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IMPLEMENTATION COMPLETION AND RESULTS REPORT  
(TF-53110)

ON A  
GRANT  
IN THE AMOUNT OF US\$ 5.5 MILLION  
TO THE  
REPUBLIC OF SOUTH AFRICA  
FOR  
THE GREATER ADDO ELEPHANT NATIONAL PARK PROJECT

April 27, 2011

Environment and Natural Resource Management Unit – AFTEN  
Southern Africa 1, South Africa, Botswana, Lesotho, Namibia, Swaziland – AFCS1  
Africa Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective April 11, 2011)

Currency Unit = ZAR  
ZAR 1.00 = US\$ 0.15  
US\$ 1.00 = Rand 6.64

FISCAL YEAR  
April 1 – March 30

## ABBREVIATIONS AND ACRONYMS

AENP	Addo Elephant National Park
APF	Addo Planning Forum
ART	Africa Resource Trust
CAS	Country Assistance Strategy
CBA	Cost Benefit Analysis
CBD	Convention for Biodiversity
CBOs	Community Based Organizations
CDEA	Chief Directorate: Environmental Affairs
CDF	Conservation Development Framework
CEN	Community Environment Network
CEPF	Critical Ecosystems partnership Fund
CITES	Council for International Trade in Endangered Species
CPS	Country Partnership Strategy
C-Plan	Conservation Plan
DAFF	Department of Agriculture, Forestry and Fisheries
DANCED	Danish Corporation for Environment and Development
DBSA	Development Bank Southern Africa
DEA	Department of Environmental Affairs
DLA	Department of Land Affairs
DME	Department of Mineral and Energy
DPLG	Department of Provincial and Local Government
DWAF	Department of Water Affairs and Forestry
EA	Environmental Assessment
ECGMA	Eastern Cape Management Association
ECTB	East Cape Tourism Board
EE	Environmental Education
EMCAs	Environment Management Cooperation Agreements
EMP	Environmental Management Plan
EMS	Environmental Management Systems

FGEF	French GEF
gAENP	Greater Addo Elephant National Park area
GEAR	Growth, Employment and Redistribution
GEF	Global Environment Fund
GEFSEC	Global Environment Facility Secretariat
GEM	Group for Environmental Monitoring
GIS	Geographical Information System
HSUS	Humane Society of the United States
IDA	International Development Assistance
IDC	Industrial Development Corporation
IDPs	Integrated Development Plans
IDZs	Industrial Development Zones
IEMS	Integrated Environmental Management System
IFAW	International Fund for Animal Welfare
IFC	International Finance Corporation
ISDS	Integrated Safeguards Data Sheet
I & APs	Interested and Affected Parties
KPAs	Key Performance Areas
LFA	Logical Framework Analysis
METT	Management Effectiveness Tracking Tool
MIRS	Monitoring Information Reporting System
MNDT	Mayibuye Ndlovu Development Trust
MPA	Marine Protected Area
MSP	Medium Size Project
MTR	Mid-term Review
MWG	Marine Working Group
M & E	Monitoring and Evaluation
NDA	National Development Agency
NEMA	National Environment Management Act (1998)
NGOs	Non Government Organizations
NLC	National Land Committee
NSSD	National Strategy for Sustainable Development
PAP	Project Affected Person
PC	Park Committee
PDF	Project Development Fund
PID	Project Information Document
PIP	Project Implementation Plan
PMU	Project Management Unit
PSC	Project Steering Committee
PSR	Project Supervision Rating
PWG	Project Working Groups
RAMSAR	Convention on Wetlands of International Importance
RAP	Resettlement Action Plan
RDP	Reconstruction and Development Program
RDSN	Rural Development Services Network
RPF	Resettlement Policy Framework

RWG	Resettlement Working Group
SAEP	Southern African Environment Project
SANGOCO	South African National NGO Coalition
SANParks	South African National Parks
SC	Steering Committee
SDIs	Spatial Development Initiatives
SEA	Strategic Environmental Assessment
SMME	Small Medium Micro-Enterprises
SOB	Sate of Biodiversity
SOEs	Statement of expenses
SRCC	Sundays River Citrus Company
STAP	Scientific and Advisory Panel
STEP	Subtropical Thicket Ecosystem Planning
UNCCD	United Nations Convention to Combat Desertification
WFW	Work for Water

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**REPUBLIC OF SOUTH AFRICA**  
**The Greater Addo Elephant National Park Project**

**CONTENTS**

**Data Sheet**

- A. Basic Information
- B. Key Dates
- C. Ratings Summary
- D. Sector and Theme Codes
- E. Bank Staff
- F. Results Framework Analysis
- G. Ratings of Project Performance in ISRs
- H. Restructuring
- I. Disbursement Graph

1. Project Context, Global Environment Objectives and Design.....	1
2. Key Factors Affecting Implementation and Outcomes.....	4
3. Assessment of Outcomes.....	10
4. Assessment of Risk to Development Outcome.....	16
5. Assessment of Bank and Borrower Performance.....	16
6. Lessons Learned.....	18
7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners.....	19
Annex 1. Project Costs and Financing.....	20
Annex 2. Outputs by Component.....	22
Annex 3. Economic and Financial Analysis.....	28
Annex 4. Bank Lending and Implementation Support/Supervision Processes.....	29
Annex 5. Beneficiary Survey Results.....	31
Annex 6. Stakeholder Workshop Report and Results.....	32
Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR.....	33
Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders.....	35
Annex 9. List of Supporting Documents.....	36

MAP



A. Basic Information			
Country:	South Africa	Project Name:	THE GREATER ADDO ELEPHANT NATIONAL PARK PROJECT
Project ID:	P064438	L/C/TF Number(s):	TF-53110
ICR Date:	04/27/2011	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	GOVERNMENT OF SOUTH AFRICA
Original Total Commitment:	USD 5.5M	Disbursed Amount:	USD 5.3M
Revised Amount:	USD 5.3M		
<b>Environmental Category: B</b>		<b>Global Focal Area: B</b>	
<b>Implementing Agencies:</b> South Africa National Parks			
<b>Cofinanciers and Other External Partners:</b>			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	03/04/2002	Effectiveness:	04/30/2004	06/28/2004
Appraisal:	07/21/2003	Restructuring(s):		
Approval:	02/24/2004	Mid-term Review:	04/30/2007	05/21/2007
		Closing:	04/30/2010	10/30/2010

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Satisfactory
Risk to Global Environment Outcome	Low or Negligible
Bank Performance:	Satisfactory
Borrower Performance:	Highly Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Satisfactory	Government:	Highly Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Highly Satisfactory
<b>Overall Bank Performance:</b>	Satisfactory	<b>Overall Borrower Performance:</b>	Highly Satisfactory

<b>C.3 Quality at Entry and Implementation Performance Indicators</b>			
<b>Implementation Performance</b>	<b>Indicators</b>	<b>QAG Assessments (if any)</b>	<b>Rating</b>
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	Satisfactory
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Satisfactory		

<b>D. Sector and Theme Codes</b>		
	<b>Original</b>	<b>Actual</b>
<b>Sector Code (as % of total Bank financing)</b>		
Agricultural extension and research	6	13
Central government administration	25	20
General agriculture, fishing and forestry sector	60	45
General education sector	4	10
Other social services	5	12
<b>Theme Code (as % of total Bank financing)</b>		
Biodiversity	29	40
Environmental policies and institutions	14	12
Rural non-farm income generation	29	18
Small and medium enterprise support	14	10
Social risk mitigation	14	20

<b>E. Bank Staff</b>		
<b>Positions</b>	<b>At ICR</b>	<b>At Approval</b>
Vice President:	Obiageli Katryn Ezekwesili	Callisto E. Madavo
Country Director:	Ruth Kagia	Fayez S. Omar
Sector Manager:	Idah Z. Pswarayi-Riddihough	Richard G. Scobey
Project Team Leader:	Jean-Michel G. Pavy	Christopher James Warner
ICR Team Leader:	Claudia Sobrevila	
ICR Primary Author:		



## F. Results Framework Analysis

### Global Environment Objectives (GEO) and Key Indicators(as approved)

The global development objective (GEO) was to conserve a significant representation of five of the country's seven terrestrial biomes (63% of the Addo larger area), including globally important biodiversity (236,000 ha) and 120,000 ha of one of the country three marine provinces into a single National Park. The project development objective (PDO) was to establish a megabiodiversity conservation area around the existing Addo Elephant National Park (AENP) to avert further ecosystem degradation and to contribute to poverty reduction by creating direct employment in nature conservation and by catalyzing the development of eco-tourism.

### Revised Global Environment Objectives (as approved by original approving authority) and Key Indicators and reasons/justifications

There were no revisions

#### (a) GEO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	236,000 ha of globally significant terrestrial biodiversity protected and Formal proclamation of contiguous 120,000 ha of marine protected area (including two islands).			
Value (quantitative or Qualitative)	141,000 ha for terrestrial 0 for marine	236,000 ha for terrestrial 120,000 ha for marine	205,000 ha for terrestrial revised on Sept 2007 not revised for marine	170,115 ha for terrestrial 7,414 ha for marine declared 120,000 ha for marine submitted for approval
Date achieved	06/02/2004	06/02/2004	09/25/2007	10/30/2010
Comments (incl. % achievement)	83% achieved for terrestrial. Bird Island and St. Croix were declared for marine. The proclamation of the greater Addo marine protected area is awaiting final approval			
<b>Indicator 2 :</b>	46,000 ha of private land (nature-based conservation partnerships) included into the Park by year 6.			
Value (quantitative or Qualitative)	1,500 ha	46,000 ha	30,000 ha revised on Sept 2007	17,608 ha incorporated through private partnership 11,000 ha awaiting final incorporation by Enon Bershiba communities trust
Date achieved	06/02/2004	06/02/2004	04/30/2010	
Comments (incl. % achievement)	59% achieved. However 100% achievement with private sector - 11,000 ha of community land are awaiting for final approval as land titling issues were more			

achievement)	complicated than expected.			
<b>Indicator 3 :</b>	A monitoring and evaluation system implemented to determine improvements in ecosystem health, safeguarding of endemism and recovery.			
Value (quantitative or Qualitative)	Lack of M&E system	Presence of operating M&E system		Fully achieved
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	100% achieved. A management information system (MIRS) was developed with an environmental and financial component. The environment component (SOB) was tested in AENP and now is used to 22 other parks.			
<b>Indicator 4 :</b>	Improvement in socio-economic status of community measured by employment levels in the gAENP that would have increased by 30 %.			
Value (quantitative or Qualitative)	1,228 persons employed by gAENP	1,596		1,842
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	115% achieved. Higher than expected. SANParks established an investment confidence environment to attract private sector investments, employment and business acumen.			
<b>Indicator 5 :</b>	Capable gAENP staff and management systems to effectively manage the Park, by the end of the project.			
Value (quantitative or Qualitative)	no training no learnership and intership program	350 training days per year 30 learnerships and interships delivered	not revised	514 training days per year delivered 32 learnership and interships delivered
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	150% achieved for training days. 106% achieved for learnerships and interships.			

