling poaching and illegal movement** of wildlife products. The Evaluation Team describes the ToC diagrammatically in the figure below.



## **6.9 ANNEX 9: SCOPE OF WORK**

### **Statement of Work (SOW)**

Final Performance Evaluation of Conservation, Land and Natural Resource Management for Conflict Mitigation and Economic Growth in South Sudan – May 2017

#### **I. Purpose**

USAID/South Sudan is soliciting the services of a contractor to conduct the final performance evaluation of the Boma-Jonglei-Equatoria landscape (BJEL) program from the period 1 December 2008 to 30 September 2017.

The program is in its last year of implementation and is required to conduct a Final Performance Evaluation facilitated by external consultants. USAID/South Sudan intends that the evaluation be an effective learning tool that can be used by USAID/South Sudan, the implementing partner, Government of South Sudan (GOSS) entities and other donor organizations in their future planning of similar conservation and biodiversity programs aimed at accelerating economic growth and reducing wildlife poaching and trafficking. The overall deliverable under this SOW will be a comprehensive Evaluation Report that addresses the evaluation questions. The overall objective of the evaluation is to assess the effectiveness, efficiency, sustainability and impact of the Project.

Design and implementation will be closely coordinated with USAID/South Sudan and its main implementer, Wildlife Conservation Society (WCS) and its government counter parts Ministry of Wildlife Conservation and Tourism (MWCT), Natural Resources Management Group (NRMG); State governments of Jonglei, Eastern Equatoria and Central Equatoria; local governments; Communities and Private sector (oil, tourism, mining, etc.).

#### **II. Background**

##### **Project Identification Data**

Project: Boma Jonglei and Equatoria Landscape

Award No: Agreement Award No. 650-A-00-08-00019-00

Award Dates: December 1, 2008 to 30 September 2017

Funding: \$36,252,700

Implementer: Prime: Wildlife Conservation Society (WCS)

AOR: Lemi Lokosang

## Project Description (PD)

After nearly 30 years of neglect, recent evidence has shown that the Boma Jonglei and Equatoria landscape is an area of tremendous conservation importance at the national, regional and international levels. The 200,000 km<sup>2</sup> BJEL comprises approximately 40% of South Sudan, harbors the world's second greatest mammal migration, and directly provides livelihoods for some two million people of twelve ethnic groups. This landscape is the largest expanse of substantially intact wildlife habitat in East Africa, possessing spectacular high altitude plateaus and escarpments, wooded savanna, grassland savanna, wetlands and flood plains. Hundreds of species of birds, including the rare *Shoebill*, dwell here or visit on annual migrations between Eurasia and Africa.

Following the signing of the Sudan Comprehensive Peace Agreement (CPA) which ended the civil war between northern and southern Sudan in 2005, the newly formed GOSS was eager to learn the status of its wildlife heritage. Consequently, USAID/South Sudan funded WCS to undertake an extensive aerial wildlife survey over much of Southern Sudan in January and February of 2007. The findings of the survey were beyond all expectations, demonstrating that indeed substantial numbers of wildlife throughout these remote grasslands continued to thrive. The migrations of white-eared kob, tiang and Mongalla gazelle in Boma and Jonglei were found to be substantially intact, totaling more than 1.2 million animals, numbers comparable to those of the 1980s. Elephant populations were found to have increased in the Sudd wetlands, rising from an estimated population of 4,000 to about 6,000 animals. The endemic Nile lechwe was also found to persist, and lions and wild dogs survived in good numbers. However two species of sedentary ungulates, such as buffalo and hartebeest, were found to have declined in drastic numbers. Most species also persist in Southern National Park, but in greatly reduced numbers. It is still unknown whether rhino exist in South Sudan.

The surveys also revealed that resource extraction plans are ongoing since the signing of the CPA in January 2005. Oil companies were active in ecologically sensitive areas of Jonglei and concessions were being opened across Southern Sudan, covering the great migration corridors and several protected areas. Mining permits have been awarded in Eastern Equatoria State. All this expansion of land-use pressures, including extractive industry, were and still taking place without proper land-use planning that might help to balance competing claims in light of sustainable development objectives.

