

Document of
The World Bank

Report No: ICR00003927

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(TF-98957)

ON A

GRANT

FROM THE
GLOBAL ENVIRONMENT FACILITY TRUST FUND

IN THE AMOUNT OF US\$1.8 MILLION

TO THE
REPUBLIC OF SIERRA LEONE

FOR A

WETLANDS CONSERVATION PROJECT

September 27, 2016

Environment and Natural Resources Global Practice
Africa Region

CURRENCY EQUIVALENTS
(Exchange Rate Effective August 2016)
Currency Unit = Sierra Leone Leones (SLL)
US\$1 = 3,948.04SLL

FISCAL YEAR
July 1 to June 30

ABBREVIATIONS AND ACRONYMS

A4P	Agenda for Prosperity
BCP	Biodiversity Conservation Project
BoQ	Bill of Quantity
CAP	Community Action Plan
CBO	Community Based Organization
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species
CS	Conservation Site
CSMC	Conservation Site Management Committee
CSMT	Conservation Site Management Team
CSSL	Conservation Society of Sierra Leone
DC	District Council
DDP	District Development Plan
DFO	District Forestry Officer
EFA	Environmental Foundation Africa
EIA	Environmental Impact Assessment
ENFORAC	Environmental Forum for Action
EOP	End of Project
EPA	Environmental Protection Agency
EU	European Union
FD	Forestry Division
FFS	Farmer Field School
FM	Financial Management
GEF	Global Environment Facility
GEO	Global Environmental Objective
GIS	Geographic Information System
GPS	Global Positioning System
GoSL	Government of Sierra Leone
HH	Households
ICR	Implementation Completion and Results Report
IDA	International Development Association
IFR	Interim Financial Report
IUCN	International Union for Conservation of Nature
JCAS	Joint Country Assistance Strategy
M&E	Monitoring and Evaluation
MAFFS	Ministry of Agriculture, Forestry and Food Security
METT	Management Effectiveness Tracking Tool
MFMR	Ministry of Fisheries and Marine Resources

MLCPE	Ministry of Lands, Country Planning and Environment
MMR	Ministry of Mineral Resources
MMWS	Mamunta Mayosso Wetland Sanctuary
MOU	Memorandum of Understanding
MP	Management Plan
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-Governmental Organization
NPAA	National Protected Area Authority
NSC	National Steering Committee
NTFPs	Non-Timber Forest Products
PA	Protected Area
PAD	Project Appraisal Document
PDO	Project Development Objective
PEMSD	Policy Evaluation, Monitoring and Statistics Division
PF	Process Framework
PMT	Project Management Team
PR	Public Relations
PRA	Participatory Rural Appraisal
PRS	Poverty Reduction Strategy
PY	Project Year
RAP	Resettlement Action Plan
REDD	Reduced Emissions from Deforestation and Degradation
RPF	Resettlement Policy Framework
RPSDP	Rural and Private Sector Development Project
RSPB	Royal Society for the Protection of Birds
SL	Sierra Leone
SLRE	Sierra Leone River Estuary
SO	Strategic Objective
SP	Strategic Program
ToR	Terms of Reference
TTL	Task Team Leader
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WAPF	Western Area Peninsula Forest
WAPFNP	Western Area Peninsula Forest National Park
WARFP	West African Regional Fisheries Program
WB	World Bank
WCP	Wetland Conservation Project

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SIERRA LEONE
Wetlands Conservation Project

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Project Data Sheet

A. Basic Information			
Country:	Sierra Leone	Project Name:	SL-GEF Wetlands Conservation Project
Project ID:	P115836	L/C/TF Number(s):	TF-98957
ICR Date:	09/27/2016	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	SIERRA LEONE
Original Total Commitment:	USD 1.8M	Disbursed Amount:	USD 1.8M
Revised Amount:	USD 1.8M		
Environmental Category: B (partial assessment) Global Focal Area: B			
Implementing Agencies: National Protected Area Authority			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	05/11/2010	Effectiveness:	05/20/2011	06/01/2011
Appraisal:	01/10/2011	Restructuring(s):		
Approval:	03/24/2011	Mid-term Review:	06/30/2014	10/31/2014
		Closing:	06/30/2015	03/31/2016

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

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

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

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
General agriculture, fishing and forestry sector	100	100
Theme Code (as % of total Bank financing)		
Biodiversity	100	100

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Makhtar Diop	Obiageli Katryn Ezekwesili
Country Director:	Henry G. R. Kerali	Ishac Diwan
Practice Manager/Manager:	Magda Lovei	Idah Z. Pswarayi-Riddihough
Project Team Leader:	George C. Ledec, Sachiko Kondo	John W. Fraser Stewart
ICR Team Leader:	George C. Ledec, Sachiko Kondo	
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F. Results Framework Analysis

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

The Project Development Objective (PDO)/Global Environmental Objective (GEO) is to improve strategic and operational conservation management of wetland areas in Sierra Leone.

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

The PDO and GEO are the same and directly contribute to Strategic Objective 1 (SO-1) (To Catalyze Sustainability of Protected Area Systems) of the GEF Biodiversity Program.

(a) GEO Indicator(s)¹

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1a:	Management Effectiveness Tracking tool (METT) in selected priority wetland areas, (a) Management Effectiveness at <u>Sierra Leone River Estuary</u> has improved			
Value (quantitative or Qualitative)	20	24		58
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. Original target was exceeded by 34 percentage points. This was attributed inter alia to the following: regulations for PA management introduced; boundary definition; Management Plan finalized; construction of headquarters and outposts; doubling of staff assigned, on-the- job training provided to field staff to improve their skills; availability and use of GPS and camera traps; community collaboration and CAP support; as well as biodiversity monitoring system in place.			
Indicator 1b:	Management Effectiveness Tracking tool (METT) in selected priority wetland areas: (b) Management Effectiveness at <u>Mamunta Mayosso Wetland Sanctuary</u> has improved			
Value (quantitative or Qualitative)	19	23		63
Date achieved	06/14/2011	06/30/2015		03/31/2016

¹ This analysis is based on PAD Annex 1, Results Framework and Monitoring

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Comments (incl. % achievement)	Achieved. Final score almost tripled the original target. Additionally to the reasons mentioned for SLRE (Indicator 1a) the following efforts led to surpass the SLRE METT result: (a) the boundary was demarcated with beacons and trees and is known to the local dwellers; (b) agreements with cattle herders and chief authorities have led to better protection of the site, and (c) the number of staff is adequate to the size of the PA.			
Indicator 2a:	Direct project beneficiaries (number), of which 52% are female; (a) for <u>SLRE</u> :			
Value (quantitative or Qualitative)	0	107,915		24,000 (44% women)
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Not achieved. The target values of this PDO indicator, expressed in absolute numbers, were not confirmed through PMT assessments made during Project implementation. The beneficiary numbers for the SLRE defined under WCP were estimated to be lower (45,000)² than in the Project Appraisal Document (PAD) document (107,915). This could be a result of the reduced PA extension of 98,000 ha after boundary definition in contrast to the 259,000 ha cited in the PAD and most literature; see Section 36b for more information. The latest figure of approximately 45,000 was not confirmed officially and was therefore not formally revised in the Results Framework document. Under WCP, 28 villages were selected for the CAP and about 24,000 beneficiaries reached via awareness sessions, assessments and community action plan implementation. 44% of the beneficiaries in the villages were women; however most of the beneficiaries in the village groups benefiting from the CAP activities were women (estimated 90%)³, see Table 5 of Annex 2.			
Indicator 2b:	Direct project beneficiaries, of which 52% are female; (b) for <u>MMWS</u> :			
Value (quantitative or Qualitative)	0	51,968		4,338 (54% women)

² Figure has to be consolidated through in-depth assessments; see p. 17 of SLRE Management Plan

³ The second PDO indicator is directly related to the *Intermediate Results Indicator* of Component 2F: 30% of households targeted under Community Action Plans receiving training and/or support for conservation-linked activities.