**(b) Intermediate Outcome Indicator(s)**

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	Degree of establishment of 4 plans.			
Value (quantitative or Qualitative)	0	20		20
Date achieved	01/02/2000	06/02/2004		10/30/2010
Comments (incl. % achievement)	100% achieved			
<b>Indicator 2 :</b>	Ha of the AENP where wildlife is contained within a fence.			
Value	13,681	130,000		133,000

(quantitative or Qualitative)				
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	102% achieved			
<b>Indicator 3 :</b>	Ha successfully cleared of alien species within the GAENP.			
Value (quantitative or Qualitative)	8,426	65,000		75,044
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	115% achieved			
<b>Indicator 4 :</b>	SANParks AENP structures fully operational.			
Value (quantitative or Qualitative)	0	The APF, SC, RWG fully operational		All three structures operational
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	100% achieved			
<b>Indicator 5 :</b>	Number of formal SMME of more than 3 permanent employees and two years existence created.			
Value (quantitative or Qualitative)	0	10		11
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	110% achieved			
<b>Indicator 6 :</b>	Environmental education infrastructure and program complete.			
Value (quantitative or Qualitative)	0	Visitor center built		Construction finalized and operational
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	100% achieved. In addition, average of 12,806 students from primary and secondary levels visit the center per year.			
<b>Indicator 7 :</b>	Number of signed partnership agreements.			
Value (quantitative or Qualitative)	0	3 Signed partnerships		3 Signed partnerships
Date achieved	06/02/2004	06/02/2004		10/30/2010
Comments (incl. % achievement)	100% achieved			
<b>Indicator 8 :</b>	Number of commercial concessions operational in the park resulting in tourism			

	infrastructure.			
Value (quantitative or Qualitative)	0	6 commercial concessions		6 commercial concessions signed.
Date achieved	06/02/2004	04/30/2010		10/30/2010
Comments (incl. % achievement)	100% achieved			

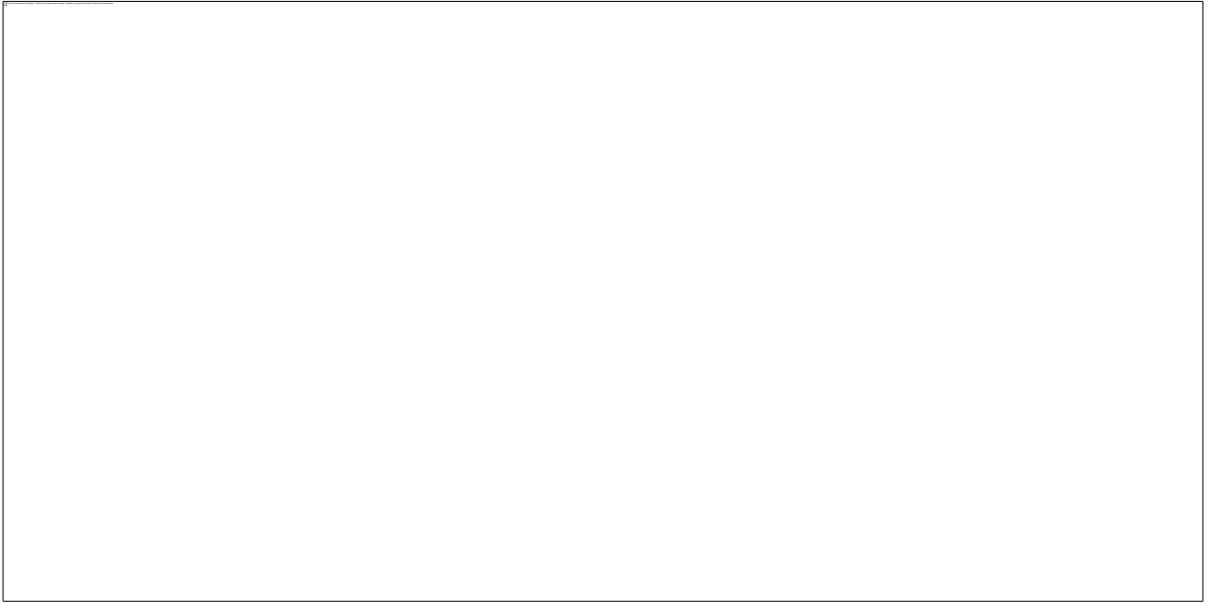
### G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	05/06/2004	Satisfactory	Satisfactory	0.00
2	10/28/2004	Satisfactory	Satisfactory	0.10
3	06/29/2005	Satisfactory	Satisfactory	0.53
4	12/29/2005	Satisfactory	Moderately Satisfactory	0.75
5	06/28/2006	Satisfactory	Satisfactory	1.33
6	12/17/2006	Satisfactory	Satisfactory	1.91
7	06/25/2007	Satisfactory	Satisfactory	2.21
8	09/12/2007	Satisfactory	Satisfactory	2.34
9	05/28/2008	Highly Satisfactory	Satisfactory	3.61
10	11/30/2008	Highly Satisfactory	Satisfactory	4.00
11	05/24/2009	Highly Satisfactory	Satisfactory	4.19
12	11/28/2009	Highly Satisfactory	Satisfactory	4.46
13	06/04/2010	Satisfactory	Satisfactory	4.76

### H. Restructuring (if any)

Not Applicable

## **I. Disbursement Profile**





## **1. Project Context, Global Environment Objectives and Design**

### **1.1 Context at Appraisal**

The Addo Elephant National Park (AENP), situated in the Eastern Cape Province, along the eastern seaboard of South Africa (SA) was established in 1931 and at the time of appraisal covered approximately 141,000 ha. The Government of South Africa had identified that the conservation of natural resources is a cornerstone of the economy, particularly nature-based tourism. South African National Parks (SANParks) who is charged with managing the country's system of national parks had identified, with the participation of local stakeholders, the need to expand the AENP into a larger conservation area which would allow sufficient boundary expansion to sustain the growing population of elephants, as well as re-introduction of key big species and ecosystem management. This larger footprint around the AENP is the project area and is referred as the greater Addo Elephant National Park area (gAENP). It covers around 400,000 ha and includes the AENP in its core part. The gAENP forms a major transition zone between four of the subcontinent's five major vegetation zones or phytochoria: the Cape, Afromontane, Karoo-Namib, Tongal and-Pondoland and is also the convergence of five (Nama, Karoo, Fynbos, Grasslands, Forests and Thicket) of the nine recognized biomes in the country. In addition to the terrestrial ecosystems, the gAENP includes the Algoa Bay and two island groups (Bird Island and St. Croix) that contain rich marine ecosystems and 10% of South Africa's population of humpback dolphins. The aim of the project was to increase the area under conservation of the existing AENP by expanding its limits to encompass the greater Addo Elephant National Park area (gAENP), including both terrestrial and marine ecosystems.

At appraisal, the Eastern Cape Province had a population of 6.4 million people out of a national total of 43 million compared to 6.6 million people in 2010. Some 57% of households lived in poverty (compared to 51% in 2010), and the province has an unemployment rate of 33% (compared to 25.8% in 2010). The province relies largely on agriculture, manufacturing and industry, with tourism becoming more important in many rural areas. The general decline in traditional agriculture and greater demand for wildlife has contributed to the proliferation in the number of game and hunting ranches to the extent that, at the time of appraisal, there were over 400 of these in the Province. Eco-tourism, particularly nature based tourism, is therefore regarded as a clear area for growth by the Government of South Africa, particularly as recent studies have shown that this can be considered to be ecologically, economically and socially more sustainable than pastoralism.

The AENP alone attracted 94,699 tourists in 2004 compared to 135,109 in 2010. The number of tourists to the Park has been increasing at a steady rate of 8% per annum since 1991 when only 51,000 tourists visited the Park. But of particular importance in this number is that over 50% of the tourists are from foreign countries, mainly Germany, Holland and the United Kingdom. This high proportion of foreigners, almost twice that of those visiting the Kruger National Park, is important from the standpoints both of earning foreign currency and job creation. In 2001, the AENP's total accommodation capacity of 140 beds was running at average hut and bed occupancy rates of 97% and 67%, respectively, and the Park was employing a total of 39 persons in tourism-related activities. By project closure, there were 505 beds available and the number of direct employment by AENP was 644.

The project was designed to combine the needs to improve biodiversity and ecosystem conservation in the gAENP with those to increase economic development through nature-based

tourism and contribute to poverty alleviation. The project foresaw that Government assistance for poverty alleviation through the Working for Water and Poverty Relief program<sup>1</sup> would be made available through a number of activities associated directly with infrastructure creation and maintenance within and around the park.

The primary rationales for the Bank's assistance were: (a) to assist the Government of South Africa to bring viable representative samples of seven of the nine biomes of SA into conservation and generate unique national and global benefits; (b) to contribute to two of the CAS development objectives by: i) sustaining improvements in living standards, especially among the poorest groups in society in the project area, through employment in direct work programs and increased private sector eco-tourism activities; and ii) strengthening sustainable conservation and integrated ecosystem management through investments in human and natural capital, institutional strengthening, and park business development, and implementing a replicable model of community-supported, protected area management; and (c) to develop a management model which maximizes the socio-economic advantages of the protected area through nature-based tourism without compromising the globally valuable biodiversity.

The project was consistent with the objectives and priorities of the GEF Operational Strategy and Operational Programs for OP 1, Arid and Semi-Arid Zone Ecosystems, and OP 2, Coastal Marine and Freshwater Ecosystems. Linkages with OP 1 and 2 are through: conservation and sustainable use of biodiversity; monitoring of outcomes using key indicators; investing in technical and capacity building activities; focusing on critical habitats and integrating biodiversity protection with sustainable rural development; following best practice and ensuring local participation in planning and implementation.

## **1.2 Original Global Environment Objectives (GEO) and Key Indicators (as approved)**

The global development objective (GEO) was to conserve a significant representation of five of the country's seven terrestrial biomes (63% of the Addo footprint<sup>2</sup>) including globally important biodiversity (236,000 ha) and 120,000 ha of one of the country's three marine provinces in a single National Park. The project development objectives (PDOs) were (a) to establish a megabiodiversity conservation area around the existing Addo Elephant National Park (AENP) to avert further ecosystem degradation and (b) to contribute to poverty reduction by creating direct employment in nature conservation and by catalyzing the development of eco-tourism. The key indicators were different between the PAD and the Grant Agreement. For purposes of the ICR the indicators listed in the Grant Agreement are used<sup>3</sup>.

1. 236,000 ha of globally significant terrestrial biodiversity and 120,000 ha of marine protected areas clustered around the AENP brought under protected area management;

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<sup>1</sup> The Working for Water and Poverty Relief Program are targeting poorer provinces by providing investment to eco-tourism infrastructure and the employment of local communities in public works programs.

<sup>2</sup> The Addo footprint is the same as the greater Addo Elephant National Park area (GAENP).

<sup>3</sup> For example, the PAD two indicators that are not in the legal agreement, namely, that globally significant biodiversity is maintained and enhanced through the protection of five key biomes under 63% of the gAENP footprint and that the formal proclamation of a contiguous Addo Marine Protected Area (MPA), inclusive of the two island groups is passed. On the other hand, the legal agreement lists one indicator that is not in the PAD, namely capable gAENP staff and management systems to effectively manage the Park are in place by end of project.



2. An additional 46,000 ha of private land (nature-based conservation partnerships) incorporated by year 6;
3. A monitoring and evaluation system implemented to determine improvements in ecosystem health, safeguarding of endemism and recovery of threatened species (monitored according to the *Guidelines for Monitoring and Evaluation of GEF Projects*);
4. Employment levels in the gAENP area increased by 30% over the current baseline;
5. Capable AENP staff and management systems to effectively manage the Park, by the end of the project.

### **1.3 Revised GEO (as approved by original approving authority) and Key Indicators, and reasons/justification**

The PDO, GEO and key indicators were not revised.

### **1.4 Main Beneficiaries**

The project was designed to target several beneficiaries. Local unemployed people and local communities surrounding the gAENP would be targeted through employment and entrepreneurial opportunities that would materialize from the Working for Water and Poverty Relief funding as well as more stable forms of employment associated with Park expansion and development of eco-tourism. In addition, the identification and creation of Small and Medium Micro-Enterprises (SMMEs) would be encouraged for the local unemployed people and training would be delivered through the project including in the areas of basic environmental and cultural management, natural resource use enterprises (arts and crafts), alien vegetation removal, basic business and financial management, basic adult education, and HIV/AIDS awareness.

SANParks would benefit from technical and financial support, capacity building, institutional development and assistance relating to policy and management reform. NGOs and other key stakeholders, including farm workers, would be consulted and play a more specific role in formalized Park entities such as the Addo Planning Forum (APF). Environmental education programs would aim to strengthen student awareness and knowledge about environment, ecology and natural resources management in the area surrounding the Park. The PAD also identified the landowners surrounding the Park as a beneficiary group. Land-owners would be specifically targeted to form partnerships to shift underutilized farmland into sustainable conservation, ensure better retention of labor, rehabilitation of land and the development of minor infrastructure.