The BJEL project aimed at improving conservation of South Sudan's wildlife populations, decrease poaching and movement of illegal wildlife and wildlife products through engagement with communities to strengthen natural resource management, improve other livelihood interventions, and their local governance, and decrease conflict over resource use, by strengthening community involvement and capacity to sustainably manage resources for their long-term interests as well as strengthen the capacity of South Sudan's local organizations involved in wildlife protection, anti-poaching, and assist them effectively implement their livelihood activities in high priority biodiversity landscape with the aim of having significant positive impacts related to conservation, community security, and resilient livelihoods.

The following sets of technical activities were designed to achieve program objectives.

**1. Strengthen institutional capacity for sustainable management of natural resources;** through research and studies on natural resource management, concession allocation guidelines, incorporate monitoring information and spatial data to inform strategies; support Ministry Of Wildlife Conservation and Tourism forces for protected area management; train community leaders in protected area management and provide technical advice to GOSS officials on policy issues and development of relevant wildlife laws and regulations.

**2. Develop participatory land-use planning, zoning, and resource management through:**

Applied research and monitoring of wildlife, livestock, human activity to inform management strategic planning; land cover mapping for landscape; collaring and tracking of elephants, tiang and white-eared kob; aerial surveys of wildlife in wet and dry seasons, human activity; community-based socio-economic mapping; develop database on extractive industry concessions, roads, conflict areas etc. and initiate land-use, zoning, and management planning processes with stakeholders.

**3. Conserve biodiversity through protected area management, monitoring, ecotourism development, and other incentives for sustainable land use and resource management:**

Raise conservation awareness at local and regional levels; create and manage protected areas (estimated at 49,000 sq. km.); facilitate discussion of cross-border protected area management and design wildlife migration corridors.

**4. Improve community livelihoods and economic enhancement:** Initiate small grants program and pilot projects; environmental awareness; train community-Based Natural Resource Management Groups; design, promote, and monitor pilot ecotourism programs while emphasizing benefits sharing with local communities; assess opportunities for Reducing Emissions from Deforestation and forest Degradation (REDD), carbon sequestration, watershed Payment for Ecosystem Services (PES) , conservation easements, biodiversity offsets and other sustainable conservation financing mechanisms as incentives for sustainable Natural Resource Management.

## **Project modifications**

Ten modifications were undertaken during the life of the project, and the project Total Estimated Cost (TEC) was increased to \$36,252,700; Operational areas remain unchanged as are the project activities targeting a reduction of threats to biodiversity and conserve critical ecosystems across diverse landscapes.

## **USAID Development Strategy**

The BJEL Project has been implemented under three different strategic documents. USAID/Sudan; USAID/South Sudan Interim Strategy 2011-2013, and current Operational Framework, under the following Goal: **Build the foundation for a more stable and socially cohesive South Sudan.**

Two of USAID/South Sudan's 3 Transitional Objectives (TOs), in support of the Operational Framework Goal are as follows.

**TO 1 Promote recovery with resilience, and TO 2, Enable a lasting peace.**

Conservation, Land and Natural Resource Management for Conflict Mitigation and Economic Growth serves TO 1 and TO 2.

## **Development Hypothesis**

*As South Sudan's local communities have long co-existed with wildlife and retain part of their cultural identities by doing so, strengthening local communities' rights over and capacity to benefit from and govern the lands and wildlife over which they are the legitimate rights holders, their well-being, peace building need to be secured and simultaneously conserve one of the most spectacular assemblages of wildlife and intact ecosystems left on the planet.*

## **Implementing Organizations**

WCS is the primary implementing organization,

## **Beneficiaries**

The project provided sub-grants to four indigenous Community Based Organizations namely: Community Empowerment for Progress Organization (CEPO), operating in western Badingilo; Peace and Development Collaborative Organization (PDCO), operating in eastern Badingilo; Anyuak Recovery Trust (ART), in Pochalla, and provides trainings, awareness and outreach activities, monitor poaching, wildlife trafficking, illegal natural resource exploitation, conflicts and insecurity mitigation among the local communities; Open Source Development Initiative (OSDI), operates in Boma and implements community conservation security partnerships activities.