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. Similar to Indicator 2a, the absolute number of target beneficiaries cited in the PAD exceeded the number found in all buffer zone villages through assessments during Project implementation. In the 11 villages surrounding the PA (including one village which is situated in the site) 4,338 persons were recorded (in 2014), in contrast to the 52,000 beneficiaries cited in the PAD. Explanation for the differences are provided in Section 36c. All farm households were direct beneficiaries through awareness sessions, participatory boundary demarcation, management planning sessions and community action implementation. 2,350 direct female beneficiaries were recorded (especially through gardening, vegetable training and groundnut seed program), which corresponds to 54% of the total population.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1:	Component 1: (i) Strategic Plan for Wetland Conservation			
Value (quantitative or Qualitative)	Existing forest and wildlife policies & strategies	Strategic Plan for Wetland Conservation under Implementation		1) Strategic plan, and 2) Wetlands Act developed; partly being implemented
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. A Strategic Plan for wetland conservation has been developed. Additionally, a draft Wetlands Act has been produced through a completed national consultation and validation process. The Act is awaiting approval through the Parliamentary Committee. The Strategic Plan was partly implemented for the two priority sites SLRE and MMWS as the Plan's five goals are based on the National Biodiversity Strategy and Action Plan (NBSAP) and Management Plans of the WCP priority sites and included e.g. 'strengthen local by-laws through intra and inter-community consultations', which was undertaken during WCP. For other wetland sites, the Strategic Plan has started implementation, e.g. through the inventory study (see next indicator), which contributes to Goal 1 of the			

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
	Strategic Plan (“Establish a database for wetlands biodiversity and conservation issues”).			
Indicator 2 :	Component 1: (ii) Updated inventory and prioritization of conservation needs of key wetland ecosystems in Sierra Leone			
Value (quantitative or Qualitative)	Outdated/ incomplete inventory	Updated inventory completed and priority needs identified		An updated inventory report on wetlands produced
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. The updated inventory report has been developed, and finalized in March 2016 including 11 wetland sites.			
Indicator 3 :	Component 2: (i) Participatory management plans for selected priority wetland areas developed and adopted by Conservation Site Management Committees			
Value (quantitative or Qualitative)	Management Plans for Project do not exist	MP implementation in progress; goals being met according to plan		Both MPs developed and under implementation
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. Management Plans (MPs) for MMWS and SLRE were produced in a participatory process over several months including all relevant stakeholders, such as village and traditional authorities and district council representatives. Participatory Rural Appraisals were organized in cluster villages. The MPs were drafted and presented and validated by the stakeholders. This was done in several meetings at District Council and Chiefdom levels, as larger gatherings were banned from 2014 on. The five years MPs (for MMWS 2014-2018 and for SLRE 2016-2020) contain Action Plans for thematic areas, such as Biosphere Reserve creation for SLRE, community development, enhancement of site surveillance and protection or Research and Monitoring plans.			
Indicator 4 :	Component 2: (ii) Annual work plans for selected wetland areas are approved by relevant Conservation Site Management Committees (CSMCs)			
Value (quantitative or Qualitative)	Annual work plans do not exist	Annual work plans approved by CSMCs		Annual work plans were approved by

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
				CSMCs at both sites
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. The 2014/15 work plan for MMWS was discussed and approved by a CSMC meeting in Mamunta Town, on the 25th of February 2014. In the same meeting the foundations were laid for solving the problems of cattle grazing, the boundary demarcation and the by-laws development. For SLRE the CSMC membership was identified during the management planning phase in the first semester of 2014⁴. The work plans at SLRE 2014/2015 and action plans of the SLRE-MP were discussed during the PRA and management planning sessions as no formal CSMC sessions could be held in the interval from mid-2014 to end 2015. The 2016 work plan was approved at CSMC sessions in March 2016.			
Indicator 5 :	Component 2: (iii) Basic infrastructure as identified in Management Plans established in selected priority wetland areas			
Value (quantitative or Qualitative)	Basic infrastructure inadequate or absent	Key infrastructure in place in each site		Civil works for both sites completed; board walk platform and watch towers constructed at MMWS
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. After a revision of the Bill of Quantity (BoQ), the initial cost of US\$ 170,000 was scaled-down to US\$ 90,000; this was possible through the use of local materials after technical approval of the District Council engineers, who were supervising the civil works at both sites⁵. The following civil works were concluded: <u>MMWS</u>: HQ building and staff quarter at Mayosso, and one outpost (staff quarter) at Mamunta. <u>SLRE</u>: HQ building and staff quarter at Komrabai and outpost at Massiaka.			
Indicator 6 :	Component 2: (iv) % of households (hh) targeted under CAPs receiving training and/or support for conservation-linked activities			

⁴ CSMC participants: 1. Forestry Division District Officer (DFO); 2. Fishery District Officer; 3. Paramount Chieftaincy, 4. Section Heads; 5. Township Chiefs (3 elected from each Section); and 6. Women's, youth and teachers' representation.

⁵ Financial constraints were main drivers for this decision taken jointly by the Client, PMT and World Bank.

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Value (quantitative or Qualitative)	t.b.d.	30%		100% for MMWS and 46% for SLRE
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. CAPs were developed based on needs assessment surveys to identify programs that will enhance community welfare, while preserving wetland area resources. Women benefited more than men in general as many CAP activities were related to women preferences such as vegetable trainings, groundnuts, and gardening. <u>MMWS</u>: 100% households for MMWS were targeted under CAP and have received support for conservation linked activities. Some activities, such as drying floors and solar installations were benefiting whole communities, rather than individual households; see table 5 in Annex 2. <u>SLRE</u>: The CAP targeted 28 communities comprising 3,439 HH with a total population of 23,850 people. 1,575 HH form direct beneficiaries of CAP supported activities which corresponds to 46% of HH targeted under CAP; see table 5 in Annex 2.			
Indicator 7 :	Component 2: (v) All District Development Plans of the three Districts have a chapter on wetland conservation by EoP			
Value (quantitative or Qualitative)	0	3		2
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Partly achieved (67%). Two districts (Tonkolili and Port Loko) have included a chapter on wetlands conservation in their draft District Development Plans (DDP). For the Western Rural and Urban Districts, wetland conservation aspects have been substantively discussed and taken up during the District Council meetings, although not yet in the DDP as a separate chapter.			
Indicator 8 :	Component 2: (vi) Chiefdom by-laws updated to include existing wetland conservation laws and regulations			
Value (quantitative or Qualitative)	Existing by-laws do not reference conservation objectives	By-laws updated		Both sites have documented by-laws
Date achieved	06/14/2011	06/30/2015		03/31/2016

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Comments (incl. % achievement)	Achieved. By-law preparations and consultations for MMWS were conducted involving all levels of stakeholders and communities. Site specific by-laws were validated and harmonized by communities, traditional authorities and district council representatives. By-laws range from environmental and reserve management, use of protected area resources (fishing) during restricted periods to definition of fines for breaking the laws. MMWS had developed and approved 13 by-laws; SLRE had developed by-laws at decentralized level for each chiefdom and the Western Rural and Urban Districts. Because public consultations were severely restricted during the 2014-2015 Ebola outbreak, the by-laws have not been harmonized yet as in the case of MMWS. The definition and implementation of local by-laws through intra and inter-community consultations are objectives of both Management Plans and the Strategic Plan.			
Indicator 9 :	Component 3: Project budget executed according to annual work plan			
Value (quantitative or Qualitative)	No budget execution	Budget executed according to work plans		Budget executed according to work plans
Date achieved	06/14/2011	06/30/2015		03/31/2016
Comments (incl. % achievement)	Achieved. Budget executed according to work plans.			