### **1.5 Original Components**

*Component 1: Conservation Planning:* The component's objectives were: (a) to develop a planning and monitoring framework for the long-term conservation of the unique assemblage of biodiversity in the gAENP and (b) to avoid environmental degradation. The component would provide funding for updated biological surveys and a conservation plan, a strategic (development) plan, an updated park management plan, and the development of a monitoring and research system to support the expansion and operation of the Park.

*Component 2: Implementation of the Development Plan:* The component's objective was: to implement the infrastructure and land incorporation programs as well as the socio-economic capacity building defined in the gAENP development plan. The component would provide funding for park infrastructure and equipment in the terrestrial and marine ecosystems as well as for land purchases and contracting arrangements to expand the Park's boundaries.

*Component 3: Institution & Governance Structures:* The component's objective was to strengthen the institutional and governance structures to ensure the successful implementation of

the gAENP. This component would include the design, implementation and maintenance of an Integrated Environmental Management System (IEMS) and would strengthen governance entities such as the Park's Steering Committee (SC), the Addo Planning Forum (APF) and the Project Management Unit (PMU).

*Component 4: Community Development & Social Ecology:* The component's objective was: to benefit communities through enabling managed access to natural resources, access to employment, microenterprise opportunities (SMME), training and environmental education. In addition, socio-economic monitoring of the impact of the project within a 50 km radius would be carried out.

*Component 5: Economic Development:* The component's objective was: to stimulate overall economic development in the region by creating an enabling environment for tourism and associated economic activity through participation of the private sector. The component funded the development of concessionary and contractual programs, as well as developing a tourism, marketing and product awareness plan. SANParks would leverage private sector investment in the Park via concessions.

## **1.6 Revised Components**

Project components remained unchanged during implementation.

## **1.7 Other significant changes**

The project had three formal amendments of the Grant Agreement: (a) in June 2004, to allow the Special Account to be denominated in South Africa Rand; (b) in September 2007 to change the target numbers of the key indicators referred in paragraph 1.6 above and a reallocation of grant proceeds among the different categories; and (c) in October 2009 to extend the original project closing date for six months from April 30, 2010 to October 30, 2010. The rationale for the extension was that the Government needed additional time to complete the crucial public participation process and Marine Protected Area (MPA) related research projects.

## **2. Key Factors Affecting Implementation and Outcomes**

### **2.1 Project Preparation, Design and Quality at Entry**

Project preparation lasted two years. Shortly after effectiveness, in July 2005, the Quality Assurance Group at the Bank (QAG) carried out a Quality at Entry Assessment (QEA). The QEA rated overall preparation as satisfactory, technical, financial and economic aspects as highly satisfactory while social, poverty and gender aspects and risk assessment were rated moderately satisfactory. All other quality dimensions were rated satisfactory. The ICR largely concurs with the conclusions of the QEA.

Project design benefitted from targeted studies financed under a Strategic Environment Assessment (SEA) that demonstrated very solid knowledge of the South African socio-economic and biological situation and served to envision a coherent package of plans that were relatively well anchored in the expectations of the Eastern Cape communities. Also, a public participation exercise was carried out during preparation that enabled data collection for the write up of safeguard documents including the Resettlement Policy Framework. The QEA recognized adequate use of lessons learned by building on the GEF Cape Peninsula Biodiversity project and other South African experiences with the conversion of dryland farming areas to game reserves and removal of invasive alien species. Preparation included a solid and well researched socio-economic assessment of the Eastern Cape communities and of the gAENP border communities.

A wealth of useful and relevant information was provided for the project's baseline data through the SEA and various plans were prepared before appraisal.

The design of the project components and activities was well aligned with its objectives. The number and types of components were fully consistent with the standard organization of components in most protected area projects. While all indicators were relevant, not all were clearly defined or quantified. The project team had to refine or re-word some of the indicators while respecting the scope set by the project designers. An example of an indicator which was adjusted is "formal proclamation of the marine protected area". This indicator was to be measured by a yes/no score and duplicated another outcome indicator, "120,000 ha of marine protected area established," which already captured the establishment of a new protected area (and its size). It was replaced by "degree of establishment of the marine protected area.

The project was entrusted to the Scientific Services of SANParks within the Department of Environmental Affairs. This arrangement proved adequate. SANParks is a solid institution with a long history of conservation. It underwent various reforms before and during the project to (a) increase its goal of biodiversity conservation through expansion of the protected area network and (b) improve its business practices by leveraging external resources and streamlining its management. Because the project supported both goals, it easily fitted in this evolving institutional model and received generous support from the institution in terms of financing and commitment to outcomes.

SANParks generally entrusts the management of projects to a dedicated contractual team or Project Management Unit (PMU). This included the management of "poverty relief" projects and was the model adopted by this project. Although this approach runs counter to the objective of the Paris Declaration, whereby all projects are supposed to phase out PMUs, SANParks argued that its regular staff was already fully committed and that it could not reallocate staff each time a project was leveraged. In addition, SANParks did not possess experts knowledgeable with World Bank procedures which were different than its internal procedures. As a consequence, it was more practical and effective to recruit a team while ensuring very close supervision by this dedicated team of activities and accountability for results and outcomes throughout the project.

The risk analysis and mitigation plan contained in the PAD had shortcomings as identified by the QEA. The main concern of the panel related to the need to treat in more depth the risks inevitably associated with land acquisition and the purchase of failing farms given the ownership of these farms. At MTR, the risk analysis was updated but did not propose major changes; the initial risk rating was "Moderate" and remained the same after the MTR and until Project end.

## **2.2 Implementation**

The project was signed on March 30, 2004 and officially commenced on July 1, 2004. A launch workshop was held on July 14 and 15, 2004 to develop the detailed implementation plan and reporting requirements. The annual financial cycle conformed with SANParks' financial year from April to March. The project implementation plan (PIP) was reviewed at the end of each financial year, and revised for the remainder of the project. The last annual report for the project was sent by SANParks to the Bank on March 31, 2010 and the closing report was submitted on October 30, 2010. The project was initially of a six year duration, ending on 31 March 2010, and, following a request in 2009, a six month extension was granted with a revised closing date being 31 October 2010.

Implementation of the gAENP project was administered by the Project Management Unit (PMU) comprising a Manager, Procurement Manager, and Financial Officer. The project was overseen

by a Steering Committee (SC) composed by the SANParks' AENP Park Manager, SANParks Conservation Services Park Planning & Development Unit and the PMU Manager. One positive factor during implementation was the regularity of meetings of key players with corresponding minutes that clearly indicated the actions to be taken. The Addo Planning Forum (APF) met twice a year to discuss project implementation involving a wider range of stakeholders.

Government commitment was remarkable and steady. At project completion, the government had increased the coverage of the AENP from 141,000 ha to 170,115 ha for the terrestrial component and from no marine protection to 7,414 ha for the marine component. Various marine research projects were funded and a study on the legal framework for the marine protected area declaration and management was completed. In addition, SANParks started to market the marine component which no doubt contributed to nature-based tourism growth. The purchased areas were readily gazetted and private land contractual agreements were rapidly drafted and signed.

The project delivered 154 km of all season new roads in the Main camp and Colchester zones that have already aided wildlife management and tourism development. The construction, refurbishing and launching of an impressive Interpretative Center in the Main Camp of the AENP has been concluded. The design, construction, and the interpretive materials on display used for environmental education programs are of high quality. The project also purchased a bus to bring school students to the Center. From March 2009 to March 2010, 12,806 students visited the Main Camp. The removal of alien species under the project in an area with two mountain catchments resulted in increased ecological services through improved water resources down the river systems. General rehabilitation activities of old farming areas resulted in improvements of aesthetic values in the region but also reduced the potential risk of injury to important wildlife such as the black rhinos. Contractual agreements were signed for three privately owned areas, Kuzuko, Riverbend and Langvlakte, resulting in a larger area being consolidated, thus improving the protection of Thicket and Forest-Grassland Biome elements and enhancing ecological processes - all helping to improve the Park's ecological sustainability. In addition, these three areas have either developed or are in the final stages of completing tourism activities to enhance job creation and regional economic development.

Most remarkable was the substantial co-financing provided by Government programs such as Work for Water and Poverty Relief (later referred to as Extended Poverty Relief Program) programs which contributed several fold more funding than initially anticipated and enabled not only stronger social results (e.g., in terms of SMME establishment) but also helped develop additional park infrastructure such as roads and fences and contributed to additional eradication of alien species than originally planned. Co-funding was provided from SANParks and the Work for Water (WFW) Program. In addition, significant private sector contributions were provided, namely in the Darlington and Colchester-Main-Nyathi section of the gAENP, to purchase land, construct tourism lodges, infrastructure and fences (US\$ 14.54 million). The Government's final commitment of US\$ 53.89 million by the end of the project exceeded the originally committed amount (US\$ 34.44 million). The French GEF (FGEF) contributed US\$1,290,000.

Overall, project implementation and supervision was pragmatic and forward-looking, adjusting and adapting in response both to activities that were going well and to those that were taking longer than initially expected. To adapt to evolving situations during project implementation, SANParks proposed minor changes which maintained the relevance of activities and increased their chances of delivering outcomes. One example is related to the component on land acquisition in order to expand the park boundaries. During implementation, the increase in land prices slowed down the Park's expansion beyond the project's control, so the project gave a stronger emphasis to attracting private sector investments. Three large privately owned

properties amounting to 17,600 ha were made available by private owners that were willing to enter into contractual arrangements with SANParks. This project has demonstrated that bringing the private sector into the park proved sound especially because of rising land prices.

Finally, progress towards a contractual agreement between the Enon Bersheba community and SANParks for a 11,000 ha community contractual conservation agreement has been slow. The major constraint was that this property, although assigned to the Enon Bersheba community, was still registered under the Department of Land Affairs (DLA) as belonging to the Government of South Africa. Until the official property title would be transferred to the community, the community was not entitled to sign a formal agreement with SANParks, although the consultations and negotiations had clearly indicated that the community wanted to move forward with a conservation agreement with SANParks. SANParks had no control over this land partnership agreement.

### **2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization**

During design and initial implementation no formal monitoring and evaluation assessment system was in place as it was part of the implementation of component 1. Early during implementation, a management information reporting system (MIRS) was developed with an environmental and financial management component that proved very useful to monitor financial and environmental progress of the project. The environmental MIRS developed by the Parks Planning & Development section of SANParks included the state of biodiversity (SOB) management report. The SOB was tested in Addo and later carried out in all twenty two National Parks (see Section 3.5 (c) other Unintended Outcomes and Impacts). Three years of assessments have been completed & await final analysis.

The Mid-term Review (MTR) verified the need to modify the target numbers for two indicators – terrestrial area under park management and area under private land. An increase in the purchase price of land and the unwillingness of some owners to sell their lands required an adjustment to some of the targets. Accordingly, the Bank and SANParks agreed to formally revise the indicator targets as follows: the total terrestrial area under the national park management target would be reduced from 236,000 ha to 205,000 ha and the total area of private land under contractual arrangement would be reduced from 46,000 ha to 30,000 ha. An amendment to the Grant Agreement was signed to reflect this change.

During project implementation, the Bank and SANParks refined the measurement of the GEO and PDO with additional indicators. Certain indicators used more than one measurement. For example to measure the status of biodiversity, four values were measured. (two marine species, black rhino and vegetation thicket). A total of 12 outcome indicators and 22 output indicators were measured regularly to assess progress under each component. This was part of the development of the MIRS system under component 1 (Annex 2)

*GEF Management Effectiveness Tracking Tools:* SANParks also used the protected area Management Effectiveness Tracking Tool (METT), originally designed by the Bank and WWF early on during project implementation. The METT was designed to assess performance at the site-level against 30 criteria for protected area management effectiveness identified by the World Commission on Protected Areas. Separate assessments were carried out for the terrestrial and the marine protected areas. Two of the 12 outcome indicators measured the terrestrial and marine protected areas management effectiveness. The METT for the terrestrial component of the Park has increased from a value of 73 to 76 by project closure (against an expected value of 75). The METT for the marine protected area increased from a value of 31 to 50 by project closure (against an expected value of 60). The fact that the METT for the marine protected area

increased from 31 to 50 points shows a *de facto* improvement in the management of the marine protected area. The *de jure* measurement of the outcome indicator was that the area would be proclaimed and thus the final point system could not reach the target value of 60.

