



Niger Delta Biodiversity Project

UNDP GEF PIMS no.: 2047

GEFSEC Project ID: 4090



Terminal Project Evaluation

Prepared for:

Government of Nigeria, Federal Ministry of Environment

United Nations Development Programme (UNDP)

Global Environment Facility (GEF)



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Frontpage. Niger Delta DREAM

Source of picture: International Union for Conservation of Nature Niger Delta Panel, (2018). Developing a biodiversity conservation strategy for the Niger Delta: Integrating biodiversity considerations into SPDC's operation. Gland, Switzerland: IUCN. Page 14. (<https://portals.iucn.org/library/sites/library/files/documents/2018-047-En.pdf>)

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Abbreviations and Acronyms

ADP	Agricultural Development Programme
BAP	Biodiversity Action Plan
BDCP	Bioresources Development and Conservation Programme
CEO	Chief Executive Officer
CO	Country Office
CRSFC	Cross River State Forestry Commission
DEX	Direct execution
DPR	Department of Petroleum Resources
EGASPIN	Environmental Guidelines and Standards for the Petroleum Industry in Nigeria
EIA	Environmental Impact Assessment
EITI	Extractive Industries Transparency Initiative
EMD	Environmental Management Department
FFD	Federal Forestry Department
FMoE	Federal Ministry of Environment, Housing and Urban Development
FSP	Full Size Project
GEF	Global Environment Facility
GoN	Government of Nigeria
IBAT	Integrated Biodiversity Assessment Tool
IEO	GEF Evaluation Office
IPI ECA	International Petroleum Industry Environmental Conservation Association
IR	Inception Report
Log-frame	Logical framework matrix
M&E	Monitoring and Evaluation
MND	Ministry of Niger Delta
MTR	Mid-Term Review
ND	Niger Delta
NDBP	Niger Delta Biodiversity Project
NDBT	Niger Delta Biodiversity Trust
NDDC	Niger Delta Development Commission
NDU	Niger Delta University, Yenagoa, Bayelsa State
NDWC	Niger Delta Wetlands Centre, Yenagoa, Bayelsa State
NGO	Non-Governmental Organization
NIM	National Implementation Modality
NNPC	Nigerian National Petroleum Corporation
NOSDRA	National Oil Spill Disaster Response Agency
O&G	Oil and Gas
PIF	Project Implementation Form
PIR	Project Implementation Report
PNI	Pro-Natura International

PPG	Project Preparation Grant
Prodoc	Project Document
PSC	Project Steering Committee
RBM	Results-Based Management
SHELL	Royal Dutch Shell British-Dutch oil and gas company
SMART	Criteria: Specific, Measurable, Assignable, Realistic and time-related
SMoA	State Ministries of Agriculture and Natural Resources
SPWA	Strategic Programme for West Africa (GEF)
TE	Terminal Evaluation
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UST	Rivers State University of Science and Technology
UU	University of Uyo, Akwa-Ibom State

Opening Page

Project information table

Project Title: <i>Niger Delta Biodiversity Project</i>			
Project identity at UNDP (PIMS):	2047	PIF approval date:	November 13, 2009
Project identity at GEF (PIMS):	4090	CEO endorsement date:	April 12, 2011
ATLAS Business Unit, Award #	00077181	Project document signature	September 26, 2012
Country:	Nigeria	First Disbursement Date:	
Region:	Africa	Date of the inception workshop:	December 2013
Domain of intervention	Biodiversity	Expected Mid-term review date:	March 26, 2015
		Revised Mid-term review date	December 2017
Strategic objective of the GEF's area of intervention:	BD-4	Expected closing date:	December 31, 2017
Trust Fund [indicate GEF TF, LDCF, SCCF, NPIF]:		Revised closing date:	June 30, 2019
Implementation organization/implementation partner:	<u>Implementation:</u> Government of Nigeria, Federal Ministry of Environment		
Other execution partners:	Shell, Total and other O&G companies to be engaged, National Oil Spill Detection and Response Agency (NOSDRA), National Environmental Standards and Regulation Enforcement Agency (NESREA), Nigerian Conservation Foundation, Niger Delta Wetlands Centre, UNDP-Shell Local Government Development Programme, European Commission, British Council, Canadian Development Agency (CIDA), Nigerian Office of the Extractive Industries Transparency Initiative (EITI).		
Funding for The Project	<i>At the time of the Director's approval (US\$)</i>		<i>At the project' Termination (US\$)</i>
GEF funding:	3,610,000		3,610,000
UNDP contribution:	1,000,000		244,365
Government:	65,000		65,000
Other partners:			
Total co-financing [2-3-4]:	1,065,000		309,365
COST TOTAL PROJET [1-5]:	4,675,065		3,919,365

Project evaluations	
Mid-term evaluation	December 2017
Final evaluation	April 2020

Acknowledgments

The consultants would like to express their gratitude to the project stakeholders contacted by phone, Skype, and e-mail who generously provided their time to share with consultants their information, perception, and insights concerning the project. The consultants also wish to express specific thanks to Mr. Oladipo Osibo the UNDP CO Focal Point and Mr. Matthew Dore NDBP Project Manager for facilitating access to required information. Special thanks are to reviewers of the draft of this documents for their comments and suggested improvement of its content.

Niger Delta REALITY
Oil spill and pollution in the Niger Delta



Source: <https://www.thecipherbrief.com/niger-delta-militants-compound-nigerias-security-crises-2>

Executive Summary

The terminal evaluation (TE) mission reviewed the project between 19 March and 30 April 2020

Project summary table

Title: Niger Delta Biodiversity Project.

Project goal: To contribute to the conservation and sustainable use of globally significant biological diversity in the Niger Delta (ND).

Project objective: To mainstream biodiversity management priorities into the Niger Delta oil and gas (O&G) sector development policies and operations.

End of project targets:

- At least 600 km² of O&G footprint covered by new or revised Biodiversity Action Plan (BAP) for O&G operations in Niger Delta (ND).
 - Red colobus monkey is confirmed present in 15,000 hectares by end of the project (EoP).
 - At least 25,000 ha of mangrove ecosystem in under improved special management regime
 - At least 10,000 ha cover of barrier island lowland forest under protection.
- At least three O&G companies and 3 Government agencies utilizing IBAT regularly for Niger Delta by end of the project.

- At least 5,000 hectares of community protected areas gazetted or set aside by end of the project.
- US\$3 million committed to the Trust by EoP.
- Niger Delta Biodiversity Trust (NDBT) Articles of Incorporation agreed upon by the GoN, O&G companies, and relevant civil society partners and legally approved under Nigeria's Companies and Allied Matters Act.
- At least four have biodiversity mainstreamed into their language via adopted guidelines, amendments, or modified language in the laws themselves.

Project outcomes:

Outcome 1: The governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the ND is strengthened

End of project results:

- At least three O&G policies and guidelines and plans that incorporate biodiversity by the end of the project.
- Improvement in Score of UNDP Capacity assessment Tool from 5/45 to minimum 10/48.
- Biodiversity mainstreamed into Environment Impact Assessment (EIA) process in at least 3 entry points.
- The coverage of taxonomic groups expanded to at least four in total.

Outcome 2: Government, the O&G industry and local communities build and pilot new biodiversity action planning tools for proactive biodiversity management in the ND.

End of project results:

- A 20% increase in corporate investment of O&G companies in biodiversity management will ensure biodiversity safeguarding at O&G extraction sites, pipelines, and tanker transportation.
- At least 3 companies adopt model BAP for their 'inside the fence' operations.

Outcome 3: Stakeholders support long-term biodiversity management in the ND by capitalizing and accessing the Niger Delta Biodiversity Trust (NDBT) as a collaborative engagement mechanism for local communities, O&G companies and Government at its core.

End of project results:

- Niger Delta Biodiversity Trust operational with at least 3 million US dollars in funding supporting biodiversity conservation in critical ecosystems within the whole of the ND region
- At least 15 community proposed biodiversity conservation projects funded and operational in the four pilot States of the ND by the end of the project.

Project description

The Niger Delta Biodiversity Project (NDBP), is a Government of the Republic of Nigeria, Global Environment Facility (GEF) and United Nations Development Program (UNDP) financed project for a total of 4,675,000 US dollars. The GEF grant was of 3,610,000 US dollars. The NDBP was signed on September 26, 2012. Initially, its duration was foreseen for 63 months, but after revisions, the closing date of the project was changed from December 2017 to June 30, 2019.

The Niger river delta part situated in the territory of the Republic of Nigeria distinguishes itself by rich biodiversity and unique ecology. However, the area is densely inhabited, and its natural resources are overexploited. Additionally, within the delta are important deposits of oil and gas that are currently exploited, providing Nigeria with 65% of its export revenues but at the cost of heavy pollution of delta and of the well-being of the rural communities living mostly from agriculture, fishing and occasionally from wildlife hunting. In summary, the region suffers from the consequences of: (i) dense human population, (ii) pollution, (iii) habitat degradation, (iv) over-harvesting of natural resources, and (v) replacement of native by invasive alien species.

Considering this, NDBP wanted to propose and implement a credible strategy for addressing threats to the ND's biodiversity, by updating the national legislation and creating a Delta Biodiversity trust fund providing the rural communities with resources permitting them to improve the management of natural resources, in particular, the delta biodiversity

To this effect, the project was designed to contribute to the removal of the key barriers that block achievement of the goal of the NDBP:

Barrier #1: *The governance framework of information, law, policy, and institutional capacity for mainstreaming biodiversity is hobbled by the "how-to" gap.*

Barrier #2: *From the (O&G) industry's point of view, biodiversity mainstreaming measures need to be guided by an adequate 'framework' for action through which key stakeholders can build trust in each other, agree on common objectives and progress towards them in a cost-effective way. Currently, this framework is either non-existent or very incipient.*

Barrier #3: *Financing for improved management of biodiversity inadequate, inefficiently disbursed, and not linked sufficiently to priority biodiversity areas, O&G operations, or communities around the delta.*

According to the project document (Prodoc) to remove the barriers the project was meant to: (i) adjust the existent laws and policies by collecting additional supportive information, (ii) modify and improve the biodiversity conservation practices of the O&G companies, and (iii) entrust to the delta communities the central place in biodiversity management. This should have been done through a set of activities aimed at: (i) preparing a joint and coherent action plan; (ii) launching a series of pilot community biodiversity protection projects coordinated with the O&G industry biodiversity protection plans; and, in the end;

(iii) creating a Niger Delta Biodiversity Trust (NDBT) to support the ND communities' driven biodiversity protection projects.

The project design is clear, the achievement of the expected results feasible, and the progress indicators quantifiable and SMART. Finally, the project identified specific risks, evaluated their probability, importance, and category. The mitigation measures accompanied the identified risks.

However, less than two years after launching its implementation, the project started to encounter external difficulties. The price of crude oil in the world market fell, which started to challenge the government resources. One year later, the demand for oil on the world market had fallen as well, which compounded the loss of national revenue from oil. Reduction of the government transfers to the Niger Delta states, especially those where the project was operating (the ND) triggered the outburst of insecurity in this historically unstable region. All this reduced the projects' chance of success in the realization of its objective. The shrinking government resources obliged the Government to shift budgetary priorities - the biodiversity protection lost its priority status; facing the reduction of demand for crude oil and the decrease in social stability, most of O&G companies left the region (except SHELL), the rest lost interest in financing the planned NDBT, and the rural population distrust of the authorities and the foreign initiatives in general increased. Finally, the decision of UNDP (communicated verbally to the project) to discontinue support to the creation of trust funds stalemated implementation of output 3 of the project.

Continuation of the project implementation was saved by one of the recommendations of the December 2017 mid-term review mission that recommended a one and half year project extension providing that it uses remaining resources to create and support rural community biodiversity projects. The recommendation was endorsed by the project's steering committee and accepted by UNDP and GEF. As a result, 6 rural community biodiversity protection projects were implemented.

The set of external factors, independent of the project was not the only reason for the project's unsatisfactory performance. The TE mission found that:

- The project monitoring and evaluation were cursory, inadequately documented, and not conformed to the project document (prodoc) requirement.
- The project did not use the results-based management system to implement the project.
- The working program was not modified despite the dramatic socio-economic changes in the ND region.
- Data and information that could have been used for monitoring and adaptive management was not collected
- Finally, the project M&E plans and activities were not adequately implemented as per in the Prodoc.

These imperfections overshadow the project accomplishments, namely:

- EIA, EGASPIN, and Oil Spill Response Plan were prepared and incorporated into the Niger Delta States biodiversity management plans.

- The project also:
 - Mapped sixteen BAPs in 20 communities covering 80 000 hectares.
 - Mapped 640 hectares of red colobus habitat.
 - Drafted articles of Niger Delta Biodiversity Trust.
 - Implemented six community projects.

Summary of the project evaluation rating

S Satisfactory; MS: Moderately Satisfactory; U: Unsatisfactory; L: Likely; N/A Non-available

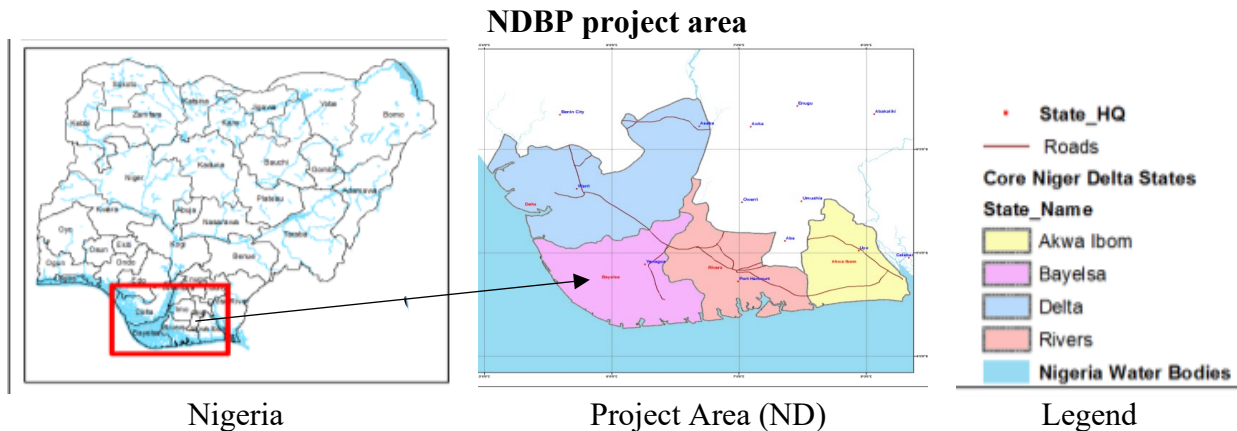
Evaluation Ratings:			
1. Monitoring and Evaluation	Rating	2. IA& EA Execution	Rating
M&E design at entry	HS	Quality of UNDP Implementation	MS
M&E Plan Implementation	HU	Quality of Execution - Executing Agency	U
The overall quality of M&E	U	The overall quality of Implementation / Execution	U
3. Assessment of Outcomes	Rating	4. Sustainability	Rating
Relevance	- R	Financial resources:	U
Effectiveness	HU	Socio-political:	U
Efficiency	HU	Institutional framework and governance:	MU
Overall Project Outcome Rating	U	Environmental:	L
		The overall likelihood of sustainability:	U

The project **impact** on ND biodiversity projection was hindered by lack of funds and lack of high political-level support. But the project managed to have some impact on improvement of the communities' engagement in management of the delta natural resources. However, the probability of long-lasting impact of the project is also reduced due to the lack of an exit strategy.

Recommendations

	Address	Recommendation
1.1	FMoE UNDP	Introduce as compulsory formal cost-benefit evaluation of the important project activities. It is fundamental for the project sponsoring institution such as GEF, UNDP, or Government not solely to receive the accounting information but also know the values of outputs they financed.
1.2	FMoE and UNDP	Make the allocation of budget during the project execution conditional on the completeness of the M&E reporting.
2.1	FMoE	Critically evaluate the value of the project outcomes in terms of (i) importance of their contribution to the realization of the

		Ministry's objective, (ii) feasibility and replicability, (iii) cost-benefit and feasibility, and (iv) degree of acceptance by the direct beneficiaries. For the priority outcomes, evaluate the costs of their support and timeframe of execution, and identify the source of financing.
2.2	FMoE	Evaluate the technical value of the project documentation deposited in the Ministry; place in the WWW the documents judged important.
2.3	FMoE	To strengthen the rural communities' interest in biodiversity rational exploitation and conservation, require that the other existing and the future projects with the biodiversity protection component consider the rural communities as the key stakeholders and incorporate their leaders into the projects steering institutions, implicated directly in activities execution and in M&E processes.
2.4	UNDP	Require the projects to produce the exit strategy document and discuss its utility as a contribution to the reinforcement of the project sustainability and impact.
3.1	UNDP	Projects with an important set of activities concerning the rural or urban communities should prepare an adjustable plan of engagement with decentralized stakeholders. This plan should include a description of the community project implementation modality, plan of integration with other project structures and other projects operating in the region, and the follow-up activities.
3.2	FMoE and UNDP	Since community environmental management and biodiversity protection is of interest to stakeholders of various ethnic origins and different education levels for the sake of efficiency and economy, the project should complete its consultants' roster by specialists coming from these communities.
4.1	FMoE and UNDP	To introduce as compulsory the RBM of the projects and require the project managers to demonstrate that their proposed work program is cost effective and/or cost efficient.