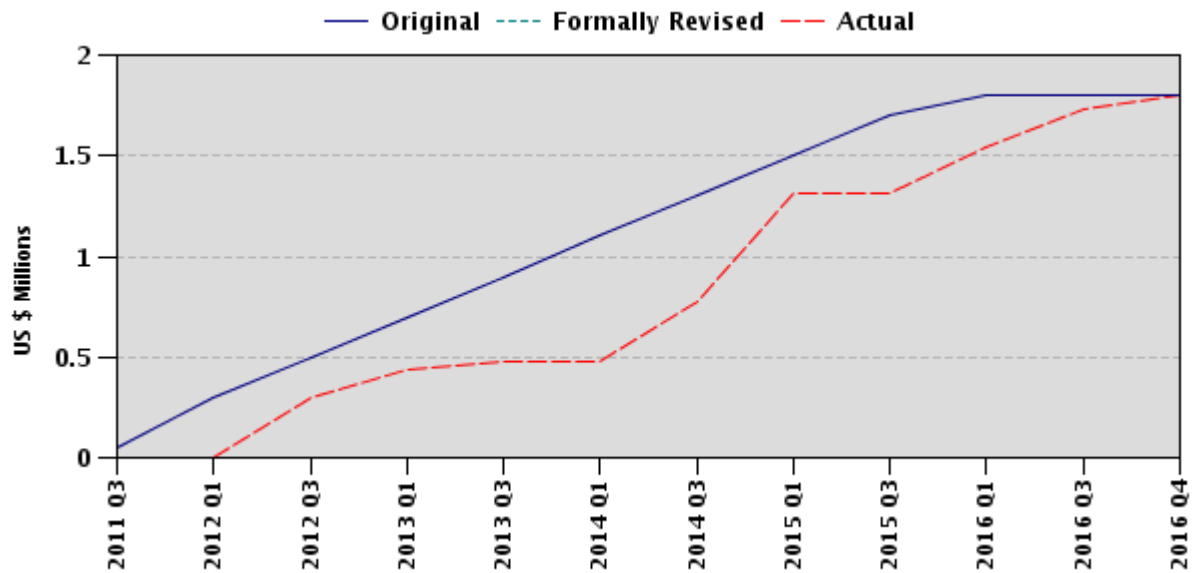
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	09/25/2011	Satisfactory	Moderately Satisfactory	0.00
2	06/11/2012	Satisfactory	Moderately Satisfactory	0.30
3	03/07/2013	Moderately Unsatisfactory	Moderately Unsatisfactory	0.47
4	10/01/2013	Moderately Satisfactory	Moderately Satisfactory	0.47
5	06/22/2014	Moderately Satisfactory	Moderately Satisfactory	0.78
6	02/03/2015	Moderately Unsatisfactory	Moderately Unsatisfactory	1.32
7	08/06/2015	Moderately Satisfactory	Moderately Satisfactory	1.44
8	05/03/2016	Satisfactory	Satisfactory	1.80

H. Restructuring (if any)

Restructuring Date(s)	Board Approved GEO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		GEO	IP		
06/03/2015	N	MS	MS	1.1	The extension of the closing date for 9 months.

I. Disbursement Profile



1. Project Context, Global Environment Objectives and Design

1.1 Context at Appraisal

1. Sierra Leone, with a total land area of 72,280 km², has five main ecosystem types: (i) lowland rainforests; (ii) montane forests; (iii) savanna woodlands; (iv) freshwater and wetlands; and (v) coastal and marine ecosystems. Inland wetlands are mainly valley swamps scattered all over the country, added by a number of lakes⁶, the largest Lake Mape in the Pujehun District covering an area of about 30 square km. The coastal wetlands of Sierra Leone comprise about 4,840 km² including coastal swamps and mangroves, cultivated wetlands, floodplains, lagoons and rivers along the entire coast. All wetlands together constitute about 19 percent of the country's surface, illustrating the importance of wetlands for Sierra Leone.

2. The coastal zone has four main estuary systems. These are: the Scarcies Estuary, Yawri Bay, Sherbro Island Estuary (including Turtle Islands) and the Sierra Leone River Estuary, with an area of about 100,000 to 200,000 hectares of mangroves⁷, which is constantly declining. The only inland water ecosystems with proposed legal Protected Area status are Lake Sonfon in Koinadugu District, and Mamunta Mayosso Wetlands Sanctuary, in the Tonkolili District, which includes several smaller perennial lakes and larger areas of swamp forest (>20% of total area), besides the dominant vegetation type which is mixed tree savannah forest (40%)⁸.

3. Wetland areas provide valuable ecosystem services and economic and conservation benefits through fisheries production, flood control, shoreline stabilization, and maintenance of water quality and has potential for ecotourism, given that they host diverse indigenous and some endemic biodiversity. Despite their importance, these resources were not legally protected at appraisal, and most of the threats to their conservation were regulated only by traditional by-laws or international agreements. Notably, the Sierra Leone River Estuary has been designated a Ramsar site⁹ but did not benefit from any external support. Therefore the PAD rightly identified an urgent need to establish effective systems for conservation management of wetland ecosystems in Sierra Leone.

4. Wetlands are being degraded and destroyed as a result of unsustainable use. For example, mangrove wood is used by local communities for smoking fish and fuel wood, as well as for the construction of houses, canoes and small vessel boats. A great part of mangroves and freshwater swamp forest has been cleared for agriculture, particularly rice cultivation. Freshwater ecosystems are also under threat largely as a result of cattle grazing by nomadic tribes (Fula), and uncontrolled mining practices (e.g. at Lake Sonfon). Other challenges to wetland

⁶ The other lakes are Mabesi, Popei, Baima, Sonfon, Masatoi, Kamason, Tibi, Kenema, Kwako and Gambia.

⁷ Numbers in literature vary according source: NBSAP states 200,000 to 300,000 ha, the Inventory organized under WCP indicates 187,000 ha (source from 1987); the PAD cites 148,000 ha (for 2010) without mentioning the source; not all mangroves form part of the SLRE.

⁸ Vegetation extensions according, Land Cover Mapping Report of MMWS“, 2014, GoSL-WCP.

⁹ The Convention on Wetlands, called the Ramsar Convention, is an intergovernmental treaty that provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. <http://www.ramsar.org/>

conservation in Sierra Leone were related to institutional constraints including overlapping mandates of Ministries, Agencies and traditional authorities responsible for land, water and forest resources; as well as competing interests in the use of these resources for subsistence and commercial gain. Administrative arrangements for wetland management were weak, including gaps in national policy, legislation and regulations, and insufficient financial resources.

5. The Government of Sierra Leone (GoSL) recognized these threats to environment and acknowledged the importance of sustainable management of Sierra Leone's natural resources for achieving future economic growth and reducing poverty in its second Poverty Reduction Strategy (PRS), which represented the Government's overarching development strategy for the period 2008-2012. However, government's capacity to effectively conserve Sierra Leone's biodiversity assets was severely stretched. The Joint Country Assistance Strategy (JCAS¹⁰) FY10-FY13 acknowledged the effective management of natural resources and the environment as a challenge the country was facing.

6. Under GEF-3, the Sierra Leone Biodiversity Conservation Project (BCP) was developed to build on existing government and donor initiatives. The project emphasized building the capacity of governmental institutions and personnel to carry out their mandates effectively through engaging local communities, local government, and other key stakeholders for three priority terrestrial conservation sites with potential for replication. However, the need for effective management and planning of the wetland ecosystems remained.

7. The GEF-4 Wetlands Conservation Project was designed to complement the terrestrial focus of the GEF-3-BCP. It was conceived to enable the government to consolidate and expand on the ecological coverage of ongoing initiatives to include wetlands and coastal priority areas. WCP was designed to build capacities for wetland conservation in two priority wetland areas not included in the scope of the BCP. It was also supposed to generate impacts at both the national and local levels which are inherently inter-linked, i.e. development of a national strategic plan for wetlands, and at the local level through a range of management and capacity interventions, community and small scale infrastructure development.

8. WCP could draw upon the Bank's regional and global experiences of a portfolio of wetland and coastal management projects in West Africa¹¹, thereby strengthening linkages between donor-supported conservation initiatives and the Governments national biodiversity conservation program. The Bank was also involved in Sierra Leone with the West Africa Regional Fisheries Program, which provided support to control illegal, unregulated and unrecorded use of marine resources, and to establish systems for sustainable management of coastal and marine resources. In this context, a proposal for establishing a marine protected area at SLRE was discussed and finally gazetted in May 2012. The WCP could augment these efforts to conserve marine resources at SLRE, next to an ecologically important inland water ecosystem, which is linked to the SLRE through water streams nascent up-country in and around the Mamunta Mayosso site.

¹⁰ The document is referred to as JCAS.

¹¹ E.g. the Senegal Integrated Marine and Coastal Resources Management Project (P086480); Guinea Bissau Coastal and Biodiversity Management Project (P083453, P049513); Guinea Coastal Marine and Biodiversity Management Project (P070878).

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

9. The Project's Development Objective (PDO) and Global Environmental Objective (GEO) were "to improve strategic and operational conservation management of wetland areas in Sierra Leone".