*Biological Monitoring:* The PAD included an indicator to assess the improvement in the biodiversity of the gAENP: “Globally significant biodiversity maintained and enhanced through the protection of five key biomes under 63% of the gAENP footprint”. In order to adequately measure this indicator, SANParks and the Bank agreed early on to select a few species and vegetation types facing the highest degree of threat (black rhinos, fish species and thicket bush clump size) as follows: (a) the black rhinoceros (*Diceros bicornis bicornis*) population within the park continues to increase. The population has grown from 41 in 2004 to 48 in 2006 to 51 in 2007, to 57 in 2008, to 62 in 2009, and to 67 in 2010. (b) Marine key species indicators have been identified through the research projects. Two fish species have been identified for monitoring activities: i) an indicator species for Rocky Substrate, the Red Roman (*Chrysoblephus laticeps*) - a reef dwelling fish caught around Bird Island only, and highly resident with a home range as little as 50 m<sup>2</sup>. *Chrysoblephus laticeps* is a generalist feeder on reef invertebrates and a popular offshore angling fish; and ii) an indicator species for soft substrate, the White Seacatfish (*Galeichthys feliceps*), which is caught around the St Croix Island only. *Galeichthys feliceps* is an endemic species that lives on sandy bottoms and makes use of estuaries to spawn and mouth breed (September-December). *Galeichthys feliceps* is commercially exploited in the Eastern Cape. For both species, the numbers remained the same between the baseline value and the end of project value. (c) The thicket bush clump size was measured in a representative sample of plots from inside and outside elephants’ exclosures that had been set several years prior to the project. The value did not show any significant changes from the baseline to the end of the project. All the measurements except for the black rhinoceros were highly ambitious and given the long-term biological processes and the short time frame of the project interventions, it is not surprising that the indicators chosen show only limited responses over the project time frame. This is typical of other GEF projects where biological monitoring has been a challenge.

#### **2.4 Safeguard and Fiduciary Compliance**

The project triggered three safeguard policies, Environmental Assessment (OP/BP 4.01), Physical Cultural Resources (OP/BP 4.11, at the time of appraisal Cultural Property, OPN 11.3) and Involuntary Resettlement (OP/BP 4.12). The project was classified as a Category B. However, as the nature of the project was to enhance environmental quality and protect natural habitats and cultural heritage in the project area, the entire project was expected to have a supportive and significant positive effect in all of these areas. OP 4.11 requirements, South African legislation and SANParks’ own heritage policies led to the development of a specific Cultural Resource Framework (CRF) for the project. The CRF, developed in 2003, included a detailed cultural resource inventory. The project has also completed a cultural heritage resource mapping exercise, with management plans developed for each site, and AENP staff was trained to implement the plans, and compile plans for new sites.

The mapping exercise has resulted in an Integrated Cultural Resource Management Plan for the Park, with all relevant sites within the existing land area identified. The outputs of the plan are incorporated into SANParks’ balanced scorecard management assessment tool. Cultural resource management targets have been built into the park personnel’s key performance areas (KPA’s). This has been followed up with the implementation of a training program which enables staff to identify cultural heritage sites and to develop site-specific management plans for these. This capacity is overarching and has been provided to both the Conservation and People and Conservation Divisions. The mapped cultural GIS layer has been incorporated into the Park’s

conservation development framework (CDF) to assist management decision making processes. A database of all sites has also been developed.

The project completed a Resettlement Policy Framework (RPF) during project preparation and subsequently developed a Resettlement Action Plan (RAP) to ensure that the affected people were adequately re-housed. To monitor application of the resettlement safeguard a Resettlement Working Group (RWG) was established, and met on a quarterly basis. Minutes of these meetings are available. Under SANParks' budgetary provision, the project had set aside sufficient financial resources to cover all costs anticipated in the RAP. The RAP and its socio-economic program were prepared to resettle 29 households or Project Affected Persons (PAP) in two surrounding municipalities (Sundays River Valley and Blue Crane) and to help the displaced individuals to recover their overall livelihoods. The Bank was responsible for approving the RAP. The last independent RAP audit, ordered early in 2010 to evaluate implementation progress, concluded that SANParks has met its obligations to the 29 PAP. The last social safeguards supervision mission, carried out in May 2010, concurred with the conclusions and recommendations of the independent audit.

Access to municipal housing and recovery of income losses of all affected households were carried out in the following way. A group of 11 households were moved to municipal houses, another group of 10 households were moved to houses provided by SANParks and a last group of 8 households have not been moved. The Bank social safeguard specialist visited the new houses and was satisfied with these arrangements as all the affected households were in better housing conditions than before the move. Regarding the 8 households that had not moved, the Bank social safeguard specialist visited the municipal government and was provided with the Council resolution letter showing that all the PAPs are officially on the Reconstruction and Development Program (RDP) list and will be provided their houses on a priority basis. Houses will be built on these plots on commencement of the next housing projects in each municipality. One RAP individual is not on the (RDP) housing list for Blue Crane Municipality and has chosen not to respond to assistance offers by RDP. Related to potential income losses resulting from the resettlement, SANParks has provided to all the affected people either jobs in the Park's various management programs or provided assistance through the grant program of the Small Medium Micro-Enterprises financed by the project.

Early in the first year appropriate financial planning based on COSTAB was carried out and allowed proper reporting of the use of funds against the designed activities and costs possible throughout the rest of project implementation. Budget planning and reporting were done with use of a financial management information reporting system (MIRS) that allowed an integration between SANParks' financial system and World Bank report requirements. The client complied with the financial reporting requirements and sent to the Bank on a regular basis, the progress reports, evaluation reports and annual financial reports. Regular audits were carried out indicating that there were no cases of misuse of funds. The Bank financial review did not detect any problems in this regard. Financial management is rated satisfactory.

The PMU experienced difficulties implementing the required procurement procedures during the first two years. The PMU's staff in charge of procurement lacked experience and did not get sufficient training from the Bank procurement specialists who had frequently turned over. In year two, challenges were identified and remedies were applied to correct these deficiencies. At the end of year two a new procurement officer with World Bank experience was employed by the PMU and further appropriately trained. Procurement performance improved significantly and

subsequently procurement reviews identified no further issues. Procurement is rated satisfactory given that it was properly remediated on a timely basis.

## **2.5 Post-completion Operation/Next Phase**

The project supported the clear long-term vision of SANParks to expand the area of the AENP into a larger megadiverse area (the gAENP). It contributed to significant accomplishments in key areas such as modernization of planning tools (i.e. adaptive management) and modification of land uses in the gAENP to revert land degradation trends by piloting improved conservation management, private sector development and community participation. All interventions were also geared to contribute to poverty alleviation. Building on the successful implementation of these activities, SANParks has committed to continue the work as follows:

- (a) Complete implementation of the French GEF grant.
- (b) Explore and prepare applications for GEF5 funding to expand the lessons learned from this to the larger Frontier/Garden Route cluster of parks from Port Elizabeth to Cape Town.
- (c) Pursue the proposed MPA expansion and zoning. The research and planning for the whole marine area has been concluded. SANParks plans to carry out additional stakeholder consultations to ensure stronger engagement and political support toward the proclamation. In addition, the consultations would be key to increase awareness among local population of the value of no-take zones to increase productivity and to design in a participatory way these zones.
- (d) Further develop incentivized partnerships in private and communal lands around the Garden Route, Coastal and Frontier national parks to expand compatible conservation activities into buffer zones around the parks and increase the national park estate through creative mechanisms. This would have the advantage of reducing hard boundaries to the parks, increasing public involvement and facilitating the involvement of previously disadvantaged communities in conservation partnerships.
- (e) SANParks has plans to strengthen its work with communities around the gAENP through the provision of wildlife products such as marketing and species reintroduction and fences as an important incentive to change from agricultural to ecotourism activities for certain contractual areas such as the Enon Bersheba communal lands in gAENP.
- (f) Further expand the sustainable land use of endangered ecosystems in the Frontier and Garden Route. GAENP showed how the benefits of nature based tourism can compete with agricultural land uses.
- (g) SANParks plans to mainstream the idea that protected areas are providers of important ecosystem services to the broader society. These services could be in the form of water provision, increased water quality and flows, increased climate change resilience, reduced sedimentation and carbon sequestration, among others. These services are expected to increase in importance given the growing demand for fresh water and the likely adverse impacts of climate change on water availability in the country.

## **3. Assessment of Outcomes**

### **3.1 Relevance of Objectives, Design and Implementation**

Rated: *Satisfactory*

The project has made substantial contributions to the improved planning, monitoring and implementation of a highly diversified protected area and strongly supported and capacitated South Africa's leading agency for protected areas. The Bank's Country Assistance Strategy mentions the Government's priorities which include environmental sustainability, especially to



turn the concept of environmental sustainability into a cross-cutting element of public policies and assure that all public and private investments are compatible with environmental protection.

Both, the PDO and the GEO were highly relevant in terms of the environment and socio-economic objectives of the CAS. The justification for both has been thoroughly researched and demonstrated in the PAD. The proposed indicators, while needing refinement, were nonetheless all relevant to measure the proposed outcomes. The number, type and design of components were well aligned with the intended outcomes. The funded activities were also all relevant and contributed to the project outcomes as verified during implementation. The project's objectives continued to be relevant for the actual Country Partnership Strategy (CPS) priorities for the period 2008-2012 with regard to: (a) environment and natural resource management; (b) eradication of poverty; (c) overcoming the legacy of the apartheid regime and the reduction of inequality in South Africa and the region; and (d) increasing the capacity and efficiency for public service delivery.

### **3.2 Achievement of Global Environment and Project Development Objectives**

Rating: *Overall Satisfactory*

The project's objectives were realistic and remained relevant throughout the project. The project's global environment objective (GEO) was to conserve a significant representation of five of the country's biomes and the project development objective (PDO) was to establish a megabiodiversity conservation area around the existing Addo Elephant National Park (AENP) to avert further ecosystem degradation and to contribute to poverty reduction by creating direct employment in nature conservation and by catalyzing the development of eco-tourism. The project helped: (a) expand the conservation area around the existing AENP; (b) improve the management effectiveness of the AENP; and (c) contribute to poverty reduction by creating direct employment and through nature based tourism.

*Expand the conservation area around the existing AENP:* SANParks' long term vision that AENP would be a single fenced area for wildlife significantly larger and encompassing terrestrial and marine habitats compared to 2004 was largely achieved. At project completion, the government had increased the coverage of the AENP to 170,115 ha for the terrestrial component and 7,414 ha for the marine one. In addition, a request for 120,000 ha marine conservation area is awaiting for final approval. The indicator used to measure this achievement indicated that it reached 83% of its expected target.

The fact that the project did not reach 100% of its targeted expectation is not inherent to a poor project performance but to reasons that were out of the project's control. Two factors influenced this results. First, the land purchase prices increased from between R 1,080 – R 1,315 per hectare in 2003-2004 to R 7,000 - R 8,817 per hectare in 2010. SANParks had to change its strategy to expand the park and this resulted in a positive aspect of the project which is the creative solutions tested with partnership and concession agreements with the private sector. Second, the fact that the marine protected area was not yet declared by project closure was mainly due to political and institutional changes. The election of the new President of South Africa in 2007 resulted in the split of the functions of the Marine Coastal Management (MCM) between two national s – Department of Environmental Affairs (DEA) & the Department of Agriculture, Forestry & Fisheries (DAFF). This separation made it more difficult to obtain the approval of the legal documents by each department in a short period of time. The Government will ensure that the legislation is passed as this is a priority for DEA and SANParks beyond the life of the project.