1 Introduction

The United Nations Development Program (UNDP) country office (CO) in Terms of References (ToR) for the terminal evaluation (TE) of the Niger Delta Biodiversity Project (NDBP) justified the evaluation request by the existing UNDP and Global Environment Facility (GEF) Monitoring and Evaluation (M&E) policies and procedures, stating that 'all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation'¹.

The present document describes the results of the TE of the NDBP. The introductory chapter to the TE report is divided into three sections:

- the first one describes the purpose of the TE and its importance for Nigeria's Government environment protection program, and the UNDP and GEF policy,
- the second one details methodology used to achieve the evaluation objectives, and
- the third outlines the structure of the TE report.

1.1 Purpose of the Evaluation

The UNDP and GEF supported projects' TEs have the following primary purposes²:

- promote greater transparency in decision-making,
- extend and deepen the generated knowledge about the project,
- foster learning and strengthen future decision-making in the concerned domain.

¹ United Nations Development Programme CO Abuja, (2020). Terminal Evaluation Terms of Reference of the *Niger Delta Biodiversity Project* (PIMS 2047). Page 1.

² GEF Evaluation Office (2008). *Evaluation Document*. GEF No. 3. Page 1. Available at: <https://www.gefco.org/sites/default/files/ieo/evaluations/te-guidelines-2008.pdf> Consulted March 25, 2020.

GEF (2016). Monitoring and Evaluation Policy for GF-Funded Project. CONSERVATION INTERNATIONAL Page 5 and 6.

These purposes were specified in more operational details in UNDP (2012)³ guidelines for conducting terminal evaluations.

To achieve the expected purposes, the TE should be a rigorous and independent review of the project that determines the extent to which it achieved its objectives and inform the decisionmakers about the way to achieve the remaining programmed results.⁴

The Terminal Evaluation assesses the project performance based on a set of the M&E indicators listed in the NDBP *Project Document* (Prodoc). This assessment is based on the criteria of relevance, effectiveness, efficiency, sustainability and impact defined for reference in Table 1.

To follow the ToR⁵, the TE team conducted the evaluation ‘according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF financed project.’⁶

Table 1. Performance and impact indicators on project implementation along with corresponding means of verification.

Criterion	Definition
Relevance	The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. The extent to which the project is in line with the GEF Operational Programs or the strategic priorities under which the project was funded.
Effectiveness	The extent to which an objective has been achieved or how likely it is to be achieved.
Efficiency	The extent to which results have been delivered with the least costly resources possible.
Results	The positive and negative, foreseen, and unforeseen changes to and effects produced by a development intervention. In GEF terms, results include direct project outputs, short to medium-term outcomes, and longer-term impact including global environmental benefits, replication effects, and other local effects.
Sustainability	The likely ability of an intervention to continue to deliver benefits for an extended time after completion. Projects need to be environmentally, as well as financially and socially sustainable.
Impact	Verifiable long-term effects produced by the intervention, intended or unintended, direct or indirect.

1.2 Scope and Methodology

The scope of this TE covered the entire life of the project starting from the request for its formulation in 2008 until its closing in 2019. The project's interventions were mostly situated in four states located in the oil-producing Niger river delta area: Akwa-Ibom, Bayelsa, Delta, and Rivers, called later ND. The project's activities encompassed: (i) assistance to federal and state administrations, (ii) collaboration with the private sector,

³ UNDP Evaluation Office. (2012). Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects. Page 13.

⁴ UNDP (2009). Handbook on Planning, Monitoring and Evaluating for Development Results.

⁵ United Nations Development Programme CO Abuja, (2013). Terminal Evaluation Terms of Reference of the *Niger Delta Biodiversity Project* (PIMS 2047). Page 1.

⁶ United Nations Development Programme CO Abuja, (2013). Terminal Evaluation Terms of Reference of the *Niger Delta Biodiversity Project* (PIMS 2047). Page 1.

and (iii) support to inhabitants of the ND to protect biodiversity. The project's results interested a vast gamut of beneficiaries and stakeholders. The most concerned were Nigeria's central and states governments' environmental agencies, oil-producing companies, and the ND rural communities.

Per the Terms of Reference (ToR) for the NDBP's TE⁷, and the NDBP TE's Inception Report (IR)⁸, the evaluation proceeded through five phases.

1. Preliminary Documentation Review

The preliminary documentation review acquainted the TE team with the project and helped them to identify questions and indicators used to guide the evaluation. The key result of this phase was Evaluation Matrix attached to the final TE report for easy reference.

2. Inception Report Drafting

The IR was prepared after completion of the preliminary documentation review. The report contained: (i) description of the evaluation process management, (ii) enumeration of the evaluation risks and the risk mitigation methods, (iii) specification of the mission resources, (iv) indication of the mission agenda and description of expected results. The IR is a mandatory document that should be prepared by the TE team and submitted to the UNDP CO.

3. Field Visits

The TE mission members were expected to visit and interview the key stakeholders and examine the results of the project's field activities. To this purpose, the TE team was scheduled to visit some locations in the South-East of Nigeria in the states where the project was implemented.⁹ Unfortunately, the current TE mission timing coincided with coronavirus pandemic outbreak that imposed global travel restriction. In consequence, following the UNDP IEO recommendations¹⁰ the field visits were replaced by extensive use of electronic ways to communicate such as telephone, Skype, or email messages.

4. In-depth Review of Project Performances

The in-depth review of the project performances that followed was based on documentation retrieved from the project files, provided by UNDP CO and by stakeholders, and from documents identified in the Web. The triangulation method was used to cross-check the information and to ensure that the used information represents a solid description of the mission findings and a sound basis for conclusions and recommendations.

⁷ Ibid. Page 2 and 3

⁸ United Nations Development Programme and Global Environment Facility, (2013). *Niger Delta Biodiversity Project Inception Workshop Report*. Chapter 5.

⁹ United Nations Development Programme CO Abuja, (2020). Terminal Evaluation Terms of Reference of the *Niger Delta Biodiversity Project* (PIMS 2047). Pages 2 and 3.

¹⁰ United Nations Development Program Internal Evaluation Office, (2020). Evaluation during the crisis: COVID-19. http://web.undp.org/evaluation/media-centre/infographics/evaluation_covid19.shtml

Table 2. Evaluation mission agenda
(Total duration: 30 working days.)

Activity	2020					
	Mars			April		
	I	II	III	I	II	III
1. Preliminary documentation review (19-24 III)						
2. Inception report drafting (25-29 III)						
3. Field visit to Niger delta area (1 - 26IV)						
Presentation of preliminary results (19 IV)						
4. In-depth review of project performances ²⁰ – 20 IV)						
5. Final report preparation (21 - 30 IV)						
Final report draft (26 IV)						
Completed final report (30 IV)						

5. Final Report Preparation

After the in-depth review of the project performance, the TE mission prepared a draft of the TE report and submitted it to the UNDP CO for distribution and for comments. The final report takes into consideration comments on the drafts received from the stakeholders. The comments are acknowledged and incorporated into the report. However, since the TE is an independent body, the mission incorporated into the report only the comments it considers pertinent to the evaluation. Others were duly acknowledged, commented and reasons for their non-incorporation explained. The final report of NDBP was submitted to the **UNDP CO on April 30, 2020**. The agenda of the NDGP TE is in Table 2.

1.3 Structure of the Terminal Evaluation Report

This evaluation report follows the evaluation consultancy ToR outline and corresponds to the United Nations Evaluation Group standards. The evaluators were keeping the report brief and with a minimum of technical jargon. The report used data available to the TE mission during the evaluation period. The data and their analysis were structured according to the ToR's recommended sections and oriented toward a response to the evaluation questions outlined in the IR.

Niger Delta



Source: Wikipedia

2 Project Description and Development Context

This chapter contains information about the project's role in the ND biodiversity protection. The first section of the chapter situates the project in time and describes the progression of its implementation. It is followed by a description of ND biodiversity and its conservation efforts, and by a portrayal of the project's approach to strengthening the biodiversity protection. The presentation of the project's immediate and development objectives that follows is the central part of the chapter. A separate section describes the baseline indicators that should measure **the project's progress towards the achievement of its goal**. The description of indicators is completed by a separate section that introduces the main stakeholders and presents the reasons for their interest in the project's implementation. The chapter ends with a description of the **project's expected results**.

2.1 Project start and duration

On the sixteenth of October 2008 the Nigeria Ministry of Environment, Housing and Urban Development endorsed a UNDP/GEF Project Identification Form (PIF) proposal for preparation of a project titled *Conservation and Sustainable Management of the Niger Delta* and requested UNDP to support the preparation and eventually submit it to GEF Secretariat for the Chief Executive Officer's (CEO) endorsement.

On September 4, 2009, the GEF assigned 147 000 US dollars for a Project Preparation Grant (PPG) intending to draft a document designed to incorporate 'biodiversity management priorities into the Niger Delta Oil and Gas (O&G) sector development policies and operations'¹¹ called: *SPWA*¹² – *Niger Delta Conservation Project*. The project preparation started in May and ended in November 2010.

The GEF CEO Endorsed the Full-Size Project *SPWA-Niger Delta Conservation Project* in

¹¹ Global Environment Facility, (2009). Project identification form (PIF)

¹² SPWA stands for GEF Strategic Programme for West Africa

May 2011 and on in September 26, 2012 the project was approved and signed by the Republic of Nigeria Government as *Niger Delta Biodiversity Project* (NDBP) and UNDP for a 63 month duration. The original closing date was scheduled for December 31, 2017, but the project was officially extended to continue implementation until June 30, 2019.

2.2 Problems That the Project Sought to Address

The river Niger delta area of Nigeria part covered by the project (or ND) is a coastal oil-producing zone situated in four Nigerian States: Akwa-Ibom, Bayelsa, Delta, and Rivers. This area, which covers 46,420 km² and in 2012 was inhabited by about 17.3 million people¹³, distinguishes itself by rich biodiversity of the main ecological zones, namely: upper floodplain forests, lower floodplain mangroves, and barrier islands. Moreover, within the project area are important deposits of crude oil and gas that provide more than 95% of Nigeria's export earnings and represent 65% of the government's revenues. Despite this, since the O&G export revenues were disproportionally invested outside the delta, the ND inhabitants are living in the conditions of extreme poverty¹⁴. The oil extraction negative consequence is the degradation of the natural environment and degradation of ND biodiversity.

Specifically, the ND biodiversity is endangered by (i) dense human population, (ii) pollution, (iii) habitat degradation, (iv) over-harvesting of natural resources, and (v) replacement of native by invasive alien species.¹⁵

In the face of this, the NDBP was designed to offer:¹⁶

credible strategy for addressing threats to the Niger Delta's biodiversity, first and foremost, those that are posed by the industry, and contribute to mitigating other threats namely, by facilitating the availability of finance for communities to improve local management of biodiversity.

Nevertheless, the NDBP Prodoc has noted that overcoming of long-term obstacles for the ND environmental and social improvement encounters barriers that should be eliminated, namely:¹⁷

Barrier #1: *The governance framework of information, law, policy, and institutional capacity for mainstreaming biodiversity is hobbled by the "how-to" gap.*

That means that knowledge about nature, conditions, and extent of biodiversity across the Niger delta is fragmented and incomplete. This situation was considered to be at the origin of the lack of an overall strategic vision of biodiversity conservation across the delta and scant attention given to biodiversity in structuring the environmental sector and defining the legal and policy framework governing the O&G sector. There is an inadequate

¹³ Source: MACROTREND <https://www.macrotrends.net/2516/wti-crude-oil-prices-10-year-daily-chart> (recalculated)

¹⁴ *J Agric Saf Health*. 2005 May;11(2):127-34.

¹⁵ United Nations Development Programme and Global Environment Facility GEF, (2012). *Niger Delta Biodiversity Project*. Paragraph 156.

¹⁶ *Ibid*. Page 32.

¹⁷ *Ibid*. Pages 40, 43, and 44.

understanding of M&E's impact on the biodiversity projects approach and globally inadequate place of biodiversity problems in the Environment Impact Assessment (EIA) in Nigeria. Much worse, within the institutions, there is a lack of capacity to deal with biodiversity issues.

Barrier #2: *From the O&G industry's point of view, biodiversity mainstreaming measures need to be guided by an adequate 'framework' for action through which key stakeholders can build trust in each other, agree on common objectives, and cost-effectively progress towards them. Currently, this framework is either non-existent or very incipient.*

In the ND there is no adequate neutral engagement platform that could provide a shared strategic basis for the key actors to engage in proactive, collaborative biodiversity management. Although many companies espouse a commitment to biodiversity, in their global corporate policy documents, understanding and manifestation of biodiversity conservation, the actions programmed and implemented vary widely among them and, in general, fail to follow the international best practices in biodiversity action planning.¹⁸ Moreover, the existing biodiversity-related actions are not subject to independent review and comparison with international best practices. Also, there is a lack of understanding of the costs and benefits of biodiversity protection programs.

Barrier #3: *Financing for improved management of biodiversity in the Niger Delta is inadequate, inefficiently disbursed, and not linked sufficiently to priority biodiversity areas, O&G operations, or communities around the delta.*

The Niger delta O&G exploitation started about a hundred years ago generating important financial benefits but a small fraction of them returned to the delta leaving its inhabitants in poverty and environment in degradation. Insufficiency of financing resources was coupled with a lack of engagement of local communities in environmental protection and biodiversity management. The O&G operation companies sometimes formulated environment protection projects with local communities but without a Biodiversity Action Plan (BAP) for the delta region and ND Action Plan these actions remained too sporadic to be efficient. The project recognized that financing the community biodiversity conservation projects requires a specific trusted mechanism designed to facilitate the communities to accede to financing.

According to the analysis outlined in the Prodoc, to overcome the negative impact of these three barriers on organization rational and efficient biodiversity conservation it is required to (i) adjust the existent laws and policies by collecting additional supportive information, (ii) modify and improve the biodiversity conservation practices of the O&G companies, and (iii) entrust to the delta communities a central place in biodiversity management.

¹⁸ See <http://www.ipieca.org/system/files/publications/baps.pdf>.

2.3 Immediate and Development Objectives of the Project

To improve conservation and sustainable use of Niger delta's biodiversity, the project expected to introduce specific biodiversity management practices into the ND O&G sector policy and practice. For this purpose, the relevant project stakeholders should upgrade the biodiversity place in the laws and policies which should be achieved through adopting appropriate Integrated Biodiversity Assessment Tools (IBATs) and make them operational. In parallel, the project proposed to prepare biodiversity action plans (BAPs) at the delta community level and help communities to implement them. To prepare the government agencies and the O&G industry to incorporate biodiversity conservation into their environment management concerns, the project planned to upgrade their capacities in identification, assessment, and mitigation of risks and threats to biodiversity.

This ambitious program should have been done through: (i) preparing joint and coherent action plans, (ii) launching a series of pilot community biodiversity protection projects coordinated with the O&G industry biodiversity protection plans, and, in the end, (iii) creating a trust fund to support the ND communities' driven biodiversity protection projects.

In line with this program, the project organized its activities according to the following Strategic Results Framework (SRF).

The project aimed at one goal and one objective achievement.

Goal: *To contribute to the conservation and sustainable use of globally significant biological diversity in the Niger Delta.*

Objective: *To mainstream biodiversity management priorities into the Niger Delta oil and gas (O&G) sector development policies and operations.*

Based on the barrier analysis¹⁹ the project's interventions have been clustered in three outcomes:

Outcome 1: *The governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the Niger Delta are strengthened.*

Outcome 2: *Government, the O&G industry, and local communities build and pilot new biodiversity action planning tools for proactive biodiversity management in the Niger Delta.*

Outcome 3: *Stakeholders support long-term biodiversity management in the Niger Delta by capitalizing and accessing the Niger Delta Biodiversity Trust as a collaborative engagement mechanism for local communities, O&G companies, and Government at its core.*

¹⁹ United Nations Development Programme and Global Environment Facility GEF, (2012). *Niger Delta Biodiversity Project*. Section I, Part I.

The project's outcomes and the corresponding outputs (Table 3) were expected to help Nigeria's administration, the O&G sector, and the ND communities to remove the obstacles that barred conservation and rational utilization of ND biodiversity. The four outputs of the outcome 1 (*strengthen the stakeholder governance framework*), were designed to put in place the IBAT, develop and implement the community level actions, strengthen the biodiversity mainstreaming framework of O&G sector and strengthen the capacities of the implicated agencies. All together to contribute to removing the first barrier. The four outputs of outcome 2 (*build and pilot ND biodiversity management plan*), aimed to build in a participatory manner a common, coordinated action plan that should guide the protection efforts of stakeholders. And the three outputs of outcome 3 (*access biodiversity fund*) aimed at the creation of Niger Delta Biodiversity Trust (NDBT) and were expected to remediate the inadequate financing of ND biodiversity protection.