10. The Key Outcome Indicators were defined as follows:

- Management Effectiveness Tracking Tool (METT) in selected priority wetland areas
- Direct project beneficiaries (number), of which are female (%)

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

11. No formal changes in the GEO or key indicators were made.

1.4 Main Beneficiaries

12. Main beneficiaries were people or groups who directly derive benefits from the project interventions. There are rather distinct differences between the main beneficiaries of the two proposed sites. While residents around the Mamunta Mayosso site are basically rural households in smaller villages, depending mainly on agricultural activities such as rice and cassava farming, the population in and around Sierra Leone River Estuary site is more heterogeneous, reaching from subsistence farmers and fishing communities in Port Loko District to urban populations around Aberdeen in Freetown and Waterloo. The only significant commercial enterprise at MMWS, which absorbed a significant part of the labor force, was the nearby Magbass sugarcane factory, managed by a Chinese firm¹².

13. Another main beneficiary was the previous Forestry Division and the new National Protected Area Authority (NPAA) at all levels: central level in Freetown, District Council level and conservation site level; but also other government staff within the District Councils, such as personnel of the Policy Evaluation, Monitoring and Statistics Division (PEMSD) and Planning Departments of the District Councils. Traditional authorities, such as Paramount, Section and Town Chiefs, were also beneficiaries as they were key stakeholders for land use and support conservation within and adjacent to protected areas. They received trainings and participated in WCP-supported meetings and events.

¹² The firm had rented out the sugar cane fields to another Swiss-based company ADDAX, which produced bio-ethanol for export, but which reduced its operations drastically due to Ebola and the drop of world market oil and fuel prices.

1.5 Original Components

14. The project had three components directed to pilot activities in two wetland areas, the Sierra Leone River Estuary (coastal wetland) and the Mamunta Mayosso complex (inland wetland).

15. **Component 1: Strategic Planning for Wetland Conservation:**

1. Reviewing and updating the existing policy and strategy for wetland conservation in Sierra Leone;
2. Updating the inventory and prioritizing conservation needs of key wetland ecosystems throughout Sierra Leone; and
3. Preparing a prioritized and phased strategic plan for wetland conservation nationwide.

16. **Component 2: Wetland Conservation Site Planning and Management**, which entailed to provide services to support planning and management, goods, minor infrastructure improvements, training, including workshops and study tours, and some operational costs. The component included three sub-components:

- a. *Pilot Site Management Planning and Implementation*, which comprised: (i) establishing conservation management teams (CSMTs); (ii) developing site specific conservation management plans (MPs) to be endorsed by traditional and local authorities; (iii) implementing conservation management plans; boundary demarcation; working with local communities to improve resources management, monitoring systems, exploring financing options; and (iv) building capacity of field staff and key stakeholders to undertake conservation planning, management, and enforcement through joint training programs.
- b. *Community Mobilization and Outreach and Conservation-linked Development*, to support: (i) community outreach and awareness through strategic local and national communication programs; and (ii) conservation-linked community development through the preparation and implementation of Community Action Plans (CAPs).
- c. *Mainstreaming Conservation in District Development Planning*, thereby supporting the decentralization process by training conservation staff and local officials to work with District Councils and to ensure that conservation and sustainable natural resource management is incorporated in district and regional planning for development and service delivery.

17. **Component 3: Project Management:** This component included the following activities: (i) ongoing operation of the National Steering Committee (NSC) and Project Management Team, (ii) developing and supervising annual and quarterly work plans and budgets, (iii) overseeing procurement and financial management and conducting annual audits, and (iv) establishing baselines, and developing planning, monitoring and evaluation systems for wetlands in the context of the national conservation program.

1.6 Revised Components

18. The original components were kept unchanged throughout the implementation phase.

1.7 Other significant changes

19. The project's design, scope, and implementation arrangements remained substantially unchanged. There was a change in the implementation structure because GoSL created a new authority. The key implementation institution at the beginning was the Forestry Division in MAFFS; it underwent substantial reorganization towards end of 2014, with the creation of the National Protected Area Authority (NPAA) and the shift of staff, resources, and functions from the Wildlife Unit of the Forestry Division to the newly created NPAA.

20. The project was approved on June 1, 2011, but there was little implementation until the contract for the Project Management Team was signed in May 2013. In addition, there was a year and half inactive period during the Ebola outbreak in 2014 and 2015. The constraints during Ebola were the main reasons for the extension of the project closing date for nine months from July 31, 2015 to March 31, 2016.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

21. The WCP has to be seen as a complementary project to the GEF-3 Sierra Leone Biodiversity Conservation Project (BCP) which had a terrestrial focus on three priority sites. WCP followed the same logic as the BCP with a focus on wetland ecosystems and communities surrounding them, benefiting thereby from the BCP experience gained since June 2011. Similar successful approaches could be replicated (or adapted if necessary), e.g. in the case of efficient procurement practices as in the case of infrastructure¹³, methodologies and formats for management and community action planning. WCP and BCP were managed by the same staff. This allowed significant synergy effects in all three components: e.g. in the procurement of external consultancies for the legal review (Component 1), the biodiversity study on wetlands (Component 2), which was merged with the biodiversity study of terrestrial sites of BCP¹⁴, using the same National Steering Committee for discussing both projects, or using the same office structure in Makeni for management of the project through the PMT (Component 3).

22. *Rationale for choosing of priority sites.* Important site selection criteria were biodiversity importance, level of threat, practical feasibility and availability of donor

¹³ HQ and outpost structures were re-designed with use of local materials, which was necessary due to the extension phase after Ebola with unchanged total budget availability.

¹⁴ The gains relate to: joint ToR preparation and advertisement and procurement process, preparatory work and supervision of one single contract instead of separate ones.

interventions. The selected sites were also supposed to enable the consolidation of the protected areas system. Sierra Leone River Estuary (coastal wetland) and the Mamunta Mayosso (inland wetland) were considered to fulfill these conditions. Both pilot sites were identified in the National Wetland Inventory for Sierra Leone, which was prepared with the support of the Ramsar Small Grants Fund (SGF) in 2002. The biological significance of the sites was endorsed and described when they were both included among the top 11 priorities for Biodiversity Conservation in the 2005 national review undertaken by BirdLife International and the Conservation Society of Sierra Leone in collaboration with the Forestry Division of GoSL. Both sites were also sufficiently accessible from the Makeni office, which served as the hub for managing three other terrestrial priority sites under the BCP. Their locations also provided opportunities for research and education, as well as ecosystems interpretation for the wider public.

23. Though both selected sites are wetlands, they differ extremely from each other. The *Sierra Leone River Estuary* covers an area of 98,000 ha¹⁵ and was designated a “Wetland of International Importance” in 1999 under the Ramsar Convention on Wetlands. It is a coastal wetland area with mangroves and two main rivers flowing into the sea. The *Mamunta Mayosso* complex comprises just 2,500 ha¹⁶. Located almost at the centre of the country, Mamunta Mayosso hosts a wide range of vegetation types, such as boliland (seasonally flooded grassland), savanna forest, swamp forest and two perennial lakes. Mamunta Mayosso is important for its diverse endemic flora and has excellent eco-tourism potential; it is one of the few areas in Sierra Leone still supporting viable populations of the threatened Dwarf Crocodile. Some of the waters of Mamunta-Mayosso flow into the Sierra Leone River Estuary, through the Rokel River, linking the sites with each other.

24. Another notable difference between the sites was the local residents’ degree of knowledge on the existence of a Protected Area: while at MMWS 82 percent of residents said they were aware of the fact that the government had declared Mamunta-Mayosso and its environs as a protected area, the figure for SLRE was considerably lower of 52 percent¹⁷. The results of conservation management in previous years and decades have been more concrete and tangible at Mamunta-Mayosso site. Reasons for this success can be associated with: (i) the compact size and homogeneity of the site as compared to the Sierra Leone River Estuary; and (ii) the fact that Mamunta-Mayosso, with known features and few user communities was considered as an area with clearer responsibilities and ownership for the local population¹⁸ as

¹⁵ Literature commonly cited an extension of 259,000 ha for SLRE, which was an estimation, not based on clear boundaries. The definition of the boundary was done during WCP within the GIS unit, ending up with roughly 100,000 ha.