*Increase area of private land incorporated in the park:* 46,000 ha of private land (revised downward to 30,000 ha at MTR) were to be incorporated into the Park by year 6. By project end,

this indicator showed that 17,608 ha, or 59%, of the revised target were incorporated. The 11,000 ha still awaiting final incorporation by the Enon Bershiba Communities Trust, a registered organization, were out of the control of SANParks, as the Government had not provided the land title to the communities that were willing to engage with SANParks on a contractual inclusion, but could not do so until the final title transfer took place.

*Improve management effectiveness of AENP:* By the end of the project the management of the gAENP had improved. All the management plans (Conservation plan, Development plan, Park Management plan and MPA low level plan) had been completed. SANParks had operationalized the MIRS system and the research projects had been concluded. 133,000 ha of the park were connected without fences allowing the flagship elephants & black rhinos to move freely to some of the new purchased areas. The baseline value for the area to be connected without fences was 13,681 ha and the target value was 130,000 ha. Also, SANParks was able to clear 75,044 ha of alien species (baseline 8,426 ha and target value 65,000 ha). Alien removal was done in two mountain catchments increasing ecological services in the form of better water resources down the river systems. General rehabilitation funded activities of old farming areas has seen an improvement in general aesthetic values of the region but also reduced potential risks of injury to important wildlife such as black rhinos.

In addition, the GEF tracking tool (METTS) score for the terrestrial area of the gAENP had increased its score from 73 to 76 showing that the park's management had improved. The METTS score for the marine area was 31 at the baseline and increased to 50 at the end of the project indicating that protection of the marine ecosystems was strengthened and also reflecting the many actions taken to improve management of these ecosystems. The value of the METTS had a target of 60 at the end of the project. Only a value of 50 could be achieved, as the proclamation of the Park was not finalized by project closing. In other words, SANParks successfully completed all the required prior procedures (surveys, studies, management plan, consultation and drafting of the legislation) under its own control, but the final proclamation was not its direct responsibility.

*Capable AENP staff and management systems in place:* The number of capable gAENP staff and management systems to effectively manage the Park was measured by the number of training days per year which reached 514 training days per year at the end of the project while 32 learnership and internships programs were also provided completed.

*Contribute to poverty reduction by creating direct employment and through nature based tourism:* The improvement in socio-economic status of the surrounding communities measured by employment levels in the gAENP, which were anticipated at appraisal to increase by 30 % as a result of the project, showed that 1,842 persons were employed at the end of the project as compared with the 1,596 originally expected, thus surpassing the target. Also, SANParks was able to attract private sector investment. The private sector contributed US\$ 14.54 million towards land purchase and to build lodges which was not expected at appraisal. The project delivered 505 beds that were made available within the AENP compared to a baseline value of 174 beds and the number of tourist entries increased significantly from 94,699 in 2004 to 135,109 in 2010 showing that nature based tourism had increased and was generating significant revenues at the end of the project.

### **3.3 Efficiency**

At the time of appraisal there were no requirements to include calculations of economic and financial rates of returns. The project was a stand-alone GEF project with a GEF grant and counterpart funding from the Government of the Republic of South Africa. No standard cost

benefit or cost-effectiveness parameters were calculated, and would be extremely difficult to calculate ex-post.

Despite these hindrances, efficiency is assessed by: (a) assessing the ratio of revenue to costs to manage the AENP and (b) the contribution of the private sector participation to a more efficient achievement of project results.

*Ratio of revenue to costs to manage AENP:* The ratio of revenue to costs to manage the Addo Elephant National Park was measured during project implementation. The expectation for this measure was that the income to cost ratios would be 100% or higher by project end, showing that the park management is self-sustainable. The ratio of revenue to costs by AENP was 94.6 percent at project entry and in 2009/10 reached 132 percent. It therefore can be concluded that the project contributed to the park being managed more efficiently exceeding original expectation. The gAENP is one of only few Parks in South Africa that is covering its operating costs through its own revenues.

*Contribution of private sector:* The effective private sector participation was a key feature that made this project more efficient and also gave SANParks new experience to work closely with the private sector as a key conservation partner. The gAENP project played a major role in this regard. SANParks had developed a long-term vision that was shaped in a series of plans for the greater Addo Elephant Park. The reason for mapping out the wider area was to increase ecological connectivity of previously isolated areas, as well as to increase ecosystem representation in an efficient way and that would secure additional biodiversity for the greater Addo Elephant Park. This large plan in hand (called the Development plan of the footprint area) incorporated all the additional areas to support biodiversity conservation on a priority basis. This clear vision back-up with impressive science was able to attract new partners from the business sector. Business partners worked within those areas. Without that prioritization the project would not have been as efficient to incorporate the best additional sites by private sector that might have purchased land with low ecological and biological value for the expansion of the AENP. Three contractual agreements were signed. Under these agreements the private companies purchased new land adjacent to the park in some cases and agreed to put them under conservation use for 99 years. The purchase of land by private companies proved a more cost-effective strategy than for the governments to purchase land which would be more costly. Furthermore, the project attracted private companies that are running ecotourism lodges for higher-end tourism which was a new market that did not exist previously in and around AENP. Prior to the project, accommodation near AENP was largely geared towards a lower-priced tourism segment. Through these efforts, the gAENP project provided a good example that is now being followed in other South African parks.

### **3.4 Justification of Overall Outcome Rating**

Rating: *Satisfactory*

The project has largely achieved its objectives and succeeded in increasing the conservation area of the Addo Elephant National Park. The project was successful in leveraging co-funding from SANParks, the Working for Water (WFW) and Extended Public Works Programs. Some of these funds were key to ensure that the consolidation of areas needed to expand the boundaries of the AENP would be done through acquisitions and contractual inclusions, with the other programs providing ideal bridging funds for local communities. These areas have been largely fenced and increased staffing and game introductions have been implemented. Alien species removal in an area with two mountain catchments resulted in increased ecological services in the form of improved water resources down the river systems. General rehabilitation funded activities of old farming areas resulted in improvements of aesthetic values in the region but also reduced the

potential risks of injury to important wildlife such as black rhinos. Contractual inclusion of Kuzuko, Riverbend and Langvlakte areas resulted in further consolidation of the conservation areas, thus improving the protection of Thicket and Forest-Grassland Biome elements and enhancing ecological processes, all helping to improve the Park's ecological sustainability. In addition, these three areas have developed tourism activities to enhance job creation and regional economic development. Current negotiations around the possible inclusion of the communal Enon Bersheba land (preliminary investigations and discussions have commenced) would further increase the Thicket protection and ecological processes on the southern Zuurberg slopes. The proclamation of the Bird Island MPA has given the important marine area greater local and national focus. In addition, project funds contributed to enhancing access to the islands and supported their protection and development even though the MPA has not yet been formally declared.

Over and above this, the gAENP project has played an essential role in influencing both SANParks and the Department of Environmental Affairs (DEA) with respect to the important potential links between conservation and socio-economic development, by demonstrating a viable alternative form of land use to agriculture. The gAENP project is frequently used as an example as to how conservation can be a regional economic engine, in the process contributing to poverty alleviation. The GIS office established within the Park Planning section of SANParks, which initially largely serviced the gAENP project, has since expanded to serve the entire organization. Moreover it has become a recognized national park planning unit involved in numerous national and international projects.

The Addo Elephant National Park is one of the few national parks in South Africa which now makes profit. The concept of bringing the private sector into the park proved sound especially because of rising land prices. The linkage between pro-poor job creation, investment from private sector and biodiversity conservation is generally a success story in South Africa, but also well demonstrated by this project. The number of jobs linking into biodiversity restoration exceeded expectations (1,842) as did government funding and alien vegetation clearing. This linkage has a great impact on supporting buy in for the park among poorer adjoining communities.

### **3.5 Overarching Themes, Other Outcomes and Impacts**

#### **(a) Poverty Impacts, Gender Aspects, and Social Development**

The project was not designed as a targeted poverty alleviation project. However, it was designed to enable local communities to benefit both from direct job creation and through SMME projects. The project created 1,842 external jobs compared with a target of 1,596 jobs. This represents a 103% increase over the baseline of 909 jobs. With regard to internal jobs created (within the AENP administration), employment has increased by 409 % (540 actual jobs vs. 106 jobs at project start).

SANParks actively engages with a number of stakeholder groups to support community development with a view toward increasing educational and training activities and direct projects. To name a few:

- the partnership with Pick 'n Pay supermarkets' Kids in Parks program whereby school students are exposed to environmental education programs in the park.
- The Wilderness Foundation's sponsored Imbewu trails whereby disadvantaged high school students are taken on a wilderness trail in the Park and exposed to relationships between their culture and nature.
- The "Hop on Guides", a group of park guides, are presently setting themselves up as a business entity and will employ additional guides.

- All the Park's EPW programs are aimed at skills development and the employment of unemployed people from neighboring communities.
- The Mayibuye Ndlovu Development Trust (MNDT) facilitated by the Park will unlock huge opportunities to benefit local people from around AENP such as the compost project and will serve as the catalyst for further community development projects.
- The SMME development process contributed to livelihood improvements and some established SMME's are currently employed operationally within the Park, for fencing or alien species removal. This process is ongoing.

**(b) Institutional Change/Strengthening**

The project's governance entities, namely the Addo Planning Forum (APF), the Steering Committee (SC) and the Resettlement Working Group (RWG), were fully operational during project implementation. They met quarterly during the past five years. In addition, a national Marine Working Group (MWG) has been established by the Addo Marine Coordinator (in the Park Planning section) to raise awareness of marine issues in Addo and other parks. It also met quarterly. The activities of the MWG have led to the allocation of dedicated SANParks marine conservation resources from the national government. A special marine unit comprising nine persons has been formed and equipped with a high speed rubber inflatable boat to patrol the MPA. The Project Management Unit (PMU) was fully operational for the duration of the project working closely with AENP/SANParks staff. A total of 514 training days for the year that ended in March 2010 were delivered to Park employees, including contractual partnerships and concessions, compared with a target of 350 days, thus exceeding the target by 47%. The cumulative number of internships offered by the AENP was 29, three of which were funded with GEF funds, one for Environmental Education, one for conservation related GIS, and the third for marine conservation. Two of the interns have been permanently employed by SANParks with one in Mountain Zebra National Park, and the other in SANParks' Park Planning section focusing on Addo and the third intern is currently under contract to SANParks with the prospect of permanent employment in 2011/12.

Again, this reflects how the products of the project have been mainstreamed into SANParks operations. The 29 interns funded by AENP were in the fields of tourism guidance (12), conservation guardianship (14), and hospitality reception (3). The cumulative number of interns at 32 exceeds the revised target of 30.

During project implementation, the key performance areas (KPAs) for staff were measured. This is a scorecard system used by SANParks to measure personnel performance. These KPAs were directly monitored via the balanced scorecard management measurement tool that was implemented within SANParks in 2005. The performance of SANParks personnel directly associated with the project was assessed using this tool, including that of the Park Manager, the Senior Section Ranger, the Head of Park Planning & Development, the greater Addo Coordinator, and the Marine Coordinator, among others, within the Parks and Conservation Services Divisions. The project's objectives are specifically reflected under the balanced score card corporate management objective of 'Improving the State of the Conservation Estate' of SANParks. As such, key project staff's performance can be assessed by means of this tool, as can that of their organizational divisions up to SANParks' corporate level as the project is reflected in the KPAs of the Executive Directors of Parks and Conservation Services Divisions. These KPAs were assessed quarterly.

**(c) Other Unintended Outcomes and Impacts**

The environmental MIRS developed by the Parks Planning & Development section of SANParks included the state of biodiversity (SOB) management report. The SOB was tested in AENP and

later carried out in all twenty two National Parks of South Africa. This represents a substantial mainstreaming benefit of the project and a far reaching contribution to biodiversity management. Also, the Integrated Cultural Resource Management Plan for the Park under component 4 increased the staff capacity in SANParks' Conservation and People and Conservation Divisions. The mapped cultural GIS layer has been incorporated into the Park's conservation development framework (CDF) to assist management decision making processes. A database of all sites has also been developed. These positive outcomes were not intended at the outset.