## **Previous Evaluations**

A mid-term evaluation was last conducted in 2010.

## **III. Objective and Key Evaluation Questions**

The objective of this evaluation is to assess the effectiveness, efficiency, sustainability and impact of the 9-year project. This will be derived by answering the following key evaluation questions.

### **Key Evaluation Questions**

1. To what extent were the BJEL project objectives achieved / are likely to be achieved?  
When evaluating the impact of BJEL project, the evaluators should consider the above questions. Impact measures the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the national, local, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in environmental and climate change conditions.
2. What were the major factors influencing the achievement or lack of achievement of the objectives?

3. What real difference has the BJEL project made to safeguard wildlife population given the rampant increase of poaching and trafficking activities in South Sudan?

In evaluating the effectiveness of the BJEL project, the team should address the above questions; Effectiveness is a measure of the extent to which an aid activity attains its objectives.

4. What are the critical human and institutional capacity gaps that need to be addressed after this cooperative agreement ends, given increased threats and opportunities facing conservation of biodiversity, capacity strengthening within the protected BJEL landscape?

When evaluating the sustainability of BJEL project, the evaluators should consider the above questions. Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be institutionally, environmentally as well as financially sustainable.

5. Was the BJEL project implemented in the most efficient way compared to other similar project elsewhere in the region? Please consider approach, methodology/ies and effectiveness of the monitoring system in reflecting the project's progress.

When evaluating the efficiency of BJEL project, the team should address the above question. Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which signifies that aid uses the least costly resources possible in order to achieve the desired results.

#### **IV. Evaluation Design and Methodology**

##### **a. Data Collection Method**

The evaluation team should start its work by review of literature of all available documents such as project agreement, program descriptions and modifications as well as March 2007 Cooperation Agreements signed between the Presidency and Ministry of Wildlife Conservation and WCS, Project Monitoring Plan (PMP), annual reports, Boma-Jonglei Overview, Socio-economic and aerial survey reports, training reports, and other project reports, USAID/South Sudan's Transitional Objective, Mid Term Evaluation report 2010.

The evaluation should include visits to project sites (if security condition allow) and their beneficiaries. The Mission expects the evaluation team to present strong quantitative analysis, within data limitations, that clearly addresses each questions.

The Mission anticipates that the contractor will provide a more detailed explanation of the proposed methodology for carrying out the work. The methodology will be comprised of a mix method and tools appropriate to the evaluation's questions. These tools may include a combination of the following:

- Review of documents (Baseline project survey, Quarterly and annual reports, Performance Management Plan, Monitoring data, monthly reports submitted by recipient local communities sub-contracted by WCS)
- Quantitative analyses (e.g, on number of wildlife population survived and those killed )

- Organized focus group discussions with direct and indirect beneficiaries, stakeholders
- Stakeholder interviews (communities, local authorities , wildlife officers)
- Case studies of successful livelihood interventions

## **b. Data Analysis Methods**

Prior to the start of data collection, the evaluation team will develop and present, for USAID/South Sudan review and approval, a data analysis plan that details how different data collection methods/tools will be transcribed and analyzed; what procedures will be used to analyze qualitative data from key informant and other stakeholder interviews; and how the evaluation will weigh and integrate qualitative data from these sources with quantitative data. Data will be disaggregated by gender and ethnicity to identify how program inputs are benefiting disadvantaged and advantaged groups. The data collected will be both quantitative and qualitative.