¹⁶ The initially cited figure of 2,000 ha was revised during the boundary demarcation process and corrected to 2,500 ha.

¹⁷ Enquires were part of the PRA sessions which preceded the management planning.

¹⁸ Communities that lived in this area for many centuries developed management rules to support biodiversity of the wetlands: traditional closure and concerted fishing have been the first protection regulations. Formal legislation for wildlife protection in the Mamunta-Mayosso area was enacted in 1972 (Wildlife Conservation Act 1972). Further on, in 1980, a committee of twelve landowners in the Kholifa Rowala and Mabang Chiefdoms signed an agreement with the government for the use of the land as a wildlife sanctuary with the facilitation of Dr. Lowes and Peace Corps volunteers.

compared to the vast SLRE, with its complex political and administrative structure and logistical constraints in linking populations and stakeholders from one extreme end to another. The Management Plan of the SLRE responded to this dilemma of lack of ownership for a common territory and biodiversity resources by sub-dividing the vast area into more homogeneous clusters, or core zones¹⁹.

25. Yet, choosing two very different Protected Areas as priority or reference sites has a higher learning impact than selecting sites with similar characteristics. Replicating success stories in other sites is also easier if experiences from similar sites serve as reference. Though most wetlands under conservation regime in Sierra Leone are coastal wetlands, the inclusion of Mamunta-Mayosso has a high relevance for many other inland wetland ecosystems, e.g. the important Lake Sonfon²⁰, which is under particular threat from mining and agriculture expansion.

26. WCP fit into the Bank's portfolio of coastal management projects in West Africa, benefiting from those experiences of similar environment and context. The Project design was also matched up with numerous past and ongoing non-Bank supported biodiversity projects in Sierra Leone²¹, especially the WARFP (West Africa Regional Fisheries Program), implemented under the Ministry of Fisheries and Marine Resources (MFMR) and financed by the World Bank.

27. The project design followed therefore mainly the BCP logic of creating a firm legal basis and functioning institutions which are visible and recognized at site level, to influence positively an active involvement of all stakeholders in site management planning and capacity building of selected priority sites, which would serve as examples for replication. The linkage between Component 1 and 2 was important for consolidating and strengthening the role of government with regard to conserving biodiversity in Protected Areas. This was in particular valid for the recognition of a paradigm shift from a mere legal and law enforcement perspective towards a participatory and co-management approach.

28. An example was the changing behaviors of authorities and dwellers with respect to cattle grazing within Mamunta-Mayosso. Through Project intervention Paramount Chiefs reversed their position to allow nomadic Fula tribe ranchers to enter the Sanctuary with their cattle²², and

¹⁹ The Management Plan proposed the creation of six Core Zones: Under NPAA and in partnership with MFMR, a Biosphere Reserve designation process should be carried out. The following six Core Zones are envisaged: (i) Aberdeen Creek Natural Habitats; (ii) Koya Habitat; (iii) Maforkie Protected Landscape/Seascape; (iv) Lokomassama Protected Seascape; (v) Mandina Creek Crocodile Species/Habitat Protected Area; and (vi) Kaffu Bulhom Species/Habitat Management; see "Objective 1: Create a Biosphere Reserve with 6 Core Zones" of the Management Plan for SLRE, p.46

²⁰ Located in Koinadugu District; hosts the endangered Hooded Vulture.

²¹ Concurrent donor-funded conservation projects in Sierra Leone were: (i) World Bank-funded Bumbuna Environmental and Social Management Project (conservation offset, US\$2 Million); (ii) the Western Area Peninsula Forest Project (€ 3 Million; EU-funds); (iii) Gola Forest Project (with RSPB/CSSL, € 5 Million); (iv) EU-Trans-boundary Peace Park Project between Sierra Leone and Liberia (€ 3.2 Million); (v) REDD+ Project (€ 1.8 Million); and (vi) USAID Trans-boundary Livelihood Project between Guinea and Sierra Leone.

²² This was identified as one of the major threats to natural resources during the management planning sessions.

found solutions for grazing areas outside of the PA. The local by-law development and acceptance at village and district levels, part of Component 2, also helped to promote legal solutions at local level influencing the creation of the Wetlands Act from a bottom-up perspective (feeding into Component 1).

29. The separation of management planning under Component 2.1 (Pilot Site Management Planning and Implementation) and community action planning under Component 2.2 (Community Mobilization and Outreach and Conservation-linked Development) was considered not to be a viable option for the short Project period of three years. It would have meant also higher costs and inefficiencies in project implementation. Thus, the community action planning was integrated in the management planning process and missing information for CAP fine-tuning was acquired through cost-efficient assessments carried out through Conservation Sites staff with guidance from PMT.

30. Assessment of risks. The key risks were considered: (i) the risk that the implementing agency MAFFS has limited capacity to successfully implement the project, including limited technical expertise and experience with project and financial management; (ii) the risk that local communities may be inclined towards unsustainable resource exploitation, due to poverty and insufficient incentives; and (iii) the risk that the government of Sierra Leone may not provide adequate attention and resources to improving strategic and operational conservation management of wetlands. The first risk was mitigated through the government's experience with the BCP, which facilitated an easy up-take of project procedures and financial management of the WCP. The second risk did not become an obstacle, as the Project had a strong participatory approach from the very beginning, with consultation and familiarization meetings in all District offices of concern, with all Paramount and Section Chiefs and in selected key towns and villages around both sites. The third risk was a valid concern, as conservation staff (game guards and rangers) complained repeatedly about their low salaries of around US\$ 70 per month, leading to low motivation and performance. This was addressed during project implementation by including field food rations (like other supplies) as an eligible project expenditure, and towards the end of the Project through the recruitment of new field staff under the NPAA with improved salary conditions.

2.2 Implementation

31. The *main factors outside the project which contributed to successful implementation* were:

- a. Local residents derived significant *benefits from water and vegetation* of Protected Areas and therefore high interest to preserve natural resources²³. Linked to these benefits from PA resources is the local population's high awareness and willingness to protect water bodies: as much as 93 percent of the household heads rated forests and vegetation in MMWS as

²³ At SLRE 87% of households surveyed indicated they derive direct benefits from the water bodies in the protected area, while 74% indicated they derive direct benefits from the protected area's vegetation, such as fishing (including oyster collection); sand and clay mining; cutting of mangrove trees for fuel and construction; swamp farming, and transportation.

‘very important’ (for SLRE it was 67 percent). Similarly, about 98 percent of MMWS households rated the water bodies as ‘very important’ (for SLRE 82 percent).

- b. The project benefited highly from *synergy effects and familiarities of the BCP*, which started two years earlier than WCP and leveraged efficiency in administration, procurement, and replication (with certain adoptions) of successful practices.
- c. Project *target indicators related to MMWS were over-achieved*. This was due to its small size, small population, easy access and administrative as well as cultural homogeneity. MMWS proved to have the ideal conditions in terms of efficient execution of activities, efficient communication and piloting best practices. For the disperse SLRE, the chosen approach focus on specific (geographic and thematic) areas (Core Zones) in order to increase ownership and to have a meaningful impact. A continued effort in this direction is still required, such as the proclamation of a Biosphere Reserve and specific actions for each Core Zone.

32. The main factors *within Project* design and management which contributed to successful implementation were:

- a. *Experienced staff* at site levels (Conservation Site Managers) and PMT (wetland experts) with vast understanding of wetland conservation thematic, and with established links to the Ministry of Fisheries and Marine Resources (implementing the West Africa Regional Fisheries Project - WARFP), contributing decisively to a smooth and efficient project start and implementation.
- b. The *participatory character* of the project to consult and involve all relevant stakeholders contributed to the Project’s achievements. Engaging the main players at local and district levels led e.g. to agreements on by-laws for banning grazing at MMWS and planting of tree seedlings for the boundary demarcation at MMWS.
- c. *Central coordination*: All biodiversity-related programs were coordinated under the Forestry Department Wildlife Unit or from December 2014 onwards by the National Protected Area Authority (NPAA). Hence information flow between projects was rather prompt and constant. Monitoring and mapping formats for all sites have been harmonized in principle under the GIS unit of NPAA. This has facilitated better data management of all conservation sites, and allows replicating proven concepts and methods in other sites. A significant coordination role had (i) the NSC at national level, (ii) the regular up-date meetings with all site managers, PMT, FD Coordinator and DFOs at Makeni level and (iii) the CSMCs meetings at site level, with participation of PMT and District Councils.
- d. Since the WCP started implementation, communities and local authorities have realized a serious and steady *revival of government’s presence* and activities in the PAs and the surrounding communities, which also led to a substantially higher METT scoring for both sites. The willingness of buffer zone residents to preserve natural resources was also related to government’s readiness to invest into livelihood programs in compensation for forgone benefits²⁴. The implementation of the CAPs helped in the creation of good relationships of government staff with the buffer zone population.