Table 3. Outcomes and Corresponding Outputs

Outcomes	Corresponding Outputs
1 Stakeholders strengthen the governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the Niger Delta is strengthened	1.1 IBAT for the Niger Delta is in place and operational
	1.2 Action Plan for Community-level Biodiversity Mainstreaming in the Niger Delta is developed and implemented
	1.3. The biodiversity elements of legal and policy frameworks governing the O&G sector and its regulation are strengthened
	1.4. The capacity of key Federal and State government agencies to assess and mitigate the risks and threats to biodiversity from the O&G sector in the Niger Delta is strengthened
2 Government, the O&G industry and local communities build and pilot new biodiversity action planning tools for the proactive biodiversity management in the Niger Delta	2.1. An agreed approach for O&G company Biodiversity Action Plans (BAPs) for the Niger Delta is achieved
	2.2: A participatory process is instituted for the pilot demonstration of community-engagement in BAP for mainstreaming biodiversity management objectives into the O&G project lifecycle
	2.3: O&G BAPs are independently reviewed as a means to improve corporate biodiversity mainstreaming practices
	2.4. Niger Delta Biodiversity Mainstreaming Knowledge Management and Development Program is effective in informing mainstreaming practices in the Region
3 Stakeholders support long-term biodiversity management in the Niger Delta by capitalizing and accessing the Niger Delta Biodiversity Trust as a collaborative engagement mechanism for local communities, O&G companies, and Government at its core.	3.1. Niger Delta Biodiversity Trust legally established with a transparent management structure, to enable the efficient and transparent allocation of resources to biodiversity conservation priorities in the Delta
	3.2 NDB Trust Capitalization: Compacts with O&G companies to capitalize on the Niger Delta Biodiversity Trust are successfully negotiated
	3.3 Organized communities, partnerships of communities and NGOs, and NGOs and Government, Universities, in the Niger Delta at large have the capacity to and count on an appropriate mechanism to access funding from the Trust

2.4 Baseline Indicators

The progress towards achievement of the project objective was measured by two series of indicators. The so-called *direct indicators* concerned the overall implementation of BAP in the ND area, or in other words, the area ‘inside the fence’ (the area of some 600 km² under the direct control and use by the O&G companies’²⁰). The *indirect indicators*²¹, measure results achieved in the protection of red colobus monkey, mangrove vegetation, and barrier islands. To these two specific sets, the prodoc added four overall ND biodiversity management indicators that measure the progress in the use of IBAT, in the community protection areas gazetting, progress in building the NDBT, the volume of funds committed, and the degree of improvement in the biodiversity protection laws and regulations.

Both the baseline and the end of project targets were clearly defined, quantifiable, easy to be measured, and they followed the SMART principle.

2.5 Main Stakeholders

Because of its broad scope and vital importance to the ND inhabitants, the project was expected to interest a wide range of stakeholders (Table 4). Many of them were expected to act as contributors or advisers to the project as well: thirteen stakeholders were supposed to contribute to output 1, seven to output 2 and six to output 3.

Table 4. Stakeholders who were expected to contribute to the implementation of project outputs as outlined in the ProDoc

Stakeholder	Relevant roles in project implementation	Contribution to outcome		
		1	2	3
Federal Institutions and Agencies (Parastatals)				
Federal Ministry of Environment, Housing and Urban Development (FMoE)	The Project Director will come from FMoE (a senior staff person who will chair SC meetings).	X	X	X
National Oil Spill Detection and Response Agency (NOSDRA)	NOSDRA will be a key actor in mainstreaming biodiversity into its oil spill response efforts.	X	X	X
Ministry of Niger Delta (MND) Environmental Management Department (EMD)	MND will be a key actor in the project, participating in important working groups and mainstreaming biodiversity into their remediation prioritization efforts. (Outcome 1.3)	X		
Niger Delta Development Commission (NDDC)	The NDDC will chair the working group to develop the biodiversity action plan for the Niger	X		

²⁰ Ibid. Box 1. Page 32.

²¹ Refer to the area ‘outside the fence’ within the broader landscape not under the direct control/use by the O&G companies themselves (most of the Niger Delta). The geographic focus of the project is on the four core Nigerian States within the Niger Delta (Akwa Ibom, Bayelsa, Delta, and the Rivers States), which combined encompass an area of 46,420 sq km. This will, in turn, be considered the ‘indirect landscape mainstreaming target’).

Stakeholder	Relevant roles in project implementation	Contribution to outcome		
		1	2	3
	Delta, which will be based upon the NDDC's "Biodiversity Sector Report." (Output 1.2)			
Ministry of Petroleum Resources (MPR)	The MPR manages the petroleum sector in Nigeria through its Department of Petroleum Resources (DPR) and the National Petroleum Investment Management Services (NAPIMS). The DPR will be a key participant in the project's law and policy mainstreaming work vis-à-vis the PIB/EIA/ EGASPIN process (Output 1.3).	X		
Nigeria National Petroleum Corporation (NNPC)	The NNPC will be a key player under Outcomes 2 and 3, in helping to lead the way towards improved biodiversity action planning and establishing the NDBT.	X	X	X
State Institutions and Agencies				
State Assemblies	State Assemblies will, in the long run, support the sustainability of mainstreaming work by helping to allocate more State resources to mainstreaming efforts through the NDBT.	X	X	X
State Ministries of Environment or responsible Ministries	SMoE will be key participants in most of the project's work, including Outputs 1.1, 1.2, 1.3; 2.2, and 3.1.	X	X	X
State Ministries of Agriculture and Natural Resources (SMoA) / Agricultural Development Programmes (ADP)	SMoA will be important participants in helping to formulate community level BAPs (Output 2.2)		X	
Cross River State Forestry Commission (CRSFC)	Cross River may be the place where study tours are organized from the rest of the Delta.			X
Niger Delta University, (NDU) Yenagoa, Bayelsa State	May play a role in training under the project (Output 1.4).	X		
Rivers State University of Science and Technology (UST), Port Harcourt, Rivers State	Will play a role in gathering data and information (Output 1.1) and training/capacity-building (Output 1.4)	X		
University of Uyo (UU), Akwa-Ibom State	Will play a role in gathering data and information (Output 1.1) and training/capacity-building (Output 1.4)	X		
Non-Government Organizations (NGO)				
Nigeria Conservation Foundation (NCF), Lagos	Output 1.1 -- NCF will take the lead on the decision support capacity of the IBAT platform.	X		
Bioresources Development and Conservation Programme (BDCP), Abuja	Output 2.2 – May play a lead role in helping communities to develop their BAPs that are linked to O&G BAPs.		X	
Niger Delta Wetlands Centre (NDWC), Yenagoa, Bayelsa State	Output 2.2 – May play a lead role in helping communities to develop their BAPs that are linked to O&G BAPs.		X	
Pro-Natura International (PNI):	Output 1.1; Output 2.2 – May play a lead role in helping communities to develop their BAPs that are linked to O&G BAPs.	X	X	
Living Earth (Nigeria) Foundation (LENF)	Output 1.1 Information baseline strengthening	X		
River Ethiopia Trust Foundation	Implements environmental restoration and protection programs. Output 1.1 Information baseline strengthening.	X		

Stakeholder	Relevant roles in project implementation	Contribution to outcome		
		1	2	3
PANDRILLUS	May play a role in developing 1 or more community-based pilot projects for funding under the NDBT (Output 2.2, 3.1).		X	X
Delta Environmental Network (DEENET):	It will be an important conduit for the replication of community-based mainstreaming actions to different states and areas around the Delta.			X

2.6 Expected Results

In general, the project should have helped the national administration, the ND O&G sector, and the rural communities to mainstream the biodiversity management priorities in their policy and practice; thus redress the baseline situation where no or little attention was paid to the biodiversity of the delta. To this purpose, the project expected to raise a biodiversity position in the priority scale of the relevant institutions' activities and actualize the relevant legislation.

To ensure the sustainability of the launched biodiversity protection activities the project was meant to support the drafting of regulations needed to formally establish a trust fund that would be used to support the community-driven biodiversity protection projects. The fund should have been replenished by various donors, but mostly by the Government and the O&G industry all of them taking direct profit from the delta O&G exploitation.

On that basis, the project was meant to assist the O&G industry and local communities to manage the biodiversity. The program was expected to be done in three steps. At first, preparing a joint and coherent action plan; then launching a series of pilot community biodiversity protection projects coordinated with the O&G industry biodiversity protection programs; at the end, the ongoing projects, after the needed improvements and adjustments, would be used as the model for biodiversity management practice for the delta region and outside.

Oil spill in ND

Source: CNN March 26, 2019

3 Findings

The section on *Findings* contains an assessment of the project design, its implementation, and the evaluation of achieved results. The degree of conformity of some of the project's achievements with those that were expected according to the Prodoc is rated according to the UNDP-GEF scale provided in the ToR of the TE mission (Table 5).

Table 5. UNDP-GEF Rating Scale of project's achievements

Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	Sustainability ratings	Other ratings
6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS) 3: Moderately Unsatisfactory (MU): significant shortcomings 2: Unsatisfactory (U): major problems 1: Highly Unsatisfactory (HU): severe problems	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	Relevance ratings 2. Relevant (R) 1. Not relevant (NR) Impact Ratings: 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
<u>Additional ratings where relevant:</u> Not Applicable (N/A) Unable to Assess (U/A)		

3.1 Project Design and Formulation

The section starts with the analysis of the project's logical framework matrix (log-frame). It is followed by the consideration of assumptions and risks. Then, the section presents lessons from other projects that were incorporated into the project design. Also, the section

describes planned stakeholders' participation and the replication approach. The indication of UNDP comparative advantage and link between the project and other interventions follows. The section ends with a description of the project management arrangements.

3.1.1 Analysis of Results Framework

The project aimed to upgrade the conservation and sustainable use of the biological diversity of the ND. This should have been achieved through mainstreaming the biodiversity management priorities within the ND development policy. The envisaged strategy to achieve these results was the removal of three barriers that, according to the Prodoc, slowed down the introduction of conservation and sustainable use of the ND biodiversity. The project's outcomes were aligned with the identified barriers and oriented towards their removal (Table 6).

Table 6. Correspondence between barriers and project's outcomes

Barriers		
1 The governance framework of information, law, policy, and institutional capacity for mainstreaming biodiversity is hobbled by the "how-to" gap.	2 From the O&G industry's point of view, biodiversity mainstreaming measures need to be guided by an adequate 'framework' for action through which key stakeholders can build trust in each other, agree on common objectives, and progress towards them in a cost-effective way. Currently, this framework is either non-existent or very incipient.	3 Financing for improved management of biodiversity in the Niger Delta is inadequate, inefficiently disbursed, and not linked sufficiently to priority biodiversity areas, O&G operations, or communities around the Delta.
Outcomes		
1 The governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the Niger Delta is strengthened.	2 The government, the O&G industry, and local communities build and pilot new biodiversity action planning tools for proactive biodiversity management in the Niger Delta.	3 Stakeholders support long-term biodiversity management in the Niger Delta by capitalizing and accessing the Niger Delta Biodiversity Trust as a collaborative engagement mechanism for local communities, O&G companies, and Government at its core.

The designed outcomes were clear and achievable within the initially planned 63 months project's timeframe. Nigeria has competences and institutions that can design the requested laws and regulations and assist the project in the implementation of its objectives. During the project preparation period, the partnership arrangements were prepared and agreed with the concerned ministries, the O&G sector, and rural communities during a set of meetings arranged with the project preparation team. Additionally, the project drafting team took advantage of UNDP experience in designing and executing projects from the same sector.

As a result, the project design is clear, the achievement of the expected results feasible, and the progress indicators quantifiable and SMART. The project identified specific risks,

evaluated their probability, importance, and category. The mitigation measures accompanied the identified risks.

3.1.2 Assumptions and Risks

According to the Prodoc, the achievement of the project's objectives was based on six key assumptions and the project execution might have been hampered by five risks.

Assumptions

The analysis of the accuracy of the Prodoc assumptions has shown that five of them were no more valid during the years in the project implementation or their validity was dubious (Table 7). In fact, soon after the start of the project's implementation in 2013 the project working environment remarkably deteriorated. Only the assumption concerning the Nigeria Government's participation in the Extractive Industries Transparency Initiative (EITI) and its will to revise the O&G laws was still effective.

Table 7. Project assumptions

According to Prodoc	TE Comment	
	Validity	Comment
The project will be able to benefit from the current momentum created by the oil well blowout disaster in the Gulf of Mexico with respect to the importance of strengthening the mainstreaming of biodiversity and environmental issues into O&G activities.	Unknown.	No reference to the Gulf of Mexico disaster.
The GoN's commitment to the project is demonstrated by its participation in the EITI initiative, by its ongoing and nearly completed revision of the O&G body of law and by the clear trend evident in improving the environmental aspects of Nigerian O&G law and policy in the past 10 year period.	Valid	
Despite some uncertainties, the O&G sector in the Niger Delta will continue to operate in a robust manner, with new fields being explored and increasing production coming online from new O&G activities.	Non-valid	In fact, the main O&G enterprises abandoned the ND oil exploitation due to insecurity in the region.
O&G operators will continue to see biodiversity conservation and collaboration with local communities and other stakeholders as a win-win for their business model both on the local and international levels.	Non-valid or unknown	Not valid except SHELL
Lessons learned in the core Delta states can be successfully disseminated to the remaining Delta five Delta States.	Non-valid	No specific lessons learned due to lack of results to share
Increased awareness and capacity will lead to a change in behavior by O&G operators with respect to the mainstreaming of biodiversity into their operations and a change in behavior by local communities and State government staff with respect to conceptualizing and implementing local biodiversity conservation initiatives.	Non-valid or unknown	Shell shows a strong interest in the biodiversity conservation but there is no evidence of behavioral changes for other O&G operators and government administration.

At first, starting from 2014, ND region and the whole Nigeria entered in a world-scale period of economic turbulence that fatally impacted the project. The price of crude oil in the world market started to fall from almost 100 US dollars per barrel to slightly more than 40 dollars during 2015 (Figure 1) thus reducing the important oil export Nigeria's revenue. One year later the world demand for oil had been reduced by half, further

shrinking Nigeria's oil exports (Figure 2) and aggravating the national revenue situation.

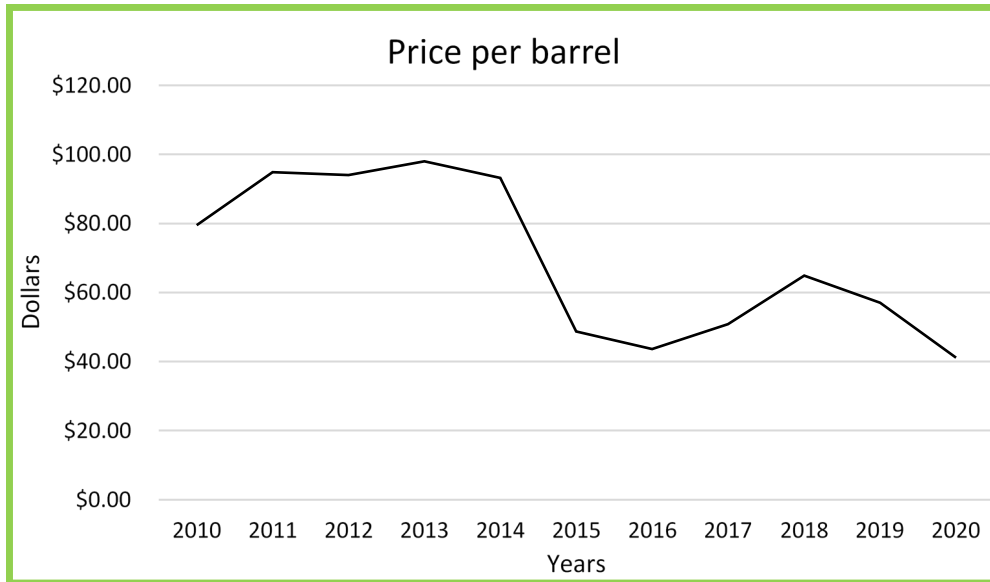


Figure 1. Change of oil price in the world market in US dollars per barrel between 2010 and 2020

Source: <https://www.macrotrends.net/1369/crude-oil-price-history-chart>

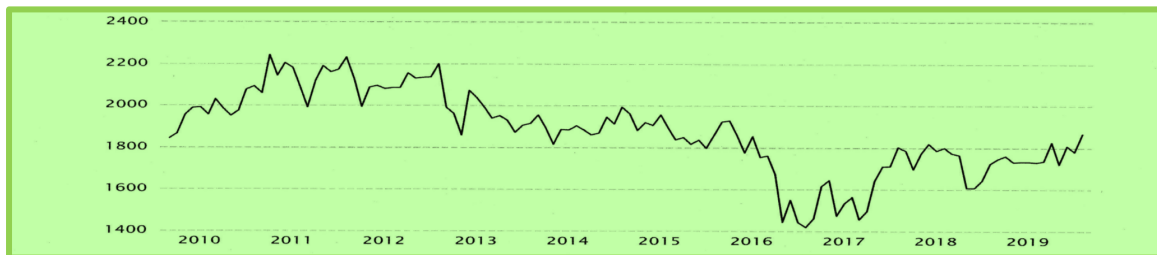


Figure 2. Oil production in Nigeria in barrels per day between 2010 and 2019

Source: <https://www.ceicdata.com/en/indicator/nigeria/crude-oil-production>

The reduction of money transfers from the central government to the states aggravated poverty. The ND region, one of the poorest in Nigeria, suffered the most. This has triggered

the outburst of violence in the delta (Figure 3)²², and its corollary the distrust and suspicion of the local population towards new initiatives. Facing this situation, most of the important O&G companies moved out of the region, the interest in financing biodiversity protection dwindled (both in national administration and private sector) and the interest in creating the Niger Delta Biodiversity Trust (NDBT) the key output of the outcome 3 of the project evaporated.