### **3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops**

No formal workshops were convened in connection with preparation of the ICR. However, meetings with stakeholder groups during the ICR mission revealed high levels of community awareness and importance of the project to these groups (Kuzuko Lodge and private sector stakeholders, the Mayibuye Ndlovu Development Trust (MNDT) and SMME representatives and Woody Cape and central Park staff). During implementation, a park management planning workshop was held in August 2005. In addition a series of stakeholder workshops were held in the last two quarters of 2010 to discuss the proposed Addo MPA and the Sunday's estuary management plan.

## **4. Assessment of Risk to Development Outcome**

Rating: *Low*

Most of the factors that could influence sustainability of the development and global environmental outcome are positive. Given the national and local Government commitment to gAENP, SANParks' demonstrated capacity to administer the park system and the solid socio-economic results, as well as that the overall investment climate in South Africa and the expected continuation of the global trends in tourism remain strong, it is unlikely that the development outcomes of this project are at significant risk. It is likely though that the pace of growth both of the amount of hectares under protected area and of investments will slow down in the next few years because of the continuing high cost of land. Though unlikely, there is a possibility that the MPA is not declared in the future if the fishery lobbies are influential enough to convince the Government of South Africa that the environmental and economic benefits do not outweigh the economic and political costs. Finally, it is possible that some of the risks identified by the QAG in the QEA assessment related to competing land issues between the poor and the rich will materialize in the future.

## **5. Assessment of Bank and Borrower Performance**

### **5.1 Bank**

#### **(a) Bank Performance in Ensuring Quality at Entry**

Rating: *Satisfactory*

The 2005 QEA conclusion was that the Quality at Entry was Satisfactory. The QEA panel praised the Bank's preparation team for very good knowledge of country realities, of conservation in general and for its ability to consider lessons learnt. The ICR largely concurs with the conclusions of the QEA which proved accurate. Areas for improvement from the QEA viewpoint were that the preparation team could have considered additional risks in its analysis or have helped SANParks build its own capacity to handle social or community issues. From the ICR team's viewpoint, the preparation team could have defined more accurately some of the key performance indicators and highlighted in the risk section the rising land costs encountered during implementation that were an obstacle to achieve the desired outcome.

### **(b) Quality of Supervision**

Rating: *Satisfactory*

The Bank provided continuity in supervision by conducting regular supervision missions. The same Task Manager was responsible for the project from early implementation through completion. The Bank set high standards for implementation, and consistently maintained a long-term vision with a strong focus on results, building capacity, involving stakeholders and efficient administration. Supervision was also flexible and adaptive to emerging realities (e.g., rising land prices and the associated need to revise some of the targets). The Aide Memoires and the ISRs showed direct involvement in supervision. Procurement and financial management performance were regularly assessed and, in the case of procurement, when problems were found these were rectified promptly. At Mid-Term Review, once the Bank and Client teams assessed the impossibility of meeting all the initial indicator targets given the changes in land prices, the decision was taken to reduce a few of them accordingly. The changes were processed within the Bank and resulted in an amendment to the Grant Agreement. After the MTR, the client requested further modification of the targets of some indicators but this request was not processed officially.

### **(c) Justification of Rating for Overall Bank Performance**

Rating: *Satisfactory*

The Overall Bank Performance is rated *Satisfactory*, based on similar ratings for Ensuring Quality at Entry and Quality of Supervision, and especially to reflect the timely guidance provided to the client, both technically and administratively, during project supervision. Project preparation could have been stronger and risks better identified, however the ICR team feels that overall Bank performance was Satisfactory overall given the high quality and responsiveness of supervision, which may, in fact, have been Highly Satisfactory, especially given the fact that there was no turnover of the TTL and the Bank followed up safeguard issues diligently.

## **5.2 Borrower**

### **(a) Government Performance**

Rating: *Highly Satisfactory*

The Government of the Republic of South Africa performance is rated *Highly Satisfactory*. The Government has maintained continuous commitment to the gAENP by successful co-funding of the project from SANParks, and the Extended Public Works (EPWP, ex poverty relief) and Work for Water (WFW) Programs. The Government's US\$ 53.89 million funding toward gAENP, compared to the originally anticipated US\$ 34.44 million, also reflects the Government's strong interest in this program. (see Annex 1(b) for details). The Government has supported programs that have an important demonstration effect that should greatly facilitate SANParks' efforts in other regions. Thus, the project has had a significant demonstration effect. The increased budgetary funding that the Government provided to gAENP to hire ten additional Park personnel is further evidence of its commitment to this project. The Government funding was always timely delivered.

### **(b) Implementing Agency or Agencies Performance**

Rating: *Highly Satisfactory*

The performance of the Implementing Agency, SANParks, is rated *Highly Satisfactory*. SANParks demonstrated strong implementation capacity, providing oversight and guidance throughout project implementation. The Regional and Park Managers, in particular, supported and broadened their scope of work to accommodate the pilot nature of the project and to introduce a variety of novel approaches to conservation contracts, easements and partnerships with the private sector and with local communities. The Planning unit of SANParks provided leadership and the big picture of the project's vision. SANParks contracted a management unit (PMU) that hired a coordinator from the private sector. He remained throughout the project

implementation, ensuring project continuity and efficiency. The efficiency and hands-on approach of the coordinator based on his private sector operational experience was evident throughout project implementation. Finally, another positive aspect of the implementing agency was the internal coordination and collaboration within the organization in all aspects of implementation. Having the PMU seated in the SANParks offices remained essential in supervision, interaction and involvement in all aspects of the project and other linked activities.

### **(c) Justification of Rating for Overall Borrower Performance**

Rating: *Highly Satisfactory*

The Overall Borrower Performance is rated Highly Satisfactory, based on ratings for the Government and the main implementing agency and also based on the dedication, commitment and contribution of all who participated, including the PA Managers, social promoters, NGOs/CSOs who were able to successfully work with and engage beneficiaries in PA communities that contributed to the Project's achievements.

## **6. Lessons Learned**

Some key lessons learned from the project include:

(a) Implementing a **participatory approach to achieve biodiversity conservation** with government programs, private sector and local communities can be effective both for improving biodiversity conservation and for promoting economic development. The project demonstrated the positive role that all key stakeholders can play to support biodiversity conservation objectives without compromising development. The leadership of SANParks in preparing and holding a long-term view for gAENP promoted confidence and empowerment to new conservation partners, including the private sector and local communities around the park. The gAENP was divided into seven distinct development zones that face different challenges and opportunities. For each zone, concrete actions to enhance conservation and ensure that communities around the focus zones are taken into account were identified. This guided the implementation very well. This experience is worth sharing and replicating in other similar parks and surrounding areas not just in South Africa but in the world.

(b) Expanding the original area of a National Park to include new ecosystems can be an **important approach to climate change mitigation and adaptation**. Literature discusses the benefits of incorporating continuous ecosystems to mitigation and support adaptation due to climate change. This project built on this knowledge and showed a practical, on the ground experience of such "ecological corridors". By taking down fences and allowing the elephants and other wildlife to less degraded new areas with less artificial water was a positive result of the park expansion. The project also learned positive lessons of combining terrestrial and marine ecosystems management under a single large area & management institution. This process has not been fully completed, but results already show the positive economic and ecological gains. This offers a greater diversity of attractions for tourists in a single location (wildlife viewing, dune viewing, camping and trekking in wider and more diverse areas and beach and coastal recreation) thus diversifying its impact and opportunities. Similarly, more ecosystem and ecological processes will be preserved through this extensive and well planned expanded ecological area.

(c) **Income generated through nature based tourism can compete successfully** with that generated through agricultural activities, especially considering that agriculture income is limited by the poor soil conditions and water availability. This project demonstrated this in a concrete way, both, through investments and through a detailed socio-economic survey. The Addo Elephant National Park is one of the few national parks in South Africa which now makes profit.



The linkage between pro-poor job creation, investment from private sector and biodiversity conservation was well demonstrated by this project. The number of jobs linking into biodiversity restoration exceeded expectations (1,842). This linkage has a great impact on supporting buy in for the park among poorer adjoining communities. This should be replicated within South Africa and the Bank should take these lessons to other regions as well.

**(d) A successful monitoring and evaluation system (MIRS – SOB) was developed** under the project and systematically used for gAENP. This experience was successful that it was applied to other national parks managed by SANParks and now is an integral part of the SANParks monitoring system. By piloting a new system under the project, and being able to confirm that the system works and improves the management of the park, it was possible to mainstream and expand the system to other parks – thus increasing the capacities to manage and monitor the park system. In addition, the financial MIRS proved invaluable for the financial management and report writing for the project. Given that these areas are an important part of Bank operations, the development of such a system should be done up front.

**(e) Community development and managed areas is an important strategy for conservation.** The Mayibuye Ndlovu Development Trust (MNDT) is an excellent model for organizing communities around a protected area and for assisting them in establishing a legally registered entity and developing economic activities. A private sector partnership with the communities was also a successful element in this newly established Trust whereby, in this case, the private sector bought the compost for the citrus farms. Achieving and demonstrating success by the Trust from its first activity can enhance its prospects for sustainability in the future. The associated lesson is that creating community reserves takes longer to ensure that all the communities are consulted and that they share a common plan and vision than it does to create private reserves or national reserves. Prior capacity building in organizations and training are required to ensure ownership of the process and results by a large number of communities.

**(f) The importance of sound science remains essential** to conservation planning and in answering inquiries from difficult stakeholders. Gathering reliable scientific information should remain a cornerstone of such projects. In this regard, the support of a strong GIS section was invaluable in interpreting and presenting geographically related data. In addition, resource use studies in the marine environment have been invaluable to countering community perceptions & ideas around the sustainability of marine resources. Scientific research has already proven that the creation of no-take zones that act as a nursery for most fisheries stocks is extremely important to ensure the long-term availability of fisheries in both biological and economic terms. However, in order to allow the minimum time for these nurseries to function, adequate funding is required to compensate communities that will lose access to these resources in marine protected areas for a short period, until the marine environment is replenished.

## **7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners**

### **(a) Borrower/implementing agencies**

The client expressed its satisfaction with the way the ICR was done and wishes to highlight the good cooperation between the Bank and SANParks during preparation, implementation and conclusion.

### **(b) Cofinanciers**

### **(c) Other partners and stakeholders**

## Annex 1. Project Costs and Financing

### (a) GEF Project Cost by Component (in USD Million)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
<b>1. CONSERVATION PLANNING</b>	<b>0.25</b>	<b>0.25</b>	<b>100%</b>
<b>2. IMPLEMENTATION OF DEVELOPMENT PLAN</b>	<b>2.33</b>	<b>3.56</b>	<b>152%</b>
<b>3. INSTITUTIONAL AND GOVERNANCE STRUCTURES</b>	<b>1.60</b>	<b>1.16</b>	<b>72%</b>
<b>4. COMMUNITY DEVELOPMENT AND SOCIAL ECOLOGY</b>	<b>0.15</b>	<b>0.23</b>	<b>153%</b>
<b>5. ECONOMIC DEVELOPMENT</b>	<b>0.34</b>	<b>0.08</b>	<b>23%</b>
<b>Total Baseline Cost</b>	<b>4.67</b>	<b>5.28</b>	<b>116%</b>
Physical Contingencies	0.00	0.00	
Price Contingencies	0.83	0.00	
<b>Total Project Costs</b>			
<b>Total Financing Required</b>	<b>5.5</b>	<b>5.28</b>	

### (b) Total Project Financing by Component by Financiers at project closure (in USD Million)

Components	GOV	SANParks	Local counterpart	GEF	French GEF	Private
<b>1. CONSERVATION PLANNING</b>	<b>0</b>	<b>1.44</b>	<b>0.09</b>	<b>0.25</b>	<b>0.16</b>	<b>0</b>
<b>2. IMPLEMENTATION OF DEVELOPMENT PLAN</b>	<b>13.28</b>	<b>29.25</b>	<b>0.87</b>	<b>3.56</b>	<b>1.03</b>	<b>14.54</b>
<b>3. INSTITUTIONAL AND GOVERNANCE STRUCTURES</b>	<b>0.12</b>	<b>3.73</b>	<b>0.22</b>	<b>1.16</b>	<b>0</b>	<b>0</b>
<b>4. COMMUNITY DEVELOPMENT AND SOCIAL ECOLOGY</b>	<b>0</b>	<b>4.78</b>	<b>0.05</b>	<b>0.23</b>	<b>0.02</b>	<b>0</b>
<b>5. ECONOMIC DEVELOPMENT</b>	<b>0</b>	<b>1.29</b>	<b>0.02</b>	<b>0.08</b>	<b>0.08</b>	<b>0</b>
<b>Total project financing</b>	<b>13.40</b>	<b>40.49</b>	<b>1.24</b>	<b>5.28</b>	<b>1.29</b>	<b>14.54</b>

Gov: funding from the government from Working for Water, Poverty Relief and Caring for the Coast

SANParks: funding to manage the park.