²⁴ Compensation means that Government provides certain incentives to local populations to improve living conditions, as it was discussed in the socio-economic survey and management planning stages, e.g. through CAP activities, such as trainings, small infrastructure, joint patrolling (employment), tourism development, etc.

- e. Another factor contributing to Project success was *motivation of Project staff and stakeholders*. Drivers for motivation were personnel at key positions in FD/NPAA and PMT which organized and facilitated committee meetings (NSC, CSMCs) and stakeholder cooperation whenever required or deemed useful. Experienced staff were e.g. the Project Coordinator (Head of Conservation Unit under FD/NPAA based in Freetown), the PMT National Project Manager, and the national and international wetland experts of PMT, next to experienced wildlife core staff at the sites. The leadership and professionalism of dedicated staff were critical in building strong collaboration and alliances among stakeholders, even if these had previously been indifferent with respect to conservation, as in the case for SLRE where almost half of interviewees were not aware about the PA. Also meriting recognition have the TTLs of the World Bank, who managed to keep in regular contact and provide professional advice even during the Ebola State of Emergency.
33. *External factors outside the Project which gave rise to problems were:*
- a. *Size of Sierra Leone River Estuary*: Coordination within the vast SLRE area with over 120 communities and different political authorities, difficult access and communication (between Aberdeen-Freetown and Port Loko) was rather challenging. A low level of knowledge about the existence of the Protected Area and unknown or indistinct boundary of SLRE²⁵ made initial planning and decision making difficult (e.g. composition of CSMC, selection of the location of HQ and outposts, selection of communities to benefit from CAPs). However, the interaction and exchanges between staff and authorities of MMWS and SLRE had the advantage to learn from each other and adapt successful management practices.
 - b. The presence of two *large mining companies* using Pepel (situated inside SLRE) as the port hub for exporting iron and other minerals had a significant environmental impact on water quality, fishery, mangroves and terrestrial land use (infrastructure, railway; see picture in Annex 10 and map)²⁶. On the other hand, cooperation with one of these companies, African Minerals Limited (AML), had a positive impact as the company coordinated with WCP and financed the rehabilitation of deteriorated mangroves in the site.
 - c. The *outbreak of Ebola* was the most challenging aspect, which caused a national state of emergency. Port Loko District as part of SLRE was hit hardest by the epidemic and authorities put in place measures hindering movements and public gatherings. This caused most of the delays in execution of activities, such as PRA and management planning at SLRE. In respect of staff health and safety, only critical activities were being undertaken by the Project.
 - d. The Ebola state of emergency, which lasted for more than one year, slowed down performance of implementation. The extension of the project closing date for nine months compensated partly for these delays. In the end, all target indicators were achieved, over-achieved or at least partly achieved.

²⁵ Though MFMR had defined a boundary in the SLRE gazettelement note in 2012, the residents in that zone were not aware about any limits or boundaries of the Marine Protected Area, which has not been demarcated.

²⁶ Though, since the fall of mineral commodity prices and the Ebola State of Emergency, operations of London Mining and African Minerals have declined drastically.

34. *Effects of any project restructuring and rearrangements*

- a. According to the Project Appraisal Document (PAD), Component 1 included preparation or up-dating of (i) *policy and strategy* for wetland conservation, (ii) an *inventory* and (iii) a prioritized and *nationwide strategic plan* for wetland conservation nationwide. In the course of Project implementation two major adjustments were agreed upon²⁷: (a) the policy/legal revision of WCP was merged with the consultancy for legal revision under BCP under one single contract and included the formulation of the Wetlands Act; (b) the strategy review of sub-component-(i) was merged with the inventory up-date of sub-component-(ii). Reasons for the adaptations were: (a) limited time left for implementation due to *Ebola State of Emergency*, (b) limitations in the *budget* and (c) *synergy effects* in the procurement process for both consultancies (legal and inventory consultants). Instead of the *Wetland Policy* review the Client (MAFFS-NPAA) opted for a *Wetlands Act* document, which was considered as an up-grade compared to the initial plan of the appraisal document. This was also justified as the existing *Wildlife Policy* (2010) had various chapters on wetlands already included. The regrouping within Component 1 brought efficiency gains and synergy effects: inventory and strategic plan in one service contract; Wetlands Act, Forestry Act and Wildlife Act in another single contract.
- b. The Project had initially planned to separate the development of the Management Plans and the Community Action Plans (CAP). An additional US\$ 50,000 for the CAP preparation and US\$ 80,000 for an NGO service contract for CAP implementation and training was budgeted in the initial procurement plan. In the end, the US\$ 50,000 for external CAP preparation could be saved for other project activities as PMT managed to integrate the CAPs under the Management Plans. This decision was also taken as the tender process to hire external consultants would have taken several months before effective start, likely causing delays in CAP implementation. Finally, and from BCP experience, the quality of out-sourced consultancies was often below expectations.

35. *Flexibility in Project Management.* The project was responsive in adapting to the Ebola state of emergency. In particular, when larger gatherings and meetings were banned, the revision and approval of the quarterly and annual work, budget, and procurement plans was taken over by an internal MAFFS Steering Committee, which organized quarterly meetings since mid-2014. As the nine month extension period was at no additional cost, the total Project funds for civil works were revised from US\$ 170,000 to US\$ 90,000, and also the budget for CAPs had to be scaled down considerably, justified partly by the short period to implement at SLRE. As a result of insufficient funds, the Ministry decided to complete the project remaining activities without the assistance of the consulting firm Österreichische Bundesforste (ÖBF). However, MAFFS through the consent from World Bank continued with the support of the national staffs under the supervision of the newly established NPAA.

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

36. *Design.* Monitoring and Evaluation was the overall responsibility of the PMT in collaboration with Policy Evaluation, Monitoring and Statistics Division of MAFFS. An M&E

²⁷ The agreement partners include: MAFFS, World Bank, PMT, procurement office and FMS.

officer, as described in the PAD, was not included in the PMT, and regular monitoring was coordinated between PMT staff and up-dated during regular monitoring meetings. The key output and impact monitoring instrument was the Results Framework and Monitoring table, which identified key indicators according a given timetable, measuring achievements of PDO outcomes and intermediate outcomes. The Management Effectiveness Tracking Tool (METT, see also section 3.2) was one of the applied methods which fed into periodical adaptations of the Results Framework. Resource monitoring was done at all levels, from Freetown down to site level and included budget, procurement, resource allocation, and maintenance of vehicles. The Forestry Division (FD), later NPAA, had to ensure that consolidated M&E reports were submitted on time to the World Bank at regular intervals.

37. *Implementation.* The PMT had taken the lead role in M&E by producing quarterly reports and managing data inflow from the sites and from central Government. Monitoring and evaluation was performed at the following levels:

- a. *National Level.* The NSC, which was constituted already under the BCP, oversaw and approved the annual work plan and budget in 2013. The PMT had to adapt its M&E formats to the Ministry formatting. This was not only necessary for the annual NSC meeting, but also for the regular quarterly reporting overseen by the Ministry and required through its Policy Evaluation, Monitoring and Statistics Division (PEMSD), as the WCP was integrated in the monitoring system of the Ministry. The NSC only met once, as further meetings were banned due to the Ebola state of emergency. Instead, the Ministry organized peer review meetings during that time and beyond, which served as regulatory and coordination tool, as several WCP related projects were present in these sessions²⁸.
- b. *Intermediate level in Makeni:* PMT was based in Makeni and served as a hub for monitoring the sites and forwarding issues from and to the national NPAA in Freetown. Monthly meetings for planning, reporting, information exchange, identification of shortfalls and bottlenecks and harmonization were organized, integrating the two Site Managers and District Forestry Officers (DFO).
- c. *At the conservation sites,* three monitoring activities were carried out on a regular basis: (i) weekly meetings at the sites within the CSMT, (ii) monthly technical coordination meetings with participation of Site Managers, DFO and DC- representatives at Makeni office²⁹, and (iii) the METT exercise, as a participatory annual monitoring meeting to measure project progress from the point of view of the key stakeholders around the sites. Additionally, meetings of the CSMCs³⁰ to discuss and approve work plans and budgets were organized and steered by PMT, though these Committees have been effectively functioning only during the Management Planning period and had been banned by the government regulations since the outbreak of Ebola had reached a critical stage mid-2014. For that reason, only the draft Management Plans for MMWS could be discussed and approved in a regular CSMC meeting. The Management Plan for SLRE was distributed to Councils,

²⁸ E.g. the NPAA implemented REDD+ Project, financed by EU and the GEF-3 BCP.