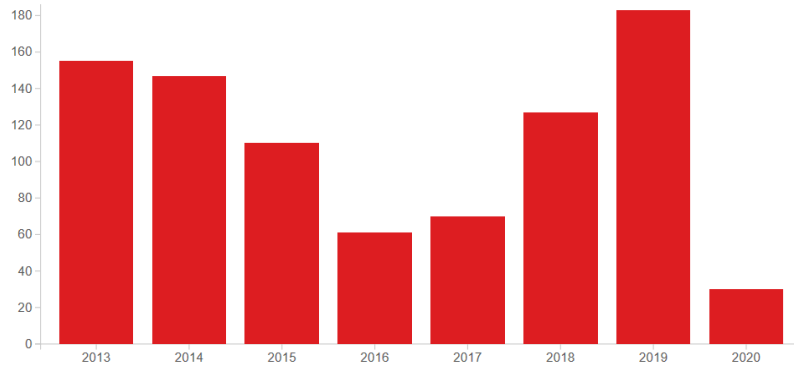


Figure 3. ND oil spill sabotage of SHELL installations between 2013 and 2020

Source: <https://lshelltraining.gistapp.com/nigeria-oil-spill-data/bar-chart?Spill%20Cause=Sabotage>

Let's note also, that during the project life, that from its formulation to the end spans for almost 10 years, the population of the ND states increased from slightly more than 15 million to more than 20 million persons (Figure 4).

²² Number of oil spills due to sabotage per year of ND SHELL installations was used as an illustration of the increase of violent events.

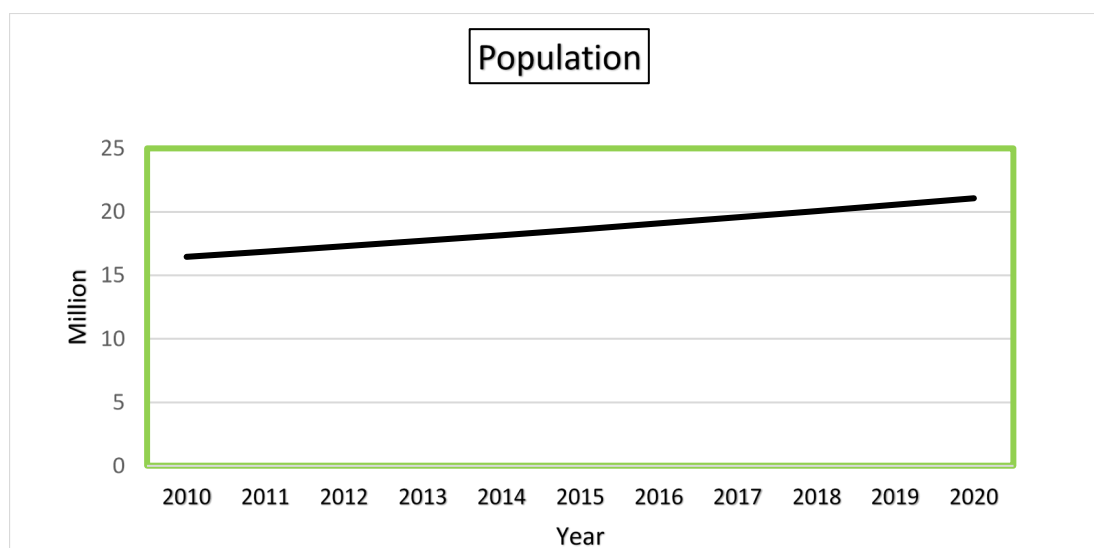


Figure 4. ND population increase between 2010 and 2019.

Source MACROTREND <https://www.macrotrends.net/2516/wti-crude-oil-prices-10-year-daily-chart> (recalculated)

Risk

The historical turn in socio-economic factors also changed the prodoc rating of the identified project risks from **medium to high-risk category** (Table 8). The TE team put them all into **high-risk category**.

Table 8. Project risks assessment

Identified risks and their status in Prodco	TE comments and risk status
Government policies and programs will support unrestrained O&G development in the Niger Delta, as world demand for oil increases. Medium importance political risk; high impact but moderately likely.	The reduction of oil exploitation decreasing crude oil prices and move out of delta of the O&G companies created a shortage of Government resources. High importance political risk with high impact on the project and the sustainability of its results.
Insecurity and violence in the Niger Delta make project operations expensive and at times impossible. Operational risk of high importance, high impact, and likely.	The insecurity and violence in the region continue. The risk status remains unchanged. Operational risk of high importance, high impact, and likely.
Fluctuation in the global price of oil may force O&G companies to act short-sightedly with respect to investments and it makes them less likely to collaborate in the project and capitalize on the Niger Delta Biodiversity Trust. Low importance of financial risk but of high impact but unlikely.	Abandon by the companies the O&G exploitation by most of the companies and a decrease in oil production and oil prices on the international market discouraged the potential contributors to support the Niger Delta Biodiversity Trust. High importance of financial risk, of high impact Likely.
Local communities show resistance to the project due to the distrust of government and O&G companies. Medium importance strategic risk of high impact but moderately likely.	The distrust of the ND communities to the Government agencies and the O&G companies persisted and was an obstacle to the implementation of the community project of biodiversity management. High importance strategic risk of high impact; very likely.
There are other, non-oil and gas-related impacts on biodiversity and ecosystem health in the Delta that may affect project results on the ground. Environmental, high importance, and very likely.	The non-oil and gas related impact status did not change. Environmental, high importance, and very likely.

The risk mitigation measures proposed by the Prodoc (Table 9) became non-valid. Although at the PPG period the assumptions might have been accurately formulated, the past ten years of ND delta history have shown that they were too optimistic and the scenario favoring the project implementation and sustainability did not materialize.

It should be noted that the UNDP *Handbook on Planning, Monitoring, and Evaluating for Development Results* considers the assumptions necessary and positive conditions that allow for a successful cause-and-effect relationship between different levels of results.²³ Therefore, to keep the project on track, the project management should check and update the underlying assumptions and adjust the project implementation agenda.

Table 9. Project risk mitigation measures

Risk	Mitigation measure envisaged in Prodoc
Government policies and programs will support unrestrained O&G development in the Niger Delta, as world demand for oil increases.	The link of the project with the International Niger Delta Partnership, which coalesces the goodwill of several industry partners and donors, and builds largely on UNDP's credibility and the human development approach, the project will generally become less risky. In addition, the project expected that the Gulf of Mexico oil spill <i>will shed much more « sunlight » on this issue in the Niger Delta</i> making more reforms in policy and practice in Nigeria's O&G policies.
Insecurity and violence in the Niger Delta make project operations expensive and at times impossible.	The project may work under UN Minimum Operating Security Standards (MOSS) conditions that will apply to project staff, project consultants, and agency staff on project oversight visits. UN Security will be involved in site the selection process with respect to sites for community-based activities under Outcome 2.
Fluctuation in the global price of oil may force O&G companies to act short-sightedly with respect to investments and it makes them less likely to collaborate in the project and capitalize on the Niger Delta Biodiversity Trust.	Most companies operating in the Delta understand the reasons and have incentives for participating in a proactive biodiversity conservation initiative (i.e. reputational risk, community relations, compliance with standards, or official company policies). The level of involvement per company need not be very large, reducing the assessment of this risk to low.
Local communities show resistance to the project due to the distrust of government and O&G companies.	To remediate the risk the project will hire local consultants and use the civil society mediators.
There are other, non-oil and gas-related impacts on biodiversity and ecosystem health in the Delta that may affect project results on the ground.	The on the ground activities that result from improved mainstreaming within the O&G sector will be designed to address challenges related to over-harvesting of resources and other no-O&G related issues as well. While threats such as timber extraction and agricultural expansion will not be directly addressed through the project, they will possibly be indirectly dealt with through projects to be approved under the Trust.

3.1.3 Lessons from Other Relevant Projects Incorporated into Project Design

There are no specific lessons from other relevant projects that were incorporated into the project design. Nevertheless, it should be noted that the project document was well

²³ United Nations Development Program (2009). *Handbook on planning, monitoring, and evaluating for development results*. Available at <http://www.undp.org/eo/handbook> Consulted March 22.

prepared, and the proposed design represented a logical set of steps that proceeded from appropriated legislative adjustments, through training of the project beneficiaries to the final step: putting the proposed improvement in practice. This in parallel to the creation of an independent source of biodiversity projects financing in the form of (NDBT).

3.1.4 Planned Stakeholder Participation

The stakeholders' involvement in the project started at the project preparation stage. The stakeholders were consulted, the sites of future project activities visited, the community leaders met. The project draft was discussed with them in two workshops. The Prodoc contains a detailed proposal of stakeholders' participation during the project implementation, specifying their respective roles in the removal of barriers and in participation in the implementation of corresponding outputs.

During the project implementation stage, the participation of stakeholders in the project implementation was less well documented. The information available to the TE mission indicate that the administration is willing to implement the adjusted laws but was without meaning to enforce the laws, the O&G industry was not interested in participating in the project activities; the rural community experiencing a new increase of violence avoided any contact with institutions such as central and local administration or centrally planned projects such as NDBP.

3.1.5 Replication approach

The project was designed with an idea of its future replication at the other part of Niger delta and then the other regions or countries. To this purpose, the project was expected to liaise with the state administration, O&G sector, local communities NGOs, and potential donors. Then, after testing the project model of biodiversity protection in ND, introducing improvements and adjustments apply it in other regions. In practice, during its implementation, the project did not attain the stage of dissemination of its approach.

3.1.6 UNDP comparative advantage

UNDP has been established in Nigeria in 1960 and since then, it supported the country's development programs; among others in the frame of the *Millennium Development Goals* and now the *Sustainable Development Goals*.

Recently, in Nigeria, UNDP became involved in environmental and biodiversity protection. In the Country Programme Document for Nigeria (2014-2017) UNDP remind (paragraph 5) that²⁴

Policies exist to address environmental and climate change challenges but challenges remain in translating them to action at all tiers of government. These should be addressed under the

²⁴ Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, (2013). *Draft country programme document for Nigeria (2014-2017)*. New York: UN.

strategic result 5 (outcome indicator) aiming at a proportion of primary laws and policies with biodiversity mainstreamed

At present, UNDP works with partners on six strategic interventions; among them sound environmental management, including land degradation, resilience to climate change, sustainable natural resources management, conservation of biodiversity, and disaster management.²⁵

Finally, through the long history of partnership and support in the implementation of Nigeria's programs, the UNDP gained the confidence of the Nigeria's Government and developed privileged working relations with the government's senior administration executives.

3.1.7 Linkage Between Project and Other Interventions Within the Sector

Starting from its inception, the project started to develop close working relationships with O&G companies and NGOs working in the ND (with the objective, among others, of ensuring their participation in NDBT), and with ministries' (in order to ensure approval and enforcement of the biodiversity protection legislation). Abandonment of the sector by the O&G companies and decrease in interest of other agencies in biodiversity conservation in the second half of the project implementation period have cooled these relationships; except the SHELL company that remains active in the ND and still promotes biodiversity conservation.

3.1.8 Management Arrangements

According to the signed Prodoc, the project should have been managed under the UNDP Direct Execution (DEX) modality. This formula should have given the project the required flexibility in collaborating with institutions on the Nigerian central and state levels, the national and international O&G companies, and national and international NGOs. The Federal Ministry of Environment (FMoE) was the government's implementation partner. The project should have been executed by National Project Director assisted by Chief Technical Adviser for Mainstreaming and a National Team Leader. Implementation should have been supported by a Project Administration Officer and by consultants.

The project oversight should have been **ensured** by the Project Screening Committee (PSC) responsible for the supervision of the stakeholder's implication, revision, and approval of the project work plans, evaluate the project progress, conduct annual project progress reviews, approve the budget and eventual major program or objective changes. Moreover, these management structures should have been supported by Project Executive Committee and the PSC supported by a Consultative Group.

3.2 **Project Implementation**

²⁵ Reference country program document for Nigeria (2018-2022), par 27.
<https://digitallibrary.un.org/record/1317339?ln=en>

The section starts with comments concerning the project adaptive management, then it deals with the project partnership arrangements and feedback from M&E in the context of adaptive management. A separate section presents the project finances. The last two evaluate and rate the project's M&E and the role of UNDP as implementing partner of the project.

3.2.1 Adaptative Management

The TE mission did not find evidence that M&E activities were used for adaptive management with the exception of the Inception Workshop and the project Mid-Term Review (MTR). In 2013 the Project Inception Workshop recommended changing the implementation modality from DEX to National Implementation Modality (NIM). The MTR recommended the project extension from December 31, 2017, to June 30, 2019, and a modification of work program for the extended period: abandon the creation of NDTF and orientation of project towards training and implementation of community rural biodiversity conservation projects.

3.2.2 Partnership Arrangement

The Prodoc listed a vast array of stakeholders that were expected to collaborate closely with the project. However, during the project implementation, this collaboration appeared more limited. The available documents indicate the following active collaborations (Table 10):

Table 10. Stakeholders collaborating with the project

Stakeholder	Collaboration with project
State Ministries of Environment or responsible Ministries	Not systematic, implication of few individual agents
Niger Delta University, Yenagoa, Bayelsa State	University lecturers were engaged as consultants to undertake baseline assessments on mangroves and to formulate Community BAPs
Shell Petroleum Company	not specified domain
Nigeria Conservation Foundation Lagos	Collaboration Unknown
River Ethiope Trust Foundation	formulation of a Community BAP for the protection of the source of River Ethiope
The World Bank Fadama project	Lessons shared, joint support to communities to enhance the Sclater's Guenon monkey habitat

To these collaborative arrangements, one should add support to some community leaders benefiting from the community project initiatives.

The results of these collaboration programs are not documented by the project. Also, the impact and use of the project sponsored consultations mission were not reported.

3.2.3 Feedback from M&E Activities Used for Adaptive Management

The M&E activities' results available to the TE mission (reported in PIRs) were too cursory to be of any value as a basis for adaptive management. The project did not produce quarterly or yearly progress reports corresponding to the Prodoc requirements.

3.2.4 Project Finance

The project had a planned budget of 14.325 million US dollars (Table 11) including 3.610 million GEF grant, one million dollars UNDP contribution, and 65 thousand dollars contributed by the Nigerian government. Indirectly UNDP contributed to project 1.5 million dollars, the Nigeria Government paid 3 million in cash and 3.150 million dollars in the form of in-kind contribution and staff allocation, and, finally, SHELL contributed 2 million dollars.

Table 11. Project budget in US dollars

Subject	Required resources (USD)	Subject	Required resources (USD)
Total resources	14,325,000.00	Indirect contribution	
Agency costs		UNDP	1,500,000.00
Monetary contribution		Government (cash)	3,000,000.00
GEF	3,610,000.00	Government (in-kind & staff allocation)	3,150,000.00
UNDP	1,000,000.00	Shell Nigeria	2,000,000.00
Other contributions			
Government	65,000		

The actual budgetary contribution to the project was inferior to those planned of 10,715 million US dollars (Table 12). The UNDP cash contribution was of 244.6 thousand dollars instead of one million and the planned in-kind support of the FMoE of 2 million did not materialize.

Table 12. Project co-financing

Co-financing (type and source)	UNDP own financing		Government		Partner Agency		Total	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	0	0	0	0	0	0	0	0
Loans/Concessions								
In-kind support	1,500,000	1,500,000	6,150,000	6,150,000	2,000,000	-	9,650,000	7,650,000
Other (cash)	1,000,000	244,635	65,000	65,000	-	-	1,065,000	309,635
Total	2,500,000	1,744,635	6,215,000	6,215,000	2,000,000	-	10,715,000	7,959,63

The budget changes related to the extensions of the project implementation are in the (Table 13).