## **c. Methodological Limitations**

South Sudan is a war-torn country and accessing certain project areas may be subjected to prior security approvals or rejection. In addition some interviews may be conducted through translators by the international team required for this evaluation. As a result, some differences in language could enter the interview process and interview notes taken and analyzed by the evaluators may not capture the full intent or meaning offered by the key informants. It is anticipated that some interviews may be conducted in the presence of at least one or more outside observers, including project and USAID/South Sudan staff, and that interview responses could be affected by the presence of these observers. Furthermore, at the field level, responses by the beneficiaries to an interview by a non-South Sudanese may not reflect the true intent. It is recommended that, the consultants suggest appropriate remedy (ies) to this challenge using prior knowledge and experiences.

## **V. Deliverables**

- A draft work plan, ensuring that all aspects of Getting to Answers (from the Team's Planning Meeting (TMP)) are addressed
- A schedule of travel and key activities
- Interim progress briefings to MESP/Management System International (MSI) and the Mission, as determined during the TPM
- Preliminary report outline
- Draft Findings, Conclusions and Recommendations to MESP/MSI/USAID/South Sudan prior to completion of the first Draft Report
- Out-briefing, with supporting documents
- Draft report
- Final report

**Work Plan:** the team will prepare a detailed work plan which will include the methodologies to be used in the evaluation. The work plan will be submitted to USAID/South Sudan for approval no later than the sixth day of work.



**Methodology Plan:** A written methodology plan (evaluation design/operational work plan) will be prepared and discussed with USAID/South Sudan prior to implementation.

**Discussion of Preliminary Draft Evaluation Report:** as determined during the TPM

The team will submit a rough draft of the interim report to MESP/MSI and USAID/South Sudan, who will provide preliminary comments prior to final Mission debriefing. This will facilitate preparation of a draft report that will be left with the Mission upon the evaluation team's departure.

**Debriefing with USAID/South Sudan:** The team will present the major findings of the evaluation to MSI and USAID/South Sudan. The debriefing will include a discussion of achievements and issues. The team will consider USAID/South Sudan comments and incorporate as appropriate.

**Debriefing with Partners:** The team will present the major finding of the evaluation to USAID/South Sudan's implementing partners (as appropriate and as defined by USAID/South Sudan) prior to the team's departure from country. The debriefing will include a discussion of achievements and issues. The team will consider partner comments and incorporate as appropriate.

**Draft Evaluation Report:** A draft report of the findings and recommendations should be submitted to MSI and USAID/South Sudan prior to the team leader's departure from South Sudan. The written report should clearly describe findings, conclusions, and recommendations. USAID/South Sudan will provide comments on the draft report within two weeks of submission.

**Final Report:** The team will submit a final report that incorporates the team's responses to Mission comments and suggestions within two weeks after USAID/South Sudan provides written comments on the team's draft evaluation report. The report should not exceed 30 pages (excluding appendices).

The report will be submitted electronically in English. The report will be disseminated within USAID/South Sudan. All reports and data shall be shared with relevant stakeholders, implementing partner and GOSS. The report should comply with the terms for Project Evaluations contained in the USAID/South Sudan Automated Directives System (ADS) Series 201 and other relevant regulatory requirements including Branding and Marking (ADS320), as may be determined by USAID/South Sudan. Additionally, the Team will utilize MSI's Project's "Evaluation/Special Study Quality Management Guide." The final report should be submitted to Office of Economic Growth.

**The report should:**

- Represent a thoughtful, well-researched, well-organized and objective evaluation.
- Address all evaluation questions in the approved evaluation design.
- Present specific performance findings, the bases for them, and commentary on levels of confidence and limitations regarding them.
- Explain in detail the evaluation methodology and all evaluation tools.
- Disclose limitations to the evaluation, especially with methodology (selection bias, recall bias, unobservable differences between comparator groups, and so on).
- Present findings as analyzed facts, evidence and data, not anecdotes, hearsay or opinion compilation.
- Present findings specifically and concisely, with strong quantitative or qualitative evidence.