Local sources: matching funds from local government

Private: funding from the business partners that signed concession and partnership agreements with SANParks

French GEF: Funding provided by the French GEF to support complementary activities related to the project.

**(c) Financing by Financier**

Source of Funds	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower	27.94	53.89	197%
Global Environment Facility (GEF)	5.50	5.28	96%
Local Sources of Borrowing Country	6.50	1.24	18%
French GEF	0	1,29	
Private	0	14.54	

## **Annex 2. Outputs by Component**

### **Component 1. Conservation Planning**

#### **Rate: Satisfactory**

The component's objectives were: (i) to develop a planning and monitoring framework for the long-term conservation of the unique assemblage of biodiversity in the gAENP and (ii) to avoid environmental degradation.

*Sub-GEO 1: The sub-objective 'Park conservation and development plans in place' was built on four pillars:*

First, at project completion four plans had been updated or developed: the Conservation plan, the Development plan, the Management plan and the MPA plan. SANParks used C-Plan and other software (MARXAN) to develop these plans and all outputs. SANParks planning unit had developed and adopted a long-term vision to conserve the unique assemblage of biodiversity of the gAENP and to arrest environmental degradation. This systematic planning concept is considered as conservation best practice within SANParks and more generally in South Africa and other parts of the world. The development plan (referred to as the conservation development plan (CDF)) is a unique product that relies upon biological, cultural heritage and regional information on how the park space should be zoned and used. Furthermore, the plans indicated the priority areas targeted for park expansion, the road network and fences needed for better park management and other useful information. This planning concept is being used in all of SANParks protected areas planning. In addition it has also been adopted by other provincial conservation agencies as a direct result of the project. The five year management plan has been completed and accepted by SANParks, and the Department of Environmental Affairs (DEA).

Second, a management information reporting system (MIRS) was developed with environmental and financial management components. The environmental MIRS developed by the Parks Planning & Development section of SANParks included the state of biodiversity (SOB) management report. The SOB was tested in Addo and later applied in all twenty two National Parks. The SOB (environmental MIRS) was automated during 2010 with support from consultant developers and will be used to assess park biological management performance again in 2013, once the web-based system is loaded with all previous assessments and tweaked for errors. The SOB also included detailed sections on the state of the marine environment. The financial MIRS was also designed, tested, and debugged. All financial management reports including co-funding, SOE's, FMR's, and budgets have been produced by the financial MIRS. This has become an essential tool for monitoring expenses within the project, producing reports in World Bank format and interfacing with SANParks Great Plains financial management system – previously not available.

Third, the project supported thirteen research projects that included, two sea bird studies, vegetation monitoring at Darlington, three socio-economic surveys in 2005, 2008 and 2010, cultural heritage resource mapping, a large herbivore impact study, a predator impact study, a study of the Sundays River estuary, reef fish monitoring, a legal review, and a freshwater fish study. Much of the research had direct application to developing Park policies and assisted Park management. The cultural resources project was also very important to ensure that the Bank's Physical Cultural Resources safeguards policy (OP/BP 4.11, Cultural Property, OPN 11.3 at the time of appraisal) was addressed properly (see Section 2.4).

And fourth, the project was supposed to increase marine protection. Only the island groups of Bird Island and St Croix, comprising 7,414 hectares have been proclaimed under the Marine Living Resources Act. Despite the fact that the necessary public participatory process that will lead to proclamation of the larger MPA was well on its way by project closing, new political obstacles outside the control of SANParks' management occurred. The Marine biodiversity-MPAs and fisheries components, originally within Marine Coastal Management (MCM), were separated into two different Ministries. The Marine and Coastal Management (MCM) unit of the national Department of Environmental Affairs (DEA) in the Ministry of Water and Environmental Affairs is currently responsible for all marine area management until such time as the MPA has been proclaimed under the Marine & Living Resources Act (MLRA) and later the National Protected Areas Act, after which SANParks will take over management control. Proclamation of the greater MPA is now scheduled for second half of 2011. Once the MPA is proclaimed, gAENP management will manage both the terrestrial and marine areas as one contiguous park, and not two separate entities, thus meeting an IUCN recommendation of conserving biodiversity across the terrestrial - marine interface.

## **Component 2. Implementation of the Development Plans**

### **Rating: Satisfactory**

The component's objective was: to implement the infrastructure and land incorporation programs as well as the socio-economic capacity building defined in the gAENP development plan.

*Sub-GEO2: Park infrastructure developed, land acquired, stocked with game and rehabilitated* was largely achieved. The AENP expanded its land area to 170,115 ha versus a target of 205,000 ha formally revised at Mid-term point and a final project target of 175,000 ha revised during the 2009 WB Mission. The terrestrial target was not fully met due to steep increase in the price of land. SANParks envisages that the target of 175,000 ha will be met within a few years of project closure. All the other component outputs were achieved. First, the project also delivered 154 km of all season new roads in the Main camp and Colchester zones that is expected to aid wildlife management and tourism development. Second, 133,000 hectares where wildlife is contained within the boundaries of a predator proof fence were enclosed to ensure the optimal wildlife management within gAENP. Third, more than five species of wildlife were introduced in the 133,000 ha enclosed areas including Colchester, Kuzuko, Darlington and Nyati sections. And fourth, the project also successfully cleared 75,044 hectares of alien species.

## **Component 3. Institution and Governance Structures**

### **Rating: Highly Satisfactory**

The component's objective was: to strengthen the institutional and governance structures to ensure the successful implementation of the gAENP.

*Sub-GEO 3: Capacitated park institutions and governance structures operational* was achieved in a very positive manner.

The Project's Governance structures, namely the Addo Planning Forum (APF); the Steering Committee (SC) and the Resettlement Working Group (RWG) were fully operational throughout project implementation. These entities met quarterly during the past five years. In addition, a national Marine Working Group (MWG), that was established by the Addo Marine Coordinator (in the Park Planning section) to raise awareness of marine issues in Addo and other parks, also met quarterly. The activities of the MWG have led to allocation of a dedicated SANParks marine conservation resources from the national government. A special marine unit comprising nine persons has been formed and equipped with a high speed rubber duck to patrol the MPA. The

Project Management Unit (PMU) was fully operational for the project duration working closely with AENP/SANParks staff. A total of 514 training days for the year ended March 2010, as compared with a target of 350 days, were delivered to Park employees, including contractual partnerships and thus exceeding the target by 47%. The cumulative number of internships offered by the AENP was 29, with three funded with GEF funds, one for Environmental Education, one for conservation related GIS, and one for marine conservation. Two of the interns are now permanently employed by SANParks (one in Mountain Zebra National Park and one in SANParks' Park Planning section focusing on gAENP) and the third intern being currently under contract to SANParks with the prospect of permanent employment in 2011/12.

Again this reflects how products of the project have been incorporated into SANParks operations. The 29 interns funded by AENP were in the fields of tourism guidance (12), conservation guardianship (14), and hospitality reception (3). The cumulative number of interns at 32 exceeds the revised target of 30.

During project implementation, the key performance areas (KPAs) were directly monitored via the balanced scorecard management measurement tool that was implemented within SANParks in 2005. SANParks personnel directly associated with the project were (assessed using this tool), including the Park Manager, the Senior Section Ranger, the Head for Park Planning & Development, the greater Addo Coordinator, and the Marine Coordinator, to name a few, within the Parks and Conservation Services Divisions. The project is specifically reflected under the balanced score card corporate management objective 'Improving the State of the Conservation Estate' of SANParks. As such, the project is reflected in this objective through the specific park and conservation service staff responsible for the project and their organizational divisions score cards up to SANParks corporate level assessments, where the project is reflected in the KPAs of the Executive Directors of Parks and Conservation Services Divisions. These KPAs were assessed quarterly.

#### **Component 4. Community Development and Social Ecology**

##### **Rating: Satisfactory**

The component's objective was: to benefit communities through enabling managed access to natural resources, access to employment, micro enterprise opportunities (SMME), training and environmental education.

*Sub-GEO 4: Park related social and community development program implemented was achieved as originally planned. At project closure, there were a total of 11 formal Small and Medium Micro-Enterprises (SMME) with more than 3 employees each working on gAENP projects. The amount paid to SMME's through various contracts financed by gAENP, private partners, and the Government amounted to US\$ 2,867,1833. These funds have been transferred to SMME's through various contracts for activities such as clearing alien species, site rehabilitation and new construction, fence line maintenance and road building. The construction, refurbishing and launching of the Interpretative Center in the Main Camp of the AENP has been concluded. The design and construction, as well as all the interpretive materials on display that will aid environmental education programs, were of high quality. The project purchased a bus to bring school students to the center. From March 2009 to March 2010, 12,806 students had visited the Main Camp. The original target was 10,000 per annum. This component also supported the establishment of the Mayibuye Ndlovu Development Trust (MNDT). The MNDT was officially formalized in 2004 with two trustees from each of the eight communities surrounding AENP and two trustees from AENP serving on the Board of the MNDT. The objective of MNDT was to become financially sustainable, generating funds to help develop the eight communities. A fulltime administrator was appointed with the support of a consultant part time coordinator.*

Meetings were held every quarter plus an annual general meeting to review the business plan of the trust. The first commercial project of MNDT was signed with the Sundays River Citrus Company (SRCC) for the Sundays River compost project, which has resulted in the creation of two new SMME's that are self-sustained.

## Component 5. Economic Development

### Rating: Satisfactory

The component's objective was: to stimulate overall economic development in the region by creating an enabling environment for tourism and associated economic activity through participation of the private sector.

*Sub-GEO 5: Regional economic development benefits* were achieved based on the indicator targets agreed. The project supported a total of 6 commercial concessions within gAENP. These are the curio shop, restaurant, and concessions (lodges) in Gorah, Darlington, Nguni, and Riverbend.. Three signed contractual partnership agreements exist with Kuzuko, Riverbend and Langvlakte. A preliminary tourism development model has also been prepared with project funds. While this component did not require a lot of funds, but entailed negotiations with the private sector, it resulted in many concrete improvements in the economic development of gAENP. First, there was an increase in employment in the gAENP. This measure was introduced during the course of the project and the Bank and SANParks agreed that, by project end, the target value would be 1,596 jobs as determined by an independent socio economic survey. The actual number achieved was 1,842 jobs. Second, the number of beds available within gAENP including Concessions and Partners was also measured. The original target was that 440 beds would be available by project closure with a baseline of 174. The actual achievement was 505 beds.

Table 1 below shows the 12 outcome indicators that were measured during project implementation. Five of these indicators are listed in the Grant Agreement: 1) indicator one measured through indicators 6 and 8 below; 2) indicator two through indicator 7 below; 3) indicator three through indicator 12 below; 4) indicator four through indicator 1 and 2 below and; 5) indicator five was measured through an output indicator (12 and 13) listed in table 2 below.