Table 13. History of GEF and UNDP financing and disbursements in US dollars

Year	2012	2013	2014	2015	2016	2017	2018	2019
Prodoc (GEF funds only)	669,500.00	674,500.00	872,000.00	699,500.00	694,500.00	-	-	-
GEF Project annual work plan (as in Atlas)	36,000.00	214,900.00	473,370.00	791,720.10	690,400.00	795,000.00	612,572.48	258,011.71
GEF Project Disbursed (as in Atlas)	-	141,766.68	472,453.09	750,914.26	602,109.68	794,303.09	598,885.20	205,399.35
UNDP Project annual work plan (as in Atlas)	0	0	0	72,000.00	-	-	122,634.72	50,000.00
UNDP Project Disbursed (as in Atlas)	0	0	0	31,861.19	-	-	120,884.15	50,000.00

3.2.5 Monitoring and Evaluation

Design at entry: **Highly Satisfactory (HS)**

Implementation: **Highly Unsatisfactory (HU)**

According to the Prodoc, the project's M&E should have been based on the data collected through a set of project's performance and impact indicators and the associated means of verification. The M&E process should have included:

- Results of the Inception Workshop
- Enhanced Result-Based Management Platform updated quarterly in 'ATLAS'
- Annual Project Reports (APR)/Annual Project Implementation Reports (PIR) that include: Progress made toward project objective and project outcomes - each with indicators, baseline data and end of project targets (cumulative); Project outputs delivered per project outcome (annual); Lesson learned/good practice; AWP and other expenditure reports; Risk and adaptive management; ATLAS quarterly progress reports; and Portfolio level indicators (i.e. GEF focal area tracking tools).
- Periodic Monitoring through site visits
- Mid-Term Evaluation
- Terminal Report
- Lessons learned (end of project description),
- External Audit.
- Terminal Evaluation
- Other pertinent M&E results.

The M&E reports available to the TE mission were: PIRs, AWP (incompletely filled), MTR report, audit reports, Back to Office Reports. The set of the available documents is far from the M&E reporting required and presents non quantifiable and highly incomplete image of the project's expected progress.

3.2.6 UNDP and Implementing Partner Implementation

Moderately satisfactory (MS)

Due to the National Implementation Modality the project was embedded in the country's governmental structure. The FMoE was the Implementing Partner. This choice aimed at the creation of genuine ownership of the project by national agencies. The disadvantage of the modality was a strong dependence of the project on the national priorities. In the NDBP case, the drastic reduction of government priority status given to biodiversity protection after the oil crisis explosion slowed down the project execution and reduced its impact.

UNDP CO supervised and guided the project. Its agents participated in the field visits and contributed to the preparation of PIRs. A weakness of the UNDP CO role in the project implementation was little attention accorded by CO to insufficient reporting.

3.3 Project Results

The chapter starts with a detailed analysis of the project results in terms of the degree in which the project achieved its objective. The two following sections question the relevance and cost of the attained results. Then, the section deals with the degree of ownership and mainstreaming the results into the country's objectives. The evaluation of the project's results sustainability and impact ends the chapter.

3.3.1 Overall results

Unsatisfactory (U)

Table 14 outlines in detail the appraisal of project results. Globally, the project performance was rated as **Unsatisfactory**. During its implementation, the project encountered severe problems that hampered its objective attainment and hindered the achievement of its goal. Achievement of all three project's outcomes was **Unsatisfactory** as well.

In spite of the project's efforts in drafting the EIA, EGASPIN and Oil Spill Response Plan and the incorporation of drafts in the Niger Delta States biodiversity management plans, and biodiversity promotion, the ND O&G industry sector (with exception of SHELL) did not mainstream biodiversity in their environment protection policy or actions (Outcome 1), no biodiversity action planning tools were developed for the ND area (Outcome2) and NDBT was not in place (Outcome 3).

These unsatisfactory achievements were not solely the project's management fault. A large part of the obstacles to the achievement of all three outcomes was out of the project's management control.

- The combination of 50% fall of crude oil price on the international market and strong reduction for the world oil demand that occurred during the project implementation period reduced the Governments (federal and states) interest in environment protection and biodiversity conservation, thus reducing sharply support for the project from the federal and the concerned states administrations.
- The reduced demand for oil, relatively high ND oil extraction costs and increase of violence, instability, and sabotage of oil drilling transport installations in the ND

area were at the origin of abandon the delta region by the O&G companies. The perpetual violence of the region and increase of violent events reinforced the existing suspicion of the rural population towards the administration and other initiatives originated from outside. This resulted in reduced participation of the local communities in the project's initiatives.

- Finally, the UNDP decision to discontinue any support for the Trust Funds, simply rendered the outcome 3 obsolete.

The project experienced its own difficulties in managing the project that reduced the global project results. They will be considered in the following sections of this chapter.

Table 14. Project Results

Description	Indicator	Baseline	End of Project Target	End of Project Status	TE Comments	Rating
Objective: To mainstream biodiversity management priorities into the Niger Delta oil and gas (O&G) sector development policies and operations. <u>U</u>	Direct: Improved management of 600 km ² "inside the fence" of O&G operations as measured by adoption of Biodiversity Action Plans for a target number of O&G operations in the Delta.	No BAP for operations in the Delta.	At least 600 km ² of O&G footprint covered by new or revised BAP for O&G operations in ND.	About 80,000 hectares (8 km ²) have been covered by BAPs in the Niger Delta region. 16 BAPs in 20 communities were completed in the target states.	8 km ² Instead of 600 km ² of the area covered by the O&G exploitation were covered by BAP.	U
	Indirect: Threats to biodiversity linked to O&G are reduced in a spatial area of 46,420 km ² as measured by condition, number or extent of key species and ecosystems in the Niger Delta:					
	- Area in ND where Niger Delta red colobus monkey is confirmed	- The area in ND where Niger Delta red colobus monkey is unknown and un-measured.	- Red colobus monkey is confirmed present in 15,000 hectares by end of project (EoP).	Mapping of habitats area done over approximately 640 hectares of forest along the Apoi creeks, Baylesa state (the red colobus monkey habitat).	Mapping covered 640 instead of 15 000 hectares (4.3% of the requested surface)	U
	- # of hectares of mangrove ecosystem in under improved special management regime	- Zero hectares of mangrove ecosystem in under improved special management regime	- At least 25,000 ha of mangrove ecosystem in under improved special management regime	No mangroves have been put under special management.	No mangrove ecosystem under the management regime	HU
	- # of hectares cover of barrier island lowland forest under protection.	- Zero hectares cover of barrier island lowland forest under protection.	- At least 10,000 ha cover of barrier island lowland forest under protection.	No barrier island lowland forest under protection	No activities	HU

Description	Indicator	Baseline	End of Project Target	End of Project Status	TE Comments	Rating
	# of O&G companies and Government agencies utilizing IBAT regularly for Niger Delta biodiversity mainstreaming.	Zero	At least three O&G companies and 3 Government agencies by end of project.	Only Shell Petroleum Development adopted the IBAT regularly.	Other O&G companies pulled out of the IBAT utilizing due to the conflicts and globally volatile situation in Niger Delta.	MU
	# of hectares of community PA/set-aside or other PA gazetted and under biodiversity management in four pilot States of the Niger Delta.	Zero	At least 5,000 hectares by end of the project.	All States have community protected area but have no trust for the government, the communities were unwilling to indicate the size of the area.	Conflicts and insecurity of the region was the obstacle. The communities feared that the government may convert the declared land to other use.	U
	Amount of funding committed to the NDBT by EoP.	Zero funding committed.	US\$3 million committed to the Trust by EoP.	No NDBF funds	The project had formulated the structure of the trust, but it discontinued this activity to conform to the UNDP policy to support capitalization of trust funds.	U
	Presence or absence of operational Niger Delta Biodiversity Trust mechanism and level of funding committed.	It does not exist. No funding committed to any mechanism for Delta biodiversity conservation/mainstreaming	Niger Delta Biodiversity Trust (NDBT) Articles of Incorporation agreed upon by the GoN, O&G companies, and relevant civil society partners and legally approved under Nigeria's Companies and Allied Matters Act	Niger Delta Biodiversity Trust (NDBT) Articles of Incorporation are drafted		U
	# of primary laws and policies and regulations improved with biodiversity mainstreaming guidelines, recommendations, and amendments.	No laws/ policies have biodiversity mainstreamed into them, including the EIA, EGASPIN, PIB, and Oil Spill Response Plan.	At least four have biodiversity mainstreamed into their language via adopted guidelines, amendments, or modified language in the laws themselves.	Finalized: (i) Guide to Developing Biodiversity Action Plans for the O&G Sector in the Niger Delta Based on IPIECA Guidelines (2) Stakeholders Collaborative Strategy for Biodiversity Conservation in The Niger Delta (3) Niger Delta Strengthening of Biodiversity Elements of Legal and Policy Frameworks	Target achieved	S

Description	Indicator	Baseline	End of Project Target	End of Project Status	TE Comments	Rating
Outcome 1 – The governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the Niger Delta is strengthened. U	# of central O&G policies and guidelines and plans that incorporate biodiversity management checklists, criteria, and objectives	Zero	At least three by end of the project.	Biodiversity management guidelines and plans incorporated into the biodiversity management of some of EIA, EGASPIN, and the Oil Spill Response Plan. A bye Law for the conservation of the Andoni Barrier Islands Elephants was developed.	Biodiversity management guidelines and plans were prepared and incorporated. A bye Law for the conservation of the Andoni Barrier Islands Elephants was developed.	S
	Improvement in Score of UNDP Capacity Assessment Tool over the life of the project.	5 out of 48, i.e.	Improvement from 5/45 to minimum 10/48.	No change in the score of the UNDP capacity assessment tool over the duration of the project.	Not implemented	HU
	# of measurable tangible improvements in the EIA process for biodiversity mainstreaming.	EIA has few if any specific biodiversity conservation targets/objectives.	Biodiversity mainstreamed into EIA process in at least 3 entry points.	Biodiversity guidelines have been reviewed and incorporated into the (i) EIA of and (ii) the NOSDRA	Two, not three entry points introduced biodiversity conservation targets.	MS
	Level of improvement of data available through IBAT decision support tool.	Info on KBA available through IBAT driven by one taxa (birds).	The coverage of taxonomic groups expanded to at least four in total.	No expansion of taxonomic groups coverage.		HU
Outcome 2 – Government, the O&G industry and local communities build and pilot new biodiversity action planning tools for the proactive biodiversity management in the Niger Delta MU	Change in level of corporate investment in biodiversity management.	TBD at project inception.	A 20% increase in corporate investment of O&G companies in biodiversity management will ensure biodiversity safeguarding at O&G extraction sites, pipeline and tanker transportation.	The decrease in corporate investment	The project organized meetings with the stakeholders but the O&G pull out of the delta region only SHELL Petroleum Development Corporation is maintaining scaled-down investment	MU
	# of O&G companies adopting new BAP for operations.	Zero	At least 3 companies adopt model BAP for their inside the fence operations.	No additional oil and gas company adopted the BAP		MU
Outcome 3 Stakeholders support long-term biodiversity management in the Niger Delta by capitalizing and accessing the Niger Delta Biodiversity Trust as a collaborative engagement mechanism for local communities, O&G companies, and Government	Presence/absence of NDB Trust operational and funded with the first tranche of US\$ 3 million supporting biodiversity conservation in critical ecosystems within the whole of the Niger Delta Region	No NDBT and minimal funding for biodiversity in general.	Niger Delta Biodiversity Trust operational with at least US\$3 million in funding supporting biodiversity conservation in critical ecosystems within the whole of the Niger Delta Region	Not achieved.	UNDP decided to not support the establishment of trusts.	HU
	# of community proposed biodiversity conservation projects funded and operational in the four pilot States of the Niger Delta.	Zero	At least 15 by the end of the project.	Six communal projects implemented	The communal projects' implementation was financed from the project fund	MU

Description	Indicator	Baseline	End of Project Target	End of Project Status	TE Comments	Rating
at its core. U						

3.3.2 Relevance

Relevant

The project was highly relevant to the Nigeria long-standing objectives, GEF policy, and UNDP goals for the following reasons:

Nigeria

The project has been developed with the full support of the Federal Government of Nigeria. It was and is consistent with the policy guidelines and principles of the government in relation to the conservation of biodiversity²⁶, Table 3.1 of the National Targets and Related Global Strategic Goal (pages 36 to 38) indicates:

Target 10: By 2015, the Nigerian NBSAP has been fully revised and adopted by the government as a policy instrument, and its implementation commenced in a participatory manner

Target 12: By 2020, community participation in project design and management of key ecosystems is enhanced in one (1) each of the six (6) ecological zones

Target 13: By 2020, national-based funding for biodiversity is increased by 25%, with effective international partnership support

GEF

According to Global Environment Facility's 'Investing in our Planet' document²⁷, Table 2. CBO guidance and delivery mechanism in GEF-7, contains the focal pertinent to NDBP project:

I. Mainstream biodiversity across sectors as well as landscapes and seascapes

- A. Improve policies and decision-making, informed by biodiversity and ecosystem values
- C. Harness biodiversity for sustainable agriculture

II Address direct drivers to protect habitats and species

- D. Prevent and control invasive alien species
- G. Combat illegal and unsustainable use of species, with priority action on threatened species

III. Further develop biodiversity policy and institutional framework

- J. Improve biodiversity policy, planning, and review

UNDP

The Country program document for Nigeria (2018-2022) paragraph 6 states that:²⁸

Primary ecological challenges in Nigeria include land degradation, desertification, coastal erosion, and high rates of deforestation ... and environmental degradation [that] is likely to aggravate biodiversity loss.

²⁶ Federal republic of Nigeria Federal ministry of environment, (2015). National biodiversity strategy and action plan 2016-2020 <https://www.cbd.int/doc/world/ng/ng-nbsap-v2-en.pdf>

²⁷ Global Environment Strategy, (2019). *Biodiversity Strategy* https://www.thegef.org/sites/default/files/publications/GEF_BiodiversityStrategy%202018_CRA_b11.pdf

²⁸ Available at: <https://digitallibrary.un.org/record/1317339?ln=en> [Accessed 20 April 2020].

The NDBP was highly relevant to the Federal Government of Nigeria and consistent with the country's policy related to biodiversity conservation and plans that operationalize the Niger Delta Regional Master Plan and Biodiversity Sector Report.

3.3.3 Effectiveness & Efficiency

Evaluation: **Highly Unsatisfactory (HU)**

The M&E practiced by the project, namely the lack of account of spending, the incompleteness of the M&E documentation, paucity of specifics in the available documents, make the detailed evaluation of the project effectiveness and efficiency impossible. But a comparison of the project results with the means developed for its achievement indicates that the project was neither effective nor efficient.

3.3.4 Country Ownership

Nigeria signed or ratified many international conventions or treaties that amply justify the implementation of the NDBP. The most important are:

- Convention on Biodiversity (CBD)
- Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)
- African Convention on the Conservation of Nature and Natural Resources;
- Convention on Nature Protection and Wildlife Protection in the Western Hemisphere;
- RAMSAR Convention on Wetlands of International Importance;
- International Convention for the Prevention of Pollution from Ships;
- United Nations Convention on Law of the Seas; and
- International Convention on Oil Pollution Preparedness, Responses and Cooperation (OPRC).
- Nigeria was also accepted as an Extractive Industries Transparency Initiative (EITI)

The project is deeply embedded into the national legislation, at the year of its drafting it was also welcome by federal and state administrations and accepted by rural communities. However, about two years after the project signature, the shocks external to the country disrupted the project. The project's drafted legislation was not implemented and not enforced. Hopefully, the current disruption is temporary since it is still evident that the project outputs are indissociable from the planned development axis of Nigeria. The Nigeria Vision 'NV20:2020' places emphasis on *conservation of the environment, preventing loss of bio-diversity, restoring degraded areas and protecting ecologically sensitive sites and reducing impact of climate change on socio-economic development* ²⁹.

²⁹ Nigeria Vision NV https://www.nigerianstat.gov.ng/pdfuploads/Abridged_Version_of_Nigeria%20Vision%202020.pdf

But the time needed for the economy to recuperate after the current shocks may be longer than the memory of lessons taken from the project. In the meantime, the loss to biodiversity may be permanent and the government short term priorities may shift towards other objectives.

However, since the project complies with the country's basic biodiversity protection international obligations once the oil crisis will pass the project ideas and results probably will reintegrate the list of national priorities.

3.3.5 Mainstreaming

Mainstreaming the project activities into the socio-economic context of the ND rural population is a key guarantor of the project acceptance and sustainability of its results. In the past, the O&G operations were largely indifferent to social and environmental issues. This was an erroneous position: even today, ND populations' well-being depends much more on the natural environment of the delta than on the oil produced by the G&O sector. The NDBP offered another approach: independently on the oil extraction benefits, create environment and biodiversity friendly legislation, train beneficiaries and invest in rural communal environmentally sustainable initiatives.

According to PIR (2019) rural communities that picked up the project offer to create biodiversity-friendly projects have found it valuable and interesting. This initiative was benefiting women and jobless youth since at first traditionally, the women were the most implicated in the project promoted activities, and then it created an opportunity for them to earn some additional revenue. The project initiated communal activities were in full conformity with the UNDP and GEF priorities. However, further expansion of this initiative was (and is) limited by lack of funds and still menacing security situation.