- Present a “statement of differences” if needed, regarding significant unresolved divergences of view among funders, implementers, and members of the evaluation team.
- Assess outcomes and impact on males and females.
- Support recommendations with specific findings.
- Offer action-oriented, practical and specific recommendations, with defined responsibilities for actions.
- Include an annex containing all tools used such as questionnaires, checklists and discussion guides.
- Include the statement of work as an annex.
- List all sources of information in an annex.
- Sensitive content: All sensitive content shall be included in annexes only, and not in the main body of the report. The main report must be a stand-alone unclassified document and may be publically released at USAID’s sole discretion. Sensitive content in annexes must be appropriately marked, to include contact person for clearance of release of the information. USAID/South Sudan shall make the final determination of when information may be released and to whom.
- Illustrative charts and graphs: These will not be included in the page count, and are either to be incorporated within the main text or attached as annexes, whichever is most appropriate for clarity of presentation.
- Style: Clearly written in a logical and concise manner suitable for executive audiences.
- Quality: Minor issues with grammar, spelling, etc. will be tolerated in the draft only.
- Technical issues will be clearly explained.
- Statements of fact will be clearly attributed to source.
- Font size should be the USAID recommended one (Times New Romans size 12).

The format for the evaluation report shall be as follows, modified as necessary:

1. Executive Summary: The report must include an Executive Summary no more than 10 percent of the total length of the main report. The Executive Summary shall shadow the main report, section by section, serving as a stand-alone document and containing key findings, permitting the reader to refer to the main report for additional detail about each section. It should summarize salient findings, conclusions and recommendations.
2. Table of Contents
3. Introduction: purpose, audience, and task synopsis
4. Background: overview of project strategy and components and of evaluation purpose
5. Methodology: description of methods and limitations
6. Findings/Conclusions/Recommendations as separate sections: key discussion of evaluation questions
7. References (including bibliographical documentation, meetings, interviews and focus group discussions)
8. Annexes: the evaluation statement of work; a “statement of differences” if needed, regarding significant unresolved divergences of view among funders, implementers, and members of the

evaluation team.; evaluation methods such as tools used, schedules, interview lists, sources of information, and tables in succinct, pertinent and readable formats; conflict of interest statements, if needed; others as needed.

## **VI. Timeline**

The contract will be approximately three months period from the date the contract is signed. Proposals should include a Gantt chart for the lay-out of work over this period.

## **VII. Personnel**

Two External Evaluators and one local expert (a team of 3 consultants) to be provided by MESP/MSI, one representative of MSI, one representative of Ministry of Wildlife Conservation and Tourism, one representative from Implementing Partner. The External Evaluators will take the lead in conducting the evaluation, leading interviews, framing the analysis, facilitating group discussion and consensus, preparing for the debriefing and drafting the evaluation report. One of the External Evaluators will serve as the overall Evaluation Team Leader. The Evaluation Team Leader will take full responsibility for managing the team, organizing its work, and ensuring quality control and delivery of a final report acceptable to USAID/South Sudan. The External Evaluators must have the following capacities brought to the team:

1. Strong skills in assessment and analysis of USAID/South Sudan projects, especially with wildlife conservation and development programs;
2. Extensive experience working in East Africa, South Sudan, and/or similar post conflict environments;
3. Facilitation experience, experience leading participatory evaluations, or at least evaluations where evaluation teams include critical stakeholders as active participants; and
4. Experience arranging meetings, setting up travel schedules for field visits, reporting on meeting outcomes, and generally managing the logistics of the evaluation (although significant logistical assistance will be provided by the MESP team in Juba).
5. Experience in implementing or evaluating the following:
  - a. Rural development, NRM, or conservation programs
  - b. Protected area management and wildlife law enforcement
  - c. Community-Based Natural Resource Management (CBNRM)
  - d. Wildlife management, land inventory and land use planning
  - e. Regional planning and policy implementation
  - f. Institutional strengthening
  - g. Management of remotely-based field projects in post conflict regions
  - h. Ecotourism and other approaches linking economic development and conservation
  - i. Developing, managing monitoring and evaluation systems for conservation programs
  - j. Conducting, analyzing, and using survey data.