**Table 1: Summary of outcome indicators**

Outcome indicators	Baseline April 04	Target EOP	Formally revised at MTR	Revised in 2009	Achieved EOP	Document
<b><i>Project Development Objective</i></b>						
1. Increase in employment in gAENP footprint	1,228	1,596	-	-	1,842	GA
2. Direct employment w/in AENP	193	380	-	-	644	GA
3. Ratio of revenue to costs	94.6	-	120	-	132	
4. Number of bed available within the AENP	174	440	-	-	505	
5. Number of tourism entries	94,699	160,000	-	120,000	135,109	
<b><i>Global Environmental Objective</i></b>						
6. Ha terrestrial falling under PA management	141,000	236,000	205,000	175,000	170,115	GA&PAD
7. Ha private land included in PA	1,500	46,000	30,000	17,608	17,608	GA&PAD
8. Ha of marine falling under PA management	0	120,000	-	-	7,414	GA&PAD
9. Score of Management Effectiveness terrestrial areas	73 (2007)	75	75	-	76	
10. Score of Management Effectiveness marine area	31 (2007)	60	60	-	50	
11. Degree of proclamation of Addo marine protected area	0 (2007)	10	-	-	5	
12. Monitoring and evaluation system to measure improvements in ecosystems and						GA&PAD

species						
12.1. Black rhino indicator	10	27	-	-	34	
12.2. Vegetation thicket indicator	11.9x3.57	-	11.9x3.57	-	11.9x3.57	
12.3. Marine – White Seacatfish sand-fish indicator	303	-	303	-	303	
12.4. Marine – Roman reef-fish indicator	316	-	316	-	316	

Table 2 shows the achievement of the output indicators that were measured during project implementation through a scoring system.

**Table 2: Summary of output achievements for all components**

		Baseline March 2000	Actual October 2010	October 2010 target	Variance
<b>Output indicator – Component 1 – Conservation Planning</b>					
1	Degree of establishment of 4 plans (Conservation plan, Development Plan Management plan & MPA low level plan) as measured by point system.	0	20	20	0
2	Degree of establishment of the Environmental MIRS as measured by point system.	0	12	12	0
3	Degree of establishment of the Financial MIRS as measured by point system.	0	15	15	0
4	A user-friendly Environment Management System (SOB) suitable for this and other similar projects including management policies developed and maintained.	0	8	8	0
5	Monitoring & research undertaken - number of research projects completed cumulative.	0	13	11	2
<b>Output indicator – Component 2 – Implementation of the Development Plans</b>					
6	Hectares of the AENP where wildlife is contained within the boundary of a fence (Predator proof).	13,681	133,000	130,000	3,000
7	Km of all season's road available within the boundaries of the AENP.	13,3	154,5	105	45
8	Hectares of the AENP where more than five wildlife species have been reintroduced and where their growth is documented (Predator and stock fence).	47,681	133,000	130,000	3,000
9	Cumulative number of hectares successfully cleared of alien species within the AENP.	8,426	75,044	65,000	10,044
<b>Output indicators – Component 3 – Institutional and Governance structures</b>					
10	SANParks AENP structures fully operational - APF, SC, RWG.	0	66	66	0
11	Project management structure operational as measured by point system.	0	20	20	0
12	Number of training days delivered per annum for SANParks and partners staff – excluding government projects.	0	514	350	164
13	Cumulative number of learnerships and internships offered by AENP	0	32	30	2
<b>Output indicators – Component 4 – Community Development and Social Ecology</b>					



14	Socio economic issues are monitored as measured by point system.	0	15	15	0
15	Number of formal SMME of more than 3 permanent employees and two years existence created as a result of the project.	0	11	10	1
16	Amount in Rand annually transferred to SMME through various contracts financed by the AENP or by private concessionaires within AENP. (CUM)	0	20,357,m	8,000m	+11,213m
17	Cumulative number of environmental education infrastructure constructed and equipped.	0	1	1	0
18	Number of days of environmental education attended by pupils from primary or secondary levels annually.	1,200	12,806	10,000	2,806
19	Establishment of Mayibuye Trust as a sustainable community trust. Inc 1 pt, Trustee meetings held 1 pt per meeting, effective admin in place 2 pts, 1 Commercial venture 5 pts.	0	21	18	3
20	Resettlement - All displaced farm workers provided with a job and house no worse than origin.	0	100	100	0
<b>Output indicators – Component 5 – Economic Development</b>					
21	Number of signed partnership agreements.	0	3	3	0
22	Number of commercial concessions operational in the park resulting in tourism infrastructure.	0	6	6	0

**Annex 3. Economic and Financial Analysis**  
(Including assumptions in the analysis)

Not applicable: The Project was a stand-alone GEF project with a GEF grant and counterpart funding from the Government of South Africa and state agencies. At the time the Project was designed, neither financial nor economic analyses were prepared. No standard cost-benefit or cost-effectiveness parameters were calculated; these would be very difficult to calculate ex-post.

## Annex 4. Bank Lending and Implementation Support/Supervision Processes

### (a) Task Team Members

Names	Title	Unit	Responsibility/ Specialty
<b>Lending</b>			
Aberra Zerabruk	Legal	Legal	
Agnes Kiss	Lead Environmental Specialist	AFTEN	
Christophe Crepin	Lead Environmental Specialist	EASER	
Christopher Warner	Sr. Technical Specialist	ENVCF	Co-team lead
Jan Bojo	Sector Leader	EASER	Team lead
Jean-Roger Mercier	Safeguards	ENV	
John Boyle	Safeguards	AFTCS	
V.S. Krishnakumar	Regional Procurement Manager	AFTPR	
<b>Supervision/ICR</b>			
Adelia Chebeia	Assistant	CAFAS	
Antonio Chamuco	Senior Procurement Specialist	AFTPC	
Caroline Guazo	Language Program Assistant	AFTCS	
Claudia Sobrevila	Senior Biodiversity Specialist	AFTEN	ICR TTL
Chitmabala J. Sikazwe	Procurement Specialist	AFTPC	
Christian Nieuwoudt	Senior Disbursement Specialist	CTRDM	
Henri A. Aka	Procurement Specialist	AFTPC	
Jao Tinga	Financial Management Specialist	AFTFM	
Jayne A. Kwengwere	Program Assistant	AFTEN	
John Michel Pavy	Senior Environmental Specialist	AFTU1	Team lead
Jonathan Nyamukapa	Sr. Financial Management Specialist	AFTFM	
Karsten Feuerriegel	E T Consultant	AFTEN	
Lungiswa Thandiwe Gxaba	Senior Environmental Specialist	AFTEN	
Marie Bernadette Darang	Information Assistant	AFTEN	
Marie Helen Treppe	Information Assistant	AFTCS	
Meseret Kebede	Program Assistant	AFTAR	
Mohammed Arbi Ben Achour	Lead Social Development Specialist	AFTCS	
Mohammad Nadeem	Paralegal	LEGAf	
Patrick Piker Uwa Tete	Sr. Financial Management Specialist	AFTFM	
Sandra Jo Bulls	Procurement Specialist	AFTPC	
Sophia Elizabetha Frederick	Program Assistant	AFCS1	
Tandile Gugu Ngetu	Financial Management Specialist	AFTFM	

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
<b>Lending</b>		
<b>FY99</b>	0	24,905
<b>FY00</b>	1.5	12,476
<b>FY01</b>	3.94	28,770
<b>FY02</b>	7.19	12,226
<b>FY03</b>	9.82	38,579
<b>FY04</b>	14.31	55,646
<b>Total</b>	<b>36.76</b>	<b>172,600</b>

<b>Supervision/ICR</b>		
<b>FY04</b>	0	196
<b>FY05</b>	9.18	37,176
<b>FY06</b>	9.3	51,955
<b>FY07</b>	9.97	54,547
<b>FY08</b>	15.08	65,892
<b>FY 09</b>	4.66	17,681
<b>FY10</b>	11.77	50,161
<b>FY11</b>	12.11	49,815
<b>Total:</b>	<b>72.07</b>	<b>327,421</b>
<b>Grand Total</b>	<b>108.83</b>	<b>500,022</b>

## **Annex 5. Beneficiary Survey Results**

N/A

## **Annex 6. Stakeholder Workshop Report and Results**

N/A

## **Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR**

A draft Borrower's comment on the ICR is presented below as sent to the Bank.

### Project objectives:

The project had two key objectives, one a development objective and the other a global environmental objective.

1. The project's development objective was to establish a megabiodiversity conservation area around the existing Addo Elephant National Park to avert further ecosystem degradation. The project also aimed to contribute to poverty reduction by creating direct employment in nature conservation and by catalyzing the development of eco-tourism.
2. The Global environmental objective of the project was to conserve a significant representation of the country's nine terrestrial biomes, including globally important terrestrial biodiversity (236,000 ha) and one of the countries three marine provinces (120,000 ha), into a single National Park. The project addressed threats and root causes of biodiversity degradation across a wide range of terrestrial, aquatic and marine systems.

The aim of the project was to increase the area under conservation within the current AENP, into the greater Addo Elephant National Park, including terrestrial and marine ecosystems. Over six years the project sought to protect the area of globally significant biodiversity through land acquisition and partnerships with private land owners.

The project addressed two of the main development objectives of the CAS, namely: i) Promoting higher growth and employment while maintaining macroeconomic stability in order to generate sustained improvement in living standards: and ii) Fostering social and environmental sustainability by reducing poverty and inequality through investment in human and natural capital, accelerating and improving the delivery of assets and services to the disadvantaged segments of society and enhancing environmental management.

### Overall outcome:

In conclusion it is important to record, in this report, the Government of South Africa's and management of South African National Parks appreciation for the financial and technical support of the GEF and the World Bank for the past six years of this project.

Of the twelve outcome indicators only two were not met, being the attainment of the terrestrial hectares target and the final proclamation of the MPA. Of the twenty two output indicators all were met or exceeded, making the overall outcome of the project highly satisfactory.

SANParks as implementing agency might not have achieved over the past six years the full extent of terrestrial land under protection or the proclamation of the Marine Protected Area as set out in the PAD, the project has ensured that the process to achieving the terrestrial land acquisition target and getting the Government to proclaim the MPA is well advanced at project closure, and is expected to be achieved within 2 years.

The long term vision is that of a Park with a single fenced area for wildlife, but significantly larger than at present encompassing a terrestrial and marine protected area.

### Critical factors that affected implementation of the project:

The project received satisfactory and highly satisfactory ratings from all the World Bank missions which were carried out annually since the inception of the project. Only two significant challenges were encountered at project commencement, with both challenges being resolved effectively not to negatively impact the project.

1. Procurement: At commencement a procurement officer was contracted with no World Bank procurement experience, nor was he sent on World Bank procurement training, leaving him to rely on the manual's procedures to guide him. The classification of a number of initial procurements were considered as mis-procurement and resulted in the resignation of the procurement officer. All possible mis-procurements were investigated and fully cleared by the Bank procurement specialist, and a new procurement officer was recruited who had World Bank experience. Procurement challenges were all resolved.
2. Monitoring and Evaluation: During design and initial commencement no formal monitoring and evaluation assessment system was set up, which resulted in initial reporting difficulties, however, this challenge was again swiftly met between the World Bank TTL and the PMU Manager whereby an extremely effective outcome/output and activity matrices were designed and implemented which ensured effective reporting throughout the duration of the project.

### Support from the World Bank:

Support from the World Bank to the project was provided constantly, (with the only exception being the initial inconsistency on procurement guidance, which was hastily rectified), through direct communication with an extremely supportive TTL and annual Supervision Missions. A big advantage was having one TTL, Jean Michel Pavy from just after commencement right through to closing mission. Not so however, with procurement and financial specialists where the project experienced four different financial specialists, and three different procurement specialist each with their own interpretations of the procedures and often differing.

A major positive for successful project management was the annual review of the PIP (Project Implementation Plan) during the annual World Bank Supervisory Missions and modifying it where required and issuing a new revision of the PIP.

Support from the World Bank from initial design to commencement through implementation and closure of the project was always of a highly satisfactory and professional level.



**Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders**

N/A

## **Annex 9. List of Supporting Documents**

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Aide memoires, ISRs and Midterm Review

MAP is sent as a separate document