3.3.6 Sustainability

Financial risks

Financial Risks to Sustainability – Unlikely (U) Severe risks

To ensure the financial sustainability of biodiversity protection activities within the ND, the project tried to introduce financing of biodiversity conservation actions into the budget program of the O&G sector, federal and state administration, other donors directly, or through the proposed biodiversity trust, the NDBT. Unfortunately, the project's fundraising program was not favorably accepted by donors. It is unlikely that after the project termination, the idea of the ND trust fund will find a supportive echo in a foreseeable period of time.

Socio-economic risks

Socio-Economic Risks to Sustainability – Unlikely (U) Severe risks

Socio-economic sustainability of the project results is a function of ownership of the project's promoted ideas and achieved results and of availability of resources needed to implement them.

The first depends on the degree of participation of stakeholders in the project formulation, execution, and at the end participation in the benefits from the achievement results. The beneficiary stakeholders' participation is not well documented. It seems that at the project drafting stage, the Government, the O&G sector, and the rural communities were involved in project formulation. However, the oil crisis and other associated events reduced the interest to the project close to zero.

Concerning the resources, the history of the project efforts in funds gathering for the biodiversity protection has demonstrated that at present, the potential donors were uninterested in supporting the ND biodiversity protection projects.

As long as the crisis persists severe risks to project sustainability will continue.

Institutional Framework and Governance Risks Moderately Unlikely (MU) Significant risk

The state and Federal Governments, as well as the O&G sector, do not prioritize biodiversity protection.

The environmental risk to sustainability –Likely (L) – Negligible risk to sustainability

The project conforms to the long term engagement of the GoN in sustainable environmental management and in and biodiversity protection.³⁰ According to these obligations, also the biodiversity of the ND will be intensively protected from danger from expanding human population encroachment on the environment (unsustainable timber harvesting, hunting, and medicinal and other plant collecting), oil exploitation infrastructure construction building and road construction. The long-term risks to the sustainability of project objectives and results that apply to the ND protection are negligible.

3.3.7 Impact

The completed outputs of outcome 1 (the drafting of EIA, EGASPIN, and the Oil Spill Response Plan approve them and incorporating into the Niger Delta States Biodiversity Management Plans) if implemented, could have a strong impact on ND biodiversity protection. However, at present, this potential impact is hindered by a lack of funds and a lack of high-level political support.

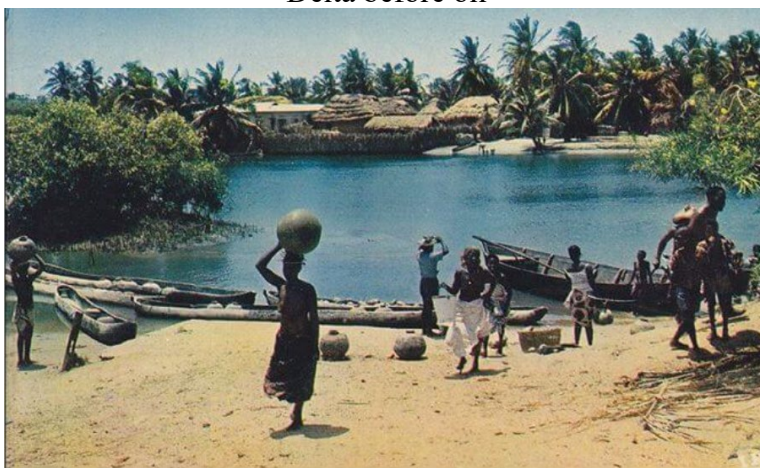
The project managed to have some modest impact on the improvement of the communities engaged in their management of the delta natural resources, namely the removal of weeds from the clogged channels, the use of weeds for production of organic fertilizers, or the use of water hyacinth for the production of handicrafts. The cost-benefit and cost-effectiveness

³⁰

of the projects were not reported in the available project's documentation; the replication possibility of these communities' experience was not evaluated by the project.

The probability of long-lasting impact of the project results on the beneficiaries is also reduced due to the absence of an exit strategy that could orient the project activities before the project termination towards higher sustainability of the final project's results such as share the results with other biodiversity conservation institutions in Nigeria and abroad or ensure for a large public good accessibility to the project's produced documents.

Delta before oil



Source: https://platformlondon.org/2013/07/29/memory-before-oil-a-niger-delta-village-in-the-1960s/1199383_nd_jpg8b72e5ebf2c503601ddad514722ad4c4/

4 Conclusions, Recommendations & Lessons

In a book *Developing a biodiversity conservation strategy for the Niger Delta*³¹ by IUCN printed in 2018, the NDBP which 'started in 2013' was prized as:

...an ambitious project that holds much promise in addressing the fundamentals of integrating biodiversity considerations into the operations of the oil and gas industry in the Niger Delta.

However, in PIR 2019, the last year of project implementation, the UNDP-GEF Technical Adviser has remarked that³² *Although the project has spent the bulk of the resources (97.4%) there is no evidence that a significant amount has been achieved on the ground.*

Having in mind the history of project implementation illustrated by the above citations, this chapter reviews the NDBP project in terms of (i) corrective actions for its design,

³¹ IUCN (2008) Developing a biodiversity conservation strategy for the Niger Delta Integrating biodiversity considerations into SPDC's operations. Page 20

³² the Global Environment Facility/United Nations Development Program (2019). *Project Implementation Review (PIR)*. Page 19.

implementation, monitoring, and evaluation, (ii) actions to follow up or reinforce initial benefits from the project, (iii) proposals for future directions underlying main objectives and (iv) best and worst practices in addressing issues relating to relevance, performance, and success.

4.1 Corrective Actions for the Design, Implementation, Monitoring, and Evaluation of the Project

4.1.1 Conclusions

Following the Inception Workshop (December 2013) recommendation, initially designed for the DEX modality, the project became implemented according to then NIM modality as implementation partner, the position of UNDP CO Nigeria was replaced by the FMoE. The project implementation was ensured by the PMU structure. The project was programmed for 63 months (5 years and 3 months). However, its approval and implementation from CEO endorsement in April 2011 until its closing date June 30, 2019, took 7 years and two months. Project extension consequence is delay of the potential benefits from the project results to its stakeholders.

The M&E activities were inadequate. But an inadequate M&E system blinds the project. The project became unable to see the objective value of its activities and to introduce corrective actions needed to keep its goal at the lowest cost.

The external circumstances that accompany the project implementation fluctuate permanently. Monitoring the project activities, checking the risks, and conceiving mitigating actions helps the management and its supervisory bodies to keep the project on track. The NDBP did not follow the M&E proposed in the Prodoc, and its results are far from being satisfactory.

4.1.2 Recommendations

Recommendation 1.1: TE mission recommends to the FMoE and UNDP to introduce as compulsory formal cost-benefit evaluation of the important project activities. It is fundamental for the project sponsoring institution such as GEF, UNDP, or Government not solely to receive the accounting information but also know the values of outputs they financed.

Recommendation 1.2: TE mission recommends to the FMoE and UNDP to make the allocation of budget during the project execution conditional on the completeness of the M&E reporting.

4.1.3 Lessons

Timeliness, respect of approved agenda, and availability of specific information and measurable data are essential for modern result-based project management. If needed, the

project supervision structures may provide the refresher training and assist the managers in adjustment or refining of the procedures.

4.2 Actions to Follow up or Reinforce Initial Benefits from the Project

4.2.1 Conclusions

The project has produced three categories of outputs:

1. Drafts of EIA, EGASPIN, and the Oil Spill Response Plan that have been incorporated in the Niger Delta States Biodiversity Management Plans, but not yet officially approved and enforced.
2. Promotion of community levels awareness-raising, participation in biodiversity management activities, and biodiversity management programs, among others through the development of BAP for communities and initiation of small-scale biodiversity-friendly community projects.
3. Preparation of the ground for NDBT

All three categories contain the strong beneficial potential to the vast range of stakeholders. These initiated actions merit to receive strong follow up support.

4.2.2 Recommendations

Recommendation 2.1: To FMoE. Critically evaluate the value of the project outcomes in terms of (i) importance of their contribution to the realization of the Ministry's objective, (ii) feasibility and replicability, (iii) cost-benefit and feasibility, and (iv) degree of acceptance by the direct beneficiaries. For the priority outcomes, evaluate the costs of their support and timeframe of execution, and identify the source of financing.

Recommendation 2.2: To FMoE. Evaluate the technical value of the project documentation deposited in the Ministry; place in the WWW the documents judged important.

Recommendation 2.3: To the FMoE. To strengthen the rural communities' interest in sustainable biodiversity exploitation and conservation, require that the other existing and the future projects with biodiversity protection components consider the rural communities as the key stakeholders and incorporate their leaders into the projects steering institutions, implicated directly in activities execution and in M&E.

Neither the Prodoc nor the PSC required the project to produce and validate a project exit strategy. The existence of such a strategy could have helped the project implementation agency in the identification of the best follow-up structures and programs and start prospecting for identification of financial support. The UNDP may in advance identify ongoing projects or UN family partners interested in the project's results.

Recommendation 2.4: To UNDP. Require the projects to produce the exit strategy document and discuss its utility as a contribution to the reinforcement of the project sustainability and impact.

4.2.3 Lessons

Development projects without a clear image of the next step in the realization of its goals and objectives will probably not survive in the competitive struggle for resources and influence.

4.3 **Proposal for Future Directions Underlying Mains Objectives**

4.3.1 Conclusions

The only guarantee of any project survival is vast stakeholder's appropriation. After the project termination, only they may maintain the project concepts and results alive. This is blandly evident also in the case of the NDBP. The recent history of ND illustrates this. The local rural populations depend permanently on the natural environment and only accidentally on oil revenue. The last source of revenue may expand or shrink depending on external shocks. Whereas the relation of rural communities with their environment and with reach and valuable biodiversity is permanent and under control of local communities. Future support toward projects aiming at the same goal as NDBP should include the promotion of initiatives that will optimize the sustainable relations of rural communities with the ND environment.

4.3.2 Recommendations

Recommendation 3.1: To UNDP. Projects with an important set of activities concerning the rural or urban communities should prepare an adjustable plan of engagement with decentralized stakeholders. This plan should include a description of the community project implementation modality, plan of integration with other project's structures and other projects operating in the region, and the follow-up activities.

Recommendation 3.2: To SMoE and UNDP. Since the community environmental management and biodiversity protections interest stakeholders of various ethnic origin and of different education levels, for the sake of efficiency and economy, the project should complete its consultants' roster by specialists coming from the beneficiaries' communities.

4.3.3 Lessons

The environment management and biodiversity protection project success should be measured by indicators showing an impact on environment and biodiversity rather than solely marking an advancement in the degree of implementation of the project activities.

4.4 Best and Worst Practices in Addressing Issues Relating to the Relevance, Performance, and Success

4.4.1 Conclusions

As the best project's practice lets note the 2017 decision to shift the project's work program toward rural communities.

The project progress towards implementing new biodiversity protection legislation was hampered by lack of support from the governmental administration, the efforts to create NDBT stalemated by the UNDP decision (verbally transmitted to the project) to not support trust funds and the decision of most of the O&G companies to discontinue their activities in the ND. Inadequate mitigation actions but maintaining the project work program unchanged simply reduced the project outputs delivery rate. Applying the RBM was the way to improve the project performance by adjusting work program to the changing context.

The project started work in political and economic conditions favourable to achievement of its objectives. However, unexpectedly, soon after the project start this context gradually started to aggravate. The oil crisis changed the government priorities, the oil exploiting companies entered in the crisis period and the local population's reserved attitude toward the government's initiative aggravated; local instability increased. All this reduced the priorities previously accorded to the project's goals and compounded the difficulties associated with the project's execution. The project's personnel should be praised for its devotion and perseverance in implementation of the project activities.

Many UN development project operates in a difficult or risky environment and almost all biodiversity project activities are hampered by the existence of influential and often violent opponents. In these circumstances, the project achievements may fall below expectations. The use of additional M&E indicators and strict adherence to the rules of the RBM usually helps the management in their efforts of putting the project on the rationality guided track.

4.4.2 Recommendations

Recommendation 4.1: The TE team recommends to SMoE and UNDP to introduce as compulsory the RBM of the projects and require the project managers to demonstrate that their proposed work program is cost effective and/or cost efficient.

Lessons

Every project may (and should) rate the achievements rate of its activities on some scale of cost effectiveness or cost efficiency, and there always will be the best (higher noted) and the worst (lower noted) among them. The value of this exercise is not to engage struggle

for the best notation but reduce the distance between the best and the worst. In this way, the project will improve synergy among activities and reinforce their global impact.

5 Annexes

5.1 Annexe 1. Terms of Reference

Terminal Evaluation Terms of Reference

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Niger Delta Biodiversity Project* (PIMS 2047.)

The essentials of the project to be evaluated are as follows:

PROJECT SUMMARY TABLE

Project Title:	NIGER DELTA BIODIVERSITY CONSERVATION PROJECT			
GEF Project ID:	4090 PIMS 2047		<i>at endorsement</i> <i>(Million US\$)</i>	<i>at completion</i> <i>(Million US\$)</i>
UNDP Project ID:	00077181	GEF financing:	3,610,000	3,610,000
Country:	NIGERIA	IA/EA own:	1,000,000	
Region:	WEST AFRICA	Government:	65,000	65,000
Focal Area:	BIODIVERSITY	Other:		
FA Objectives, (OP/SP):		Total co-financing:		
Executing Agency:	UNDP	Total Project Cost:	4,675,000	
Other Partners involved:	FEDERAL MINISTRY OF ENVIRONMENT	Prodoc Signature (date project began):		
		(Operational) Closing Date:	Proposed:	Actual:

OBJECTIVE AND SCOPE

The project was designed to:

Contribute to the conservation and sustainable use of globally significant biological diversity in the Niger Delta. The project objective is “to mainstream biodiversity management priorities into the Niger Delta oil and gas (O&G) sector development policies and operations.” The project’s three main outcomes designed to achieve this objective are:

- 1) Stakeholders strengthen the governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the Niger Delta;
- 2) Government, the O&G industry and local communities adopt and pilot new biodiversity action planning tools for proactive biodiversity mainstreaming in the Niger Delta;
- 3) Stakeholders support long-term biodiversity management and the use of these new tools in the Niger Delta by capitalizing the Niger Delta Biodiversity Trust with a collaborative engagement mechanism for local communities, O&G companies and Government at its core.

Each of the three outcomes of this project reflects the project's (and UNDP's) focus on strengthening the governance of biodiversity in the Niger Delta. By mainstreaming biodiversity into the O&G sector of the Niger Delta, the project is strengthening the governance of those resources. The geographic focus of the project is on the four core Nigerian States within the Niger Delta (Akwa Ibom, Bayelsa, Delta, and Rivers States), which combined encompass an area of 46,420 km² (the 'indirect landscape mainstreaming target'). The physical footprint of the O&G company assets within this area is admitted by the industry to be 600 km², which is considered the project's initial 'direct landscape mainstreaming target'. The project will bring improved biodiversity management to these areas indirectly and directly, respectively, as measured by improved state of globally significant species and ecosystems, legal and policy frameworks that incorporate biodiversity objectives, and O&G companies adopting best practice for biodiversity actions.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

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

EVALUATION APPROACH AND METHOD

An overall approach and method³³ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (see [Annex C](#)). The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to some of the project locations in the **South – South of Nigeria**. The states where the project was implemented are **Akwa Ibom, Bayelsa, Delta and Rivers**. However, travel to these locations are subject to clearance from the UNDSS, including the following project sites *Akwa Ibom; Ikot Uso Akpan, Itam, Itu LGA. Bayelsa; Oluasiri. Delta; Source of River Ethiope, Umuaja, Kwale LGA. Rivers; Andoni Barrier Island elephant conservation site*. Interviews will be held with the following organizations and individuals at a minimum:

1. Serving Permanent Secretaries & Directors of Forestry in
 - a. Akwa Ibom State Ministry of Environment

³³ For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, Chapter 7, pg. 163

- b. Bayelsa State Ministry of Environment
- c. Delta State Ministry of Environment
- d. Rivers State Ministry of Environment

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

EVALUATION CRITERIA & RATINGS

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

Evaluation Ratings:			
1. Monitoring and Evaluation	rating	2. IA& EA Execution	rating
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental :	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

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

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

• Other								
Totals								

MAINSTREAMING

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

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.³⁴

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations and lessons**. Conclusions should build on findings and be based in evidence. Recommendations should be prioritized, specific, relevant, and target, with suggested implementers of the recommendations. Lessons should have wider applicability to other initiatives across the region, the area of intervention and for the future.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in **Nigeria**. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 30 days according to the following plan:

Activity	Timing	Completion Date
Preparation	4 days (<i>recommended: 2-4</i>)	10 February 2020
Evaluation Mission	15 days (<i>r: 7-15</i>)	29 February 2020 (<i>last date of mission</i>)
Draft Evaluation Report	7 days (<i>r: 5-10</i>)	24 March 2020 (<i>within 3 weeks</i>)
Final Report	2 days (<i>r: 1-2</i>)	28 March 2020

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
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³⁴A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: ROTI Handbook 2009

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

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

TEAM COMPOSITION

The evaluation team will be composed of *1 international and 1 national evaluators*. The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. *(If the team has more than 1 evaluator, one will be designated as the team leader and will be responsible for finalizing the report).* The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The Team members must present the following qualifications:

Criteria	Weight
Master's degree or advanced certificate in biology, ecology, forestry, zoology, forest landscape management or other closely related field.	10
Minimum 15 years of relevant professional experience	10
Technical knowledge in the targeted focal area(s)	20
Recent experience with result-based management evaluation methodologies;	15
Experience working with the GEF or GEF-evaluations;	10
Experience working in developing countries especially Sub – Saharan Africa;	10
Demonstrated understanding of issues related to gender and biodiversity mainstreaming, experience in gender sensitive evaluation and analysis;	5
Excellent communication skills;	5
Demonstrable analytical skills;	5
Project evaluation/review experience within United Nations system will be considered as an asset	10
Fluency in written and spoken English is required	0

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are

conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#)

PAYMENT MODALITIES AND SPECIFICATIONS

(this payment schedule is indicative, to be filled in by the CO and UNDP GEF Technical Adviser based on their standard procurement procedures)

%	Milestone
10%	TE inception report
40%	Following submission and approval of the 1ST draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

APPLICATION PROCESS

Applicants are requested to apply online <https://procurement-notice.undp.org> by **5th June 2019**. Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

ANNEX A: PROJECT LOGICAL FRAMEWORK

Objective/ Outcome	Indicator	Baseline	End of Project target	Source of Information	Risks and assumptions
Objective: To mainstream biodiversity management priorities into the Niger Delta oil and gas (O&G) sector development policies and operations.	<u>Direct:</u> Improved management of 600 km ²) “inside the fence” of O&G operations as measured by adoption of Biodiversity Action Plans for a target number of O&G operations in the Delta.	No BAP for operations in the Delta	At least 600 km ² of O&G footprint covered by new or revised BAP for O&G operations in ND.	Copies of the BAPs themselves.	<u>Risks:</u> Fluctuation in the global price of oil may force O&G companies to act short-sightedly. Government policies and programs will support unrestrained O&G development in the Niger Delta, as world demand for oil increases.
	<u>Indirect:</u> Threats to biodiversity linked to O&G are reduced in a spatial area of 46,420 km ² as measured by condition, number or extent of key species and ecosystems in the Niger Delta: - Area in ND where Niger Delta red colobus monkey is confirmed - # of hectares of mangrove ecosystem in under improved special management regime - # of hectares cover of barrier island lowland forest under protection.	- Area in ND where Niger Delta red colobus monkey is unknown and un-measured. - Zero hectares of mangrove ecosystem in under improved special management regime - Zero hectares cover of barrier island lowland forest under protection.	- Red colobus monkey is confirmed present in 15,000 hectares by end of project (EoP). - At least 25,000 ha of mangrove ecosystem in under improved special management regime - At least 10,000 ha cover of barrier island lowland forest under protection.	Field surveys in first year of project and in last. Integrated Biodiversity Assessment Tool for the Niger Delta.	Bush meat trade may place too much pressure on the Red colobus monkey, hampering the ability of the project to achieve this target. Insecurity and violence in the Niger Delta makes project operations expensive and at times impossible.
	# of O&G companies and Government agencies utilizing IBAT regularly for Niger Delta	Zero	At least three O&G companies and 3 Government agencies by end of project.	Field interviews; IBAT subscription records; Policy documents from government calling for use	<u>Assumption:</u> Despite some uncertainties, the O&G sector in the Niger Delta will continue to operate in a robust manner, with new fields being explored and increasing production coming

Objective/ Outcome	Indicator	Baseline	End of Project target	Source of Information	Risks and assumptions
	biodiversity mainstreaming.			of IBAT in EIA process or other.	on line from new O&G activities.
	# of hectares of community PA/set-aside or other PA gazetted and under biodiversity management in four pilot States of the Niger Delta.	Zero	At least 5,000 hectares by end of project.	Gazette documentation. Field visits Annual Project Reports	The designation of special management status for mangroves or barrier island lowland forest will be backed up with real management action and legal protection.
	Amount of funding committed to the NDBT by EoP. Presence or absence of operational Niger Delta Biodiversity Trust mechanism and level of funding committed.	Zero funding committed. Does not exist. No funding committed to any mechanism for Delta biodiversity conservation/mainstreaming	US\$3 million committed to the Trust by EoP. Niger Delta Biodiversity Trust (NDBT) Articles of Incorporation agreed upon by the GoN, O&G companies, and relevant civil society partners and legally approved under Nigeria's Companies and Allied Matters Act.	Articles of incorporation Investment statements for Trust's accounts.	
	# of primary laws and policies and regulations improved with biodiversity mainstreaming guidelines, recommendations, and amendments.	No laws/ policies have biodiversity mainstreamed into them, including the EIA, EGASPIN, PIB, and Oil Spill Response Plan.	At least four have biodiversity mainstreamed into their language via adopted guidelines, amendments, or modified language in the laws themselves.	Actual guidelines and amendments Government gazettes announcing adoption of amendment or guidelines.	

Objective/ Outcome	Indicator	Baseline	End of Project target	Source of Information	Risks and assumptions
Outcome 1 – The governance framework of law, policy, and institutional capacity to enable the mainstreaming of biodiversity management into the O&G sector in the Niger Delta is strengthened.	Output 1.1 IBAT for the Niger Delta is in place and operational. Output 1.2 Action Plan for Community-level Biodiversity Mainstreaming in the Niger Delta is developed and implemented. Output 1.3. The biodiversity elements of legal and policy frameworks governing the O&G sector and its regulation are strengthened. Output 1.4. The capacity of key Federal and State government agencies to assess and mitigate the risks and threats to biodiversity from the O&G sector in the Niger Delta is strengthened.				
	# of central O&G policies and guidelines and plans that incorporate biodiversity management checklists, criteria and objectives	Zero	At least three by end of project.	EIA Policy (FMoE) EGASPIN (DPR) National oil spill response plan (NOSDRA)	<u>Risks:</u> Government policies and programs will support unrestrained O&G development in the Niger Delta, as world demand for oil increases. <u>Assumptions:</u> The GoN’s commitment to the project is demonstrated by its participation in the EITI initiative, by its ongoing and nearly completed revision of the O&G body of law and by the clear trend evident in improving environmental aspects of Nigerian O&G law and policy in the past 10 year period.
	Improvement in Score of UNDP Capacity Assessment Tool over life of project. <i>(see PRODOC Error! Reference source not found.)</i>	5 out of 48, i.e.	Improvement from 5/45 to minimum 10/48.	UNDP Capacity Development Scorecard may be adapted for use as a measurement tool	
	# of measureable/ tangible improvements in the EIA process for biodiversity mainstreaming.	EIA has few if any specific biodiversity conservation targets/ objectives.	Biodiversity mainstreamed into EIA process in at least 3 entry points. <i>(See PRODOC Error! Reference source not found. under the description of output 1.3)</i>	Mid-term and final independent evaluations will validate the achievement of this indicator.	
	Level of improvement of data available through IBAT decision support tool.	Info on KBA available through IBAT driven by one taxa (birds).	Coverage of taxonomic groups expanded to at least four in total.	IBAT data sets. Project records Interviews with data partners.	
Outcome 2 –	Output 2.1. An agreed approach for O&G company Biodiversity Action Plans (BAPs) for the Niger Delta is achieved.				

Objective/ Outcome	Indicator	Baseline	End of Project target	Source of Information	Risks and assumptions
Government, the O&G industry and local communities build and pilot new biodiversity action planning tools for the proactive biodiversity management in the Niger Delta.	Output 2.2: A participatory process is instituted for the pilot demonstration of community-engagement in BAP for mainstreaming biodiversity management objectives into O&G project lifecycle. Output 2.3: O&G BAPs are independently reviewed as a means to improve corporate biodiversity mainstreaming practices. Output 2.4. Niger Delta Biodiversity Mainstreaming Knowledge Management and Development Program is effective in informing mainstreaming practices in the Region.				
	Change in level of corporate investment in biodiversity management.	TBD at project inception.	A 20% increase in corporate investment of O&G companies in biodiversity management will ensure biodiversity safeguarding at O&G extraction sites, pipeline and tanker transportation.	Voluntary reporting from O&G partner companies.	<u>Risks:</u> Companies may decide that corporate investment of O&G companies in biodiversity management is privileged information and not be willing to make it public. <u>Assumptions:</u> O&G operators will continue to see biodiversity conservation and collaboration with local communities and other stakeholders as a win-win for their business model both on the local and international levels.
	# of O&G companies adopting new BAP for operations.	Zero	At least 3 companies adopt model BAP for their inside the fence operations.	New BAP documents.	
Outcome 3 Stakeholders support long-term biodiversity management in the Niger Delta by capitalizing and accessing the Niger Delta Biodiversity Trust as a collaborative engagement	Output 3.1. Niger Delta Biodiversity Trust legally established with a transparent management structure, to enable the efficient and transparent allocation of resources to biodiversity conservation priorities in the Delta. Output 3.2. NDB Trust Capitalization: Compacts with O&G companies to capitalize the Niger Delta Biodiversity Trust are successfully negotiated. Output 3.3. Organized communities, partnerships of communities and NGOs, and NGOs and Government, Universities, in the Niger Delta at large have the capacity to and count on an appropriate mechanism to access funding from the Trust.				
	Presence/absence of NDB Trust operational and funded with a first tranche of US\$ 3 million supporting biodiversity conservation in critical ecosystems within the whole	No NDBT and minimal funding for biodiversity in general.	Niger Delta Biodiversity Trust operational with at least US\$3 million in funding supporting biodiversity	Funding commitments from major O&G companies and the Ecological Fund of the Gov't of Nigeria.	<u>Risks:</u> Fluctuation in the global price of oil may force O&G companies to act short-sightedly with respect to investments and it make them

Objective/ Outcome	Indicator	Baseline	End of Project target	Source of Information	Risks and assumptions
mechanism for local communities, O&G companies and Government at its core.	of the Niger Delta Region		conservation in critical ecosystems within the whole of the Niger Delta Region		less likely to collaborate in the project and capitalise the Niger Delta Biodiversity Trust.
	# of community proposed biodiversity conservation projects funded and operational in the four pilot States of the Niger Delta.	Zero	At least 15 by end of project.		<u>Assumption:</u> Increased awareness and capacity will lead to a change in behaviour by O&G operators with respect to the mainstreaming of biodiversity into their operations and a change in behavior by local communities and State government staff with respect to conceptualizing and implementing local biodiversity conservation initiatives.

ANNEX B: LIST OF DOCUMENTS TO BE REVIEWED BY THE EVALUATORS

1. GEF Project Information Form (PIF)
2. Project Document and Log Frame Analysis
3. Project Implementation Plan
4. Implementing/Executing Partner arrangements
5. List and contact of details of project staff, key project stakeholders, including Project Boards, and other partners to be consulted
6. Project sites, highlighting suggested visits
7. Mid Term Review and other relevant evaluations and assessment
8. Annual; Project Implementation Report (PIR)
9. Project budget, broken out by outcomes and outputs
10. TRG Minutes, PSC minutes, etc
11. Financial data
12. Sample of project communications materials, i.e. press releases, brochures, documentaries etc.

UNDP Documents

1. Development Assistance Framework (UNDAF)
2. Country Programme Document (CPD)
3. UNDP Strategic Plan

ANNEX C: EVALUATION QUESTIONS

This is a generic list, to be further detailed with more specific questions by CO and UNDP GEF Technical Adviser based on the particulars of the project.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
•	•	•	•
•	•	•	•
•	•	•	•
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
•	•	•	•
•	•	•	•
•	•	•	•
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
•	•	•	•
•	•	•	•
•	•	•	•
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
•	•	•	•
•	•	•	•
•	•	•	•
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
•	•	•	•
•	•	•	•

ANNEX D: RATING SCALES

<i>Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution</i> 6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems	<i>Sustainability ratings:</i> 4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	<i>Relevance ratings</i> 2. Relevant (R) 1.. Not relevant (NR) <i>Impact Ratings:</i> 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
<i>Additional ratings where relevant:</i> Not Applicable (N/A) Unable to Assess (U/A)		

ANNEX E: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

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

Evaluation Consultant Agreement Form³⁵

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Stanislaw Manikowski

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Montreal, 20 March 2020

³⁵www.unevaluation.org/unegcodeofconduct

Signature: _____

A handwritten signature in black ink, appearing to be 'S. R.', is visible within a light gray rectangular box.

ANNEX F: EVALUATION REPORT OUTLINE³⁶

- i. Opening page:
 - Title of UNDP supported GEF financed project
 - UNDP and GEF project ID#s.
 - Evaluation time frame and date of evaluation report
 - Region and countries included in the project
 - GEF Operational Program/Strategic Program
 - Implementing Partner and other project partners
 - Evaluation team members
 - Acknowledgements
- ii. Executive Summary
 - Project Summary Table
 - Project Description (brief)
 - Evaluation Rating Table
 - Summary of conclusions, recommendations and lessons
- iii. Acronyms and Abbreviations
(See: UNDP Editorial Manual³⁷)
1. Introduction
 - Purpose of the evaluation
 - Scope & Methodology
 - Structure of the evaluation report
2. Project description and development context
 - Project start and duration
 - Problems that the project sought to address
 - Immediate and development objectives of the project
 - Baseline Indicators established
 - Main stakeholders
 - Expected Results
3. Findings
(In addition to a descriptive assessment, all criteria marked with (*) must be rated³⁸)
- 3.1 Project Design / Formulation
 - Analysis of LFA/Results Framework (Project logic /strategy; Indicators)
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g., same focal area) incorporated into project design
 - Planned stakeholder participation
 - Replication approach
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector
 - Management arrangements
- 3.2 Project Implementation
 - Adaptive management (changes to the project design and project outputs during implementation)
 - Partnership arrangements (with relevant stakeholders involved in the country/region)

³⁶The Report length should not exceed 40 pages in total (not including annexes).

³⁷ UNDP Style Manual, Office of Communications, Partnerships Bureau, updated November 2008

³⁸ Using a six-point rating scale: 6: Highly Satisfactory, 5: Satisfactory, 4: Marginally Satisfactory, 3: Marginally Unsatisfactory, 2: Unsatisfactory and 1: Highly Unsatisfactory, see section 3.5, page 37 for ratings explanations.

- Feedback from M&E activities used for adaptive management
 - Project Finance:
 - Monitoring and evaluation: design at entry and implementation (*)
 - UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues
- 3.3** Project Results
- Overall results (attainment of objectives) (*)
 - Relevance(*)
 - Effectiveness & Efficiency (*)
 - Country ownership
 - Mainstreaming
 - Sustainability (*)
 - Impact
- 4.** Conclusions, Recommendations & Lessons
- Corrective actions for the design, implementation, monitoring and evaluation of the project
 - Actions to follow up or reinforce initial benefits from the project
 - Proposals for future directions underlining main objectives
 - Best and worst practices in addressing issues relating to relevance, performance and success
- 5.** Annexes
- ToR
 - Itinerary
 - List of persons interviewed
 - Summary of field visits
 - List of documents reviewed
 - Evaluation Question Matrix
 - Questionnaire used and summary of results
 - Evaluation Consultant Agreement Form

ANNEX G: EVALUATION REPORT CLEARANCE FORM

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: _____

Signature: _____ Date: _____

UNDP GEF RTA

Name: _____

Signature: _____ Date: _____

ANNEX H: TE REPORT AUDIT TRAIL TEMPLATE

Annexed Separately

5.2 Annexe 2. List of Persons Interviewed

- Adejoh, David Andrew Permanent secretary Federal Ministry of Environment, Federal institution
- Ag, Tiamiyu Sikiru Director Forestry Federal Ministry of Environment Federal Institution
- Arimoro, Francis Professor, Department of animal biology, Federal University of technology, Minna, Niger state, Project consultant
- Bartholomew, Okolo Community leader, Osissiam, Adigbe Lake, Community representative
- Chukwuma, Nwose Ben Director of forestry, Ministry of environment, Delta state institution
- Darah, G G Professor, President, Uduophori Multipurpose cooperative society, Project consultant
- Dore, Matthew Project manager, Project manager
- Emerhi, Amy CEO, Proferrot, Hamzat consult, Project consultant
- Etido, Okoneyo Director of forestry, Akwa Ibom state ministry of environment State institution
- Eyo, Idongesit Managing Director, ENVIRONMENTAL and LIFE RESOURCES, Project consultant
- Festus Egba, Director of forestry, Bayelsa state ministry of environment, State institution
- Fubara, Okorodudu CEO, Mtlaw Juris Consult, Project consultant
- Idachaba, Achenyo Ms CEO, MITIMETH, Project consultant
- Irikefe, Edafe Chairman/CEO, River Ethiope Foundation REFTON), Project consultant
- Isuon, Miriam Ms Chief Executive, Niger Delta Wetlands Centre, Project consultant
- Iwegbue, Maxwell Professor Community leader, Emu, Ndokwa West LGA, Community representative
- Mohammed, Halima President, Empowerment Strategy for Women and Youth Development Initiative (ESWYDI), Project consultant
- Odoya, Nkemdirim Ms Director/HOD forestry, Rivers state ministry of environment , State institution
- Ohimain, Elijah Professor, Biological Sciences department, Niger Delta University, Wiberforce Bayelsa state. Project consultant
- Ojeifo, Musa CEO, M&M CORPORATE SERVICES LIMITED, Project consultant
- Okonofua, Aroboi CEO, VAKOSEN LTD, Project consultant
- Olugboji, Olanike hairperson, Women Initiative for Sustainable Environment, Project consultant
- Oluwatoye, Grace Chief Executive, Life Builders (NGO), Project consultant

- Osibo, Oladipo United Nations Development Program Abuja Country Office Focal Point
- Precious, Anuku Permanent secretary, Delta state ministry of Environment, State institution
- Raymond Enunwonye,, CEO, Gavic Ltd. Project consultant
- Urobo, Evelyn President, Morgan Smart Foundation, Project consultant
- Williams, Omayi Community leader, Ikuru-Andoni/Rivers, Community representative

5.3 Annexe 3. List of Documents Reviewed

- Global Environment Facility (2010). *Request for Project Preparation Grant (PPG)*. Abuja: PNUD CO.
- Global Environment Facility, (2009). Project identification form (PIF)
- Global Environment Facility, (2009). Scientific and Technical Advisory Panel
- Global Environment Facility, (2011). *CEO Endorsement Request*. Abuja UNDP CO.
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- International Union for Conservation of Nature Niger Delta Panel, (2018). *Developing a biodiversity conservation strategy for the Niger Delta: Integrating biodiversity considerations into SPDC's operation*. Gland, Switzerland: IUCN. <https://portals.iucn.org/library/sites/library/files/documents/2018-047-En.pdf>
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- Muthui, V. and Lapidio, O. (2017). *Project Mid-Term Review Report*. Abuja, UNDP CO.
- Niger Delta Biodiversity Project (2014, 2015, 2016, 2017, 2018). *Annual Work Plan*. Abuja: UNDP CO.
- Niger Delta Biodiversity Project, (2017). *Report of the Meeting of Niger Delta Biodiversity Project Steering Committee, (PSC)*. Oyo, Akwa Ibom State: UNDP CO Abuja.
- Scientific and Technical Advisory Panel, 2009). *STAP Scientific and Technical screening of the Project Identification Form (PIF)*. Abuja: UNDP CO.
- United Nations Development Programme CO Abuja, (2020). Terminal Evaluation Terms of Reference of the *Niger Delta Biodiversity Project* (PIMS 2047). Abuja: UNDO CO.
- United Nations Development Programme and Global Environment Facility GEF, (2012). *Niger Delta Biodiversity Project*. Abuja: UNDP CO.
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- United Nations Development Programme, (2017). Nigeria United Nations Sustainable Development Partnership Framework (UNSDPF) 2018-2011
- Government of Nigeria UNDP, GEF (2012) Niger Delta Biodiversity Project. Project Document
- Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, (2013). *Draft country programme document for Nigeria (2014-2017)*. New York: UN.
- Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services, (2017). *Draft country programme document for Nigeria (2018-2022)*. New York: UN.
- United Nations Sustainable Development Partnership Framework (2012). *NIGERIA – UNSDPF 2018 – 2022*. Abuja: UNDP CO.
- Evaluation Office (2012). *Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF Financed Projects*. UNDP.
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- NDBCP (2012). *Project Document*. UNDP CO Abidjan.
- United Nations Development Program (2009). *Handbook on planning, monitoring and evaluating for development results*. Available at <http://www.undp.org/eo/handbook> Consulted March 22. Consulted April 4, 2020
- GEF (2016). Monitoring and Evaluation Policy fir GF-Funded Project. CONSERVATION INTERNATIONAL
- Global Environment Strategy, (2019). *Biodiversity Strategy*. https://www.thegef.org/sites/default/files/publications/GEF_BiodiversityStrategy%202018_CRA_bl1.pdf

5.4 Annexe 4. Evaluation Questions Matrix

Evaluative Criteria Questions	Indicators	Sources	Methodology
Overall Results			
Did the project introduce any changes in your sector?	List of changes introduced by the project.	Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with project UNDP and project partners, interviews with project partners and relevant stakeholders, interviews with stakeholders, interviews sector ministries, interviews with project beneficiaries, field visits.
Which element(s) of the result-based management chain changed due to the project intervention (if any)?	Evaluation or measure of changes introduced by project in: (i) inputs provision, (ii) activities execution, (iii) outputs, (iv) outcomes, (iv) impact, (v) and duration.	Main institutions Main stakeholders federal level Main stakeholders state level O&G Key sites	Documentary analysis, interviews with project UNDP and project partners, interviews with project partners and relevant stakeholders, interviews with stakeholders, interviews sector ministries, interviews with project beneficiaries, field visits.
Evaluate or quantify the importance of the project induced changes in your sector	Changes enregistered in management and behaviour of: (i) the government's	Main stakeholders federal level Main stakeholders state level O&G Key sites	Documentary analysis, interviews with project UNDP and project partners,

Evaluative Criteria Questions	Indicators	Sources	Methodology
	institutions and agencies, (ii) the private sector (iii) the local economy, (iv) the social sector, (v) the inhabitants live and (vi) the environment.		interviews with project partners and relevant stakeholders, interviews with stakeholders, interviews in sector ministries, interviews with project beneficiaries, field visits.
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
Were the project's objective and outcomes relevant to: International laws and agreements, Nigeria international obligations.	Clear relations with project partners and relevant stakeholders between the project's objectives and outcomes and the relevant laws, agreements and Nigeria's obligations.	Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with sector ministries.
Were they relevant to national priorities?	Level of involvement of the GVT and stakeholders in the project's implementation.	UNDP Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with sector ministries.
Were the project objectives and outcomes consistent with: (i) the UNDP's and GEF's mandate in Nigeria?	Relevant data from the project documentation and the strategic directives of the UNDP, the GEF and donors.	UNDP Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project UNDP and project partners.
Were the project objectives in appropriate scale to the requirement and expectations of government and beneficiaries?	Relevant information from the Prodoc, the GVT, beneficiaries' interviews and documents consulted.	UNDP Main stakeholders federal level Main stakeholders state level O&G Key sites	Documentary analysis, interviews with project team, interviews with sector ministries, interviews with stakeholders.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Was the project structure relevant to its mandate, functions and responsibility towards the counterpart's institutions?	Relevant information from the Prodoc, the GVT, beneficiaries' interviews and documents consulted.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level Key sites	Documentary analysis, interviews with project team, interviews with sector ministries, interviews with stakeholders.
Were the objective relevant to and consistent with the perceptions, needs and development plans of target groups and local population in general?	Opinions expresses by stakeholders, in particular the targeted direct beneficiary groups and the non-targeted populations	Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with stakeholders.
Did the project receive supplementary government's and donor's support?	Kind, monetary value and relative importance (significance) of the received support.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
To which extend the major objectives and outcomes were achieved? Were there any unplanned achievements?	Degree of the project's objectives and outcomes according the indicators.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team.
Which were the areas of success and failures of the project? Indicate their origins and impact.	Level of achievements of the project's indicators.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team.
Indicate improvement in national policy and regulatory framework.	Extent of improvements in national policy and regulatory framework.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team interviews with sector ministries.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Indicate improvements in population livelihood and expansion in the livelihood's options. Is the improvement sustainable?	Extent of changes in population livelihood duration and expansion in the livelihood's options.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with local authorities, interviews with project beneficiaries.
Did the project reduce environmental and socio-economic risks and improve risk mitigation methods?	Extent of project's induced reduction in socio-economic risks and expansion in the livelihood's options.	Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with project team, interviews with local authorities, interviews with project beneficiaries.
Was the monitoring and evaluation effective and did it use correctly formulated SMART indicators?	Evidences for the M&E effectiveness and the use of SMART indicators.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team.
Were there any uncontrolled factors that have impact on the project?	Reported factors that have impact on the project.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with project team.
What key lessons can be learned from the project regarding its outcome achievement and expected result's improvement.	Extent of project support by authorities, partners and beneficiaries.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team, interviews with project partners and relevant stakeholders, interviews with stakeholders, interviews with local authorities, interviews with project beneficiaries.
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			

Evaluative Criteria Questions	Indicators	Sources	Methodology
To what extent was result-based management and adaptive management were used during project implementation?	Change in project design or implementation in response to emerging needs.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team.
Were the accounting and financial management systems in place and producing timely and accurately the required information?	Project audit reports. Timeliness and adequacy of financial reporting	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
Were the financing resources transferred efficiently and available as planned?	Discrepancies between planned and realised financial resources.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
Was the leverage fund available as programmed?	Discrepancy between the programmed and transferred leverage fund.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
Were project activities and disbursements carried out in line with the work plans and programmed budgets?	Discrepancy between the programmed and realised disbursements.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
Was the project activities cost effective in comparison to similar interventions?	Discrepancy between the cost-effectiveness of the project activities with cost-effectiveness of similar activities.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
Were the project's outputs and outcomes achieved within expected cost and time?	Differences between planned and realised costs and time of outputs and outcomes.	UNDP Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team,

Evaluative Criteria Questions	Indicators	Sources	Methodology
			interviews with project UNDP and project partners.
Did the project mitigate efficiently the financial constraints?	List of financial constraints and efficiency degree of mitigation methods.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
Did the project receive UNDP office support in project accountability?	List of UNDP support's in project accountability.	UNDP Main institutions	Documentary analysis, interviews with project team, interviews with project UNDP and project partners.
How efficiently were organized linkage and cooperation between the project and its partners	Degree of satisfaction from linkage between project and project's partners.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with project UNDP and project partners, interviews with project partners and relevant stakeholders.
Which partnership arrangements may be considered as efficient and why?	List of partnership arrangements. Degree of satisfaction from their realization.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team, interviews with project UNDP and project partners, interviews with project partners and relevant stakeholders.
Did the project use diligently utilized local expertise and local capacity?	Level of satisfaction expressed by donors and partners.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team, interviews with sector ministries.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Did the project implemented its activities as planned?	Project Progress Reports. Project management.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G	Documentary analysis, interviews with project team.
Has project implementation been responsive to arising issues?		Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with project team.
Were progress reports produced timely accurately and taking into account the adaptive management changes?	Project Progress Reports	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team.
How efficiently the project used back-up from UNDP and donors to upgrade quality if its activities?	Project management's satisfaction levels of UNDP and donors.	UNDP Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with UNDP, interviews with project partners and relevant stakeholders.
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
Are there financial risks that may jeopardize the sustainability of project outcomes?	National actions and budget to sustain the project actions.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with sector ministries.
Are there social and political risks that may threaten the sustainability of the project outcomes?	List of identified risks.	Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Are there ongoing activities that may pose environmental threat to the sustainability of the project outcomes?	Declared commitments of government, private sector and other stakeholders.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	interviews with sector ministries, interviews with local authorities, interviews with project partners and relevant stakeholders
Does the project have a clear exit strategy or transformational strategy?	List of exit or transformational actions.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team.
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
List the verifiable improvements in ecological status verifiable reductions in stress on ecological systems through specified process indicators.	Evidences from stakeholders.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with project UNDP and project partners, interviews with stakeholders.
What progress is being made towards achievement of stress reduction and/or ecological improvement.	Stress reduction and ecological improvements indicators.	Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project UNDP and project partners, interviews with stakeholders.
The extent to which changes are taking place at scales commensurate to natural system boundaries.	Stress reduction and ecological improvements indicators.	UNDP Main institutions Main stakeholders federal level Main stakeholders state level O&G Key sites Key communities	Documentary analysis, interviews with project UNDP and project partners, interviews with stakeholders.
Assessment of the likely permanence (long lasting nature) of the impacts.	Opinions of key stakeholders	Main institutions Main stakeholders federal level Main stakeholders state level	interviews with project partners and relevant stakeholders.

Evaluative Criteria Questions	Indicators	Sources	Methodology
Availability of verifiable data on pollution reduction and ecological status improvement.	Degree of availability and verifiability of data.	Main institutions Main stakeholders federal level Main stakeholders state level	Documentary analysis, interviews with project team, interviews with sector ministries.

5.5 Annexe 5. Review Questions

Table of acronyms

Acronym	Subject
UNDP	United Nations Development Program country office
Main institutions	<u>Institutions involved in the project management:</u> (UNDP stakeholders in Nigeria, Members of the Project Management Unit, Project Steering Committee Members, Members of the Tripartite Review)
Main stakeholders federal level	<u>Main Stakeholders: at federal level:</u> FMOE, DPR, NOSDRA and MNDA
Main stakeholders state level	<u>Main Stakeholders: at State level:</u> offices serving Permanent Secretaries and Directors of Forestry, SMOE in Akwa Ibom, Bayelsa, Delta and Rivers
O&G	<u>O&G companies:</u> SPDC, CHEVRON, TOTAL, AGIP
Key sites	<u>Key project sites:</u> (Source of River Ethiope and Andoni Barrier Island Elephant Conservation Site)
Key communities	<u>Key local communities:</u> Abigborodo, Ikot Uso Akpan, Andoni, Oluasiri

Questionnaire Used

Questions	Main institutions	UNDP	stakeholders federal level	Stakeholders state level	Key sites	O&G	Key communities
Overall Results							
Did the project introduce any changes in your sector?			X	X	X	X	X
Which element (s) of the result-based management chain changed due to the project intervention (if any)?	X		X	X	X	X	
Evaluate or quantify the importance of the project induced changes in your sector			X	X	X	X	
Relevance							
Were the project's objective and outcomes relevant to: International laws and agreements, Nigeria international obligations.			X	X			

Questions	Main institutions	UNDP	stakeholders federal level	Stakeholders state level	Key sites	O&G	Key communities
Were they relevant to national priorities?		X	X	X			
Were the project objectives and outcomes consistent with: (i) the UNDP's and GEF's mandate in Nigeria?		X	X				
Were the project objectives in appropriate scale to the requirement and expectations of government and beneficiaries?		X	X	X	X	X	
Was the project structure relevant to its mandate, functions and responsibility towards the counterpart's institutions?	X	X	X	X	X		
Were the objective relevant to and consistent with the perceptions, needs and development plans of target groups and local population in general?			X	X	X	X	X
Did the project receive supplementary government's and donor's support?	X	X	X				
Effectiveness							
To which extend the major objectives and outcomes were achieved? Were there any unplanned achievements?	X	X	X	X	X		
Which were the areas of success and failures of the project? Indicate their origins and impact.	X	X	X	X	X		
Indicate improvement in national policy and regulatory framework.	X	X	X				
Indicate improvements in population livelihood and expansion in the livelihood's options. Is the improvement sustainable?			X	X	X	X	X
Did the project reduce environmental and socio-economic risks and improved risk mitigation methods?			X	X	X	X	
Was the monitoring and evaluation effective and did it use correctly formulated SMART indicators?	X	X	X				
Were there any uncontrolled factors that have impact on the project?	X	X	X	X	X		
What key lessons can be learned from the project regarding its outcome achievement and expected result's improvement.		X	X	X	X	X	X
Efficiency							
To what extend was result-based management and adaptive management used during project implementation?	X	X	X				
Were the accounting and financial management systems in place and producing timely and accurately the required information?	X	X	X				
Were the financing resources transferred efficiently and available as planned?	X	X	X				
Was the leverage fund available as programmed?	X	X	X				

Questions	Main institutions	UNDP	stakeholders federal level	Stakeholders state level	Key sites	O&G	Key communities
Were project activities and disbursements carried out in line with the work plans and programmed budgets?	X	X	X				
Was the project activities cost effective in comparison to similar interventions?		X	X	X	X	X	
Were the project's outputs and outcomes achieved within expected cost and time?	X	X	X				
Did the project mitigate efficiently the financial constraints?	X	X	X				
Did the project receive UNDP office support in project accountability?	X	X					
How efficiently were organized linkage and cooperation between the project and its partners	X	X	X				
Which partnership arrangements may be considered as efficient and why?	X	X	X			X	
Did the project use diligently utilized local expertise and local capacity?	X	X	X			X	
Did the project implemented its activities as planned?	X	X	X				
Has project implementation been responsive to arising issues?			X	X	X	X	X
Were progress reports produced timely accurately and taking into account the adaptive management changes?	X	X	X	X			
How efficiently the project used back-up from UNDP and donors to upgrade quality if its activities?		X	X				
Sustainability							
Are there financial risks that may jeopardize the sustainability of project outcomes?	X	X	X	X			
Are there social and political risks that may threaten the sustainability of the project outcomes?		X	X				
Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of the project benefits?	X	X	X	X			
Are there ongoing activities that may pose environmental threat to the sustainability of the project outcomes?			X	X	X	X	X
Does the project have a clear exit strategy or transformational strategy?	X	X	X				
Impact							
List the verifiable improvements in ecological status verifiable reductions in stress on ecological systems through specified process indicators.	X		X	X			

5.6 Annexe 6. Evaluation Consultant Agreement Form

ANNEX E: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

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


Evaluation Consultant Agreement Form³⁹

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Stanislaw Manikowski

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation. Signed at Montreal, 19 March 2020

Signature: 

³⁹www.unevaluation.org/unegcodeofconduct