²⁹ Important M&E documents at this level were monthly CS monitoring reports with photos, GPS data to verify evidence and monitoring of key ecological indicators in conservation sites (human interference, camera trapping of key species, etc.), and monitoring of community development activities at the site level and meeting minutes.

³⁰ The CSMC includes a number of different agencies: relevant line ministries and district councils, traditional authorities, NGOs and CBOs, and local communities.

their members of Parliament and councilors, DAO office and other CSMC members for review and approval.

38. One key factor affecting outcome or performance of the Project was the *selection or definition of PDO level indicators*. Two indicators were defined on PDO level: (i) Four score points increase measured through the Management Effectiveness Tracking Tool (METT), and (ii) Direct project beneficiaries (number), of which 52 percent are female.

- a. The first indicator (METT score) was based on several outputs at the Intermediate Result Level (Management and Work Plans availability, infrastructure, training provision for surrounding PA villages, by-laws update). The METT indicator (now required for use in GEF-supported biodiversity projects) measures improvements in the operational effectiveness of the two WCP-supported conservation sites (Mamunta Mayosso and Sierra Leone River Estuary). The improved METT scores over the course of the Project demonstrate a clear gain in management effectiveness at these two conservation sites. Although the METT indicator does not cover the strategic and nationwide dimensions of the PDO, these are addressed better in the Intermediate Results Level Indicator of Component 1, “*Strategic Plan for Wetland Conservation under Implementation*”. Other factors, such as continued GoSL commitment and financial support for the PA system, are not captured in the METT score but play a decisive role for the PDO; they are discussed in qualitative terms in this ICR.
- b. The PDO Indicator 2 is directly related to the Intermediate Results Indicator of Component 2: Thirty percent of households (hh) targeted under CAPs receiving training and/or support for conservation-linked activities. The target values of the PDO Indicator are absolute numbers, which were questioned during Project implementation. A detailed assessment in every village of MMWS concluded 4,338 persons for all 11 villages surrounding the PA (including one village which is situated in the site), in contrast to the 52,000 beneficiaries for MMWS cited in the PAD. It is assumed that the initial figure in the PAD reflected earlier official chiefdom census data, and include several villages which are located outside the one mile buffer zone³¹.
- c. The same accounts for the beneficiary numbers for SLRE, which are higher in the PAD document (108,000) than deductions from a careful beneficiary estimation during Project PRA sessions have revealed. The PRAs recorded about 40,000 to 50,000 people living in or around the SLRE site³². The lower estimate could be also due to the unclear boundary of the large site in the past, which was cited at 259,000 ha in most literature, but which was revised and reduced to 98,000 ha in 2014/15 with support of the WCP-GIS unit.

Table 1: Revised population figures during PRA/MP sessions (surface in ha)

Conservation Site	Villages*	HH	HH/village	Population	Surface (ha)
SLRE	126	8.182	65	45.000	98.000
MMWS	10	996	100	4.338	2.500
Total	136	9.178	67	49.338	100.500

* in 1-mile radius buffer zone

³¹ The census for two entire chiefdoms, which include the 11 PA villages supports this assumption, as it counted 60,000 persons in the 2004 National Population Census.

³² Figure has to be consolidated through in-depth assessments; see p. 17 of SLRE Management Plan.

39. *Management Effectiveness Tracking Tool*. The initial 2013 METT exercises reached 15 score points for MMWS and 13 for SLRE. These scores were 5 and 7 points respectively lower than the baseline scores given in the PAD with reference of 2008. The low scoring of the initial METT in 2013 was related to respondents' concerns raised over: (i) needs for adequate *patrolling* of sites, (ii) control of *wild fires*, (iii) relocation of *livestock* herds around MMWS, (iv) a lack of *livelihood support*, and (v) an urgent need for *boundary demarcation* preventing encroachments.

- a. The second and third METT assessment organized in 2014 and 2016 showed a different scenario. The status of site management at *Mamunta Mayosso Wetland* had considerably improved with a METT score rise to 53 in 2014, and 63 in 2016. Despite some threats were still remaining, most of these were considered of low importance. The METT revealed further, that overall community commitment has improved considerably to conserve MMWS through a signed Memorandum of Understanding. Forestry staff number has increased from 2 to 8 in 2014, reaching 18 guards and rangers in 2016, operating in newly constructed HQ and staff offices, and with intensified patrolling and presence in the area. A Management Plan was developed and validated by local communities through a constituted and operational CSMC. Gazetting of the Conservation Site (CS) is left to be undertaken by legalizing the site as protected area once the new *Wildlife Conservation and Wetlands Act* has been proclaimed.
- b. SLRE: METT score rose to 42 points in 2014 and 58 in 2016. Despite challenges, meaningful activities were carried out contributing towards an effective conservation management of the site. Site protection has improved due to doubling the number of site staff (from 24 to 50 within two years), newly constructed HQ and outposts and increased patrolling and awareness of buffer zone people. Though the site has not been gazetted through MAFFS, part of it has an official protection status as a Marine Protected Area (MPA), declared by the Ministry of Fisheries and Marine Resources, with which WCP had built a close relationship.

40. *Utilization during Project*. Monitoring data fed into quarterly and annual Project reports, used internally within NPAA, PMT and World Bank. The data was also adapted in quarterly and annually intervals to requirements of the Policy Evaluation, Monitoring, and Statistics Division (PEMSD) of MAFFS. M&E data were presented and used during NCS or MAFFS peer-review meetings. GIS data and thematic maps were used for building consensus and for decision-making, as in the case of the boundary definition at SLRE. Work and budget plans were utilized for overall monitoring of activities under MAFFS, while the Results Framework and Monitoring table fed into the internal monitoring system of the World Bank.

41. *Utilization after Project*. The project has enabled Conservation Site Managers to (i) prepare their work plans and budgets, (ii) present budget plans for specific tasks according approved formats and modalities³³, and (iii) elaborate their monthly reports in Power Point format to be presented and evaluated in monthly monitoring meetings in Makeni. Whether these practices will be maintained beyond the project period depends on the mechanisms in place to continue M&E. The establishment of the NPAA with higher budgetary funding and increased number of staff at the sites is a promising sign that monitoring data will be produced,

³³ E.g. three invoice requirements, presentation of BoQ, objective and time frame description of tasks.

communicated and utilized after project end. Likewise could the newly created GIS unit under NPAA demand relevant data collection from the sites, such as information on biodiversity and key ecological indicators³⁴, which were initiated under WCP for both sites. NPAA had also planned to streamline the database system with other PA managements, such as the WAPFoR and Gola Forest, which would have been a strong indicator for a nationwide strategic up-grade of the Government monitoring system. Whether NPAA has put in place all the necessary resources for effective monitoring and evaluation cannot be confirmed entirely, as the staff recruitment process was still ongoing during the preparation of this ICR. The creation of a GIS unit is a central resource to support an effective M&E system in terms of making further use of satellite images via the existing Arc-GIS software and license acquired during the Project period. This is an important tool to update information on the Protected Area system, such as to determine more accurately the SLRE boundary and surface areas of the proposed hot spot areas (Core Zones) at SLRE, compare it with data from the newly up-dated inventory, and in a wider context to up-date existing and define newly proposed conservation areas for a nation-wide mapping review.

2.4 Safeguard and Fiduciary Compliance

42. The WCP was designed and implemented to have highly positive net impacts from an environmental and social standpoint. The project was classified as Category B (partial assessment), in accordance with the provisions of the World Bank's Environmental Assessment Policy (OP 4.01) and Natural Habitats Policy (BP 4.04, Para. 2). An Environmental and Social Management Plan was prepared and publicly disclosed in January 2011. Project supervision confirmed that the project-supported small civil works (including protected areas headquarters, ranger outposts, and associated water supply systems) did not involve any significant adverse impacts. On the contrary, the project had a highly positive overall environmental impact by strengthening the Government's capacity to conserve and sustainably manage wetlands, particularly around the two project-supported conservation sites (MMWS and SLRE).

43. With respect to social safeguards, the project triggered the World Bank's Involuntary Resettlement Policy (OP 4.12). Project preparation produced a Resettlement Policy Framework (RPF) and a Process Framework; both documents were publicly disclosed in January 2011. The RPF had been prepared because of the possibility of relocating certain existing human settlements within protected wetland areas, notably MMWS. However, Government (with World Bank concurrence) decided not to attempt any such relocation over the life of the WCP; accordingly, no Resettlement Action Plan (RAP) was prepared under the project. The Process Framework was prepared in order to address any livelihood restoration issues related to the project-supported restriction of access to natural resources within the two project-supported conservation sites. In accordance with the Process Framework, project implementation involved the preparation and successful implementation of Community Action Plans (CAPs) in the

³⁴ This indicators included features relevant for biodiversity status measuring including: boundary lines, crocodile resting sites, manatee sites, important forest patches, but also important threats for biodiversity, such as sand mining areas, cattle settlements, and cattle grazing areas.

vicinity of both conservation sites. Project implementation is therefore rated as Satisfactory with respect to environmental as well as social safeguards.

44. The project's Financial Management (FM) risk was rated as Moderate at appraisal. This risk was associated with delays in the transfer of funds especially to remote protected areas. The risk was mitigated by having the Project Management Unit as the central disbursement point, including to the major suppliers and contractors for the protected areas; there was also the appointment of professionally qualified and experienced staff as well as close supervision by the Bank's FM Specialist. The Interim Financial Reports (IFRs) were satisfactory and met the Bank's minimum requirements. Late submission of the IFRs as well as the audit reports contributed to the project having an overall Financial Management performance of Moderately Satisfactory throughout most of the project period.

45. Almost throughout the project period, Procurement was also rated as Moderately Satisfactory. The Post Procurement Review was conducted at least once a year. Most of the procured items were Community Driven Development (CDD) type items in order to implement the Community Action Plans (CAPs). Several items classified as works were combined and procured as blocks.

46. The overall responsibility for financial management and procurement was assigned to two specialists who were already providing services for the ongoing World Bank-financed Rural and Private Sector Development Project (RPSDP). Though the specialists had highly professional skills and large working experience, their work load created some difficulties in efficient approvals of terms of references and bidding and evaluation processes of tenders.

47. Internal Project factors which gave rise to problems were related to coordination between financial management and implementing staff within PMT. The Financial Management and Procurement functions of this project were performed by the PCU of the Rural and Private Sector Development Project (RPSDP), which had the combined responsibility for managing financial and procurement transactions for the project. The financial management reporting was not in line with the quarterly technical reporting sequences of PMT, which made it at times difficult to obtain cost-control information on time. As an example, concerns were raised by the World Bank team in a May-2014 mission on the slow disbursement of WCP funds. However, in October 2014 a Financial Report provided by the FM section revealed an improved disbursement rate due to high outstanding payment commitments that were not captured during May 2014 World Bank mission. An apparent work overload and longer sick leave periods of FM key staff were two factors contributing negatively.

2.5 Post-completion Operation/Next Phase

48. Component 1 of WCP supported the elaboration of the Wetlands Act, the first key policy and legislation document in Sierra Leone to promote and steer mainstreaming wetland conservation in a long-term perspective. It is anticipated that the Act will influence development activities in the NPAA and more widely throughout Sierra Leone. Second, coordination with the Ministry of Fisheries and Marine Resources (MFMR) and the private sector (mining companies)

has been intensified through WCP. These linkages could be used for further joint action, e.g. in the fields of research and fund raising for the Conservation Trust Fund (CTF) managed under NPAA. The Management Plans for the two sites - including CAPs - could be utilized for joint ventures and co-financing activities of Management Plan activities by the MFMR as it was stipulated in the MoU between the two Ministries.

49. WCP has laid the foundation for the Government to use successful experiences to be replicated in other wetland sites of the country. Nonetheless, the continuation of management practices at the pilot sites and the envisaged replication in other sites will depend on financing sources and Government priority setting. A promising first initiative of NPAA was to recruit additional staff for all sites. For instance, the SLRE staff number doubled from 16 to presently 32 and MMWS staff increased from 8 to 18. NPAA's financial budget exceeds now by far the previous GoSL budget allocation for the Wildlife Unit of the Forestry Division, salaries for newly contracted staff are above previous contracts, and all field staffs have now modern office spaces constructed with WCP support. From these points of view, NPAA can continue and even enlarge management operations at the two pilot and other sites, such as Yawri Bay and Little Scarcies River Estuary.

50. NPAA has planned to recruit a Wetland Manager for a newly created Wetland Ecosystem Unit, which underlines Government interest in wetland conservation. Whether WCP-initiated activities can be sustained also depends on leadership at national, district and site levels to ensure that budget support and management plan implementation. In this regard, the continuation of the WCP Coordinator, the new Executive Director of NPAA, and the continuation of the two Site Managers are positive signals, as they will play a major role in guiding new staff and leading future development following Project closure. The inclusion of District officials, especially the elected District councilors and DFOs, in all relevant Project affairs (such as membership in CSMC, District Council engineers supervising planning and works at sites, and MAFFS extension staff as CAPs trainers for villagers in buffer zones) has brought wetland conservation on the agenda of the DC members.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

51. *Relevance of Objectives: High.* The project was in line with the Joint Country Assistance Strategy (JCAS) FY10-FY13³⁵, under a broader objective relating to improved efficiency and transparency of agriculture and fisheries. GoSL commitment to support the Project's objective is high with the creation of the NPAA, a Wetland Ecosystem Unit under NPAA, additional staff recruitment at wetland PAs, and the development of the draft Wetlands Act in 2014-15. Higher level objectives to which the Project contributed were addressed in the *Agenda for Prosperity*

³⁵ During the Ebola outbreak, the development of a new country strategy document was delayed. The Systematic Country Diagnostics (SCD) preceding the Country Partnership Framework is underway at the time of this ICR. The SCD concept note recognizes the environmental challenges posed by human activity, especially environmental degradation around mining sites, and vulnerability to natural disasters facing the country.

(A4P) of the Government of Sierra Leone, which is the overarching and most recent policy document. The Agenda defined “Managing Natural Resources” as its second Prosperity Pillar³⁶. It explicitly prioritizes the protection of fisheries, marine resources, and generally water resources.³⁷ Unlike previous policy statements, the wetland conservation aspect was explicitly expressed in this most recent Policy, corresponding to the main WCP objective which was “to improve strategic and operational conservation management of wetland areas in Sierra Leone”.

52. *Relevance of design and implementation: Substantial.* The National Biodiversity Strategy and Action Plan (NBSAP), presently under revision³⁸, identified aquatic biodiversity as a priority field. Aquatic biodiversity was classified further into inland wetland freshwater and marine/ coastal ecosystems. The GEF project addressed both of the ecosystems by selecting SLRE as a coastal and MMWS as a freshwater inland priority site.

53. Current discussions in the NBSAP revision converge with areas where WCP has made significant contributions. Therefore WCP shows a high level of alignment with features presently discussed; see table below:

Table 2: Alignment of WCP with most actual NBSAP discussions

	Actual focal themes in NBSAP revision	WCP addressing focal themes
(i)	Stakeholders’ collaboration and cooperation for creating better understanding of the roles and responsibilities, especially where mandates overlap	The MoU between MAFFS and MFMR contributes to improved collaboration at SLRE and other coastal areas; DC were involved directly in MPs
(ii)	Up-dating and streamlining of national policies, plans, programs and legislation according international conventions	Wetlands Act was drafted and Strategic Plan for wetlands developed
(iii)	Establishment of structures for effective monitoring and reporting	