Proposals should include a biographical sketch for each candidate and a summary position description for each. Biographical sketches and position descriptions should not exceed one page. Each position description shall include, at minimum, the proposed position title, relationship to other key personnel and contact details. Proposed position descriptions shall reflect a clear understanding of the technical and management skills necessary to achieve objectives specified above. Biographical sketches and position

descriptions should be included in the main body of the proposal. All attempts should be made for the team to be comprised of both male and female members.

## **VIII. Evaluation Management**

### **a. Logistics**

MSI's Office in Juba will be responsible for travel arrangements and housing in the field, etc.), but not for IP or USAID/South Sudan team member(s). MSI and the Implementing Partners will jointly arrange all meetings for the team, in coordination with GOSS. MSI will provide office and meeting space, as needed. Prior to arriving in Juba, the External Evaluators will have familiarized themselves with the background material provided to them as referenced above. All team members should be present during Team Planning Meetings (TPM), initial briefings and discussions with USAID/South Sudan's Economic Growth Office and other Mission officers, as well as IP and GOSS officials. A Work Plan and travel program and in-country visit as well as the subsequent report-writing period will be submitted to USAID/South Sudan for approval during the first few days of work resumption in Juba. The Work Plan will also include a schedule for periodic MESP/MSI and USAID/South Sudan progress reports and possible submissions of specific work products as determined by the parties.

### **b. Scheduling**

#### **Period of Performance**

Work is to be carried out over a period of approximately three months, beginning on or about (o/a) June 1, 2017, with field work completed by end -June 2017 and final report and close out concluding o/a August 2017.

#### **Timeline**

**Pre Field-Work:** Obtain key documents, make key contacts, and plan for interviews and discussions in South Sudan with project staff, beneficiaries, GOSS officials, other donors, and other USAID/South Sudan project implementing partners as needed. Conduct initial desk review of documents. The team will set up as many meetings and interviews as possible prior to arrival in South Sudan. MSI will appoint a local logistician to assist with this process.

**Field Work - Week One:** The focus at the beginning of this period will be on meeting with USAID/South Sudan, the staff of WCS/BJEL, gathering and reviewing data not already available and solidifying plans for visits to the protected areas. In the latter part of this week evaluators will begin the interview process with beneficiaries and others. As estimated 10 days travel and work within Juba is planned.

**Field Work - Week Two and Three:** The focus of these weeks will be on interviews and discussions with beneficiaries, donors, government officials, representatives of related USAID/South Sudan projects, and others who work with or have been impacted by the activities under evaluation. Team members will visit grantee activities in the BJEL. As time allows, the team will begin preparing the first few sections of the final report on the background, setting, related to the project.

**Field Work - Week Four:** Any remaining interviews will be completed. Follow-up meetings to discuss questions arising from the interviews and to clarify and remaining issues will be held with the implementation teams for each activity. The balance of the final report will be drafted, to the extent possible.

**Post Field-Work:** A final draft report will be submitted 48 hours prior to the out-brief with MSI and USAID/South Sudan. A revised draft shall be submitted no later than 5 business days following departure from South Sudan. If necessary, MSI and USAID/South Sudan will provide comments within 5 business days. Receipt of the final report shall be within the next 5 business days.

## C. Projected level of effort (LOE) and timeline

Task /Deliverables	Estimated Duration /LOE in Days			
	Team Leader	Expat Consultant	Local Consultant	Logistician
1. Review background documents & offshore preparation work	4	3	3	
2. Travel to S. Sudan	2	2		
3. Team Planning meeting & meeting with USAID/S. Sudan	2	2	2	
4. Information & data collection: include, interviews & site visits in BJEL with key informants and stakeholders	30	30	30	
5. Discussions, analysis & drafting evaluation reports in country; debrief & out brief with USAID/South Sudan & key stakeholders in Juba	5	5	5	
6. Depart S. Sudan to US	2	2		
7. USAID/South Sudan & partners provide comments on draft				
8. Team revises draft report & submits final to USAID/South Sudan (out of country)	5	3	3	

9. USAID/South Sudan completes final review				
10. Estimated LOE	50	47	44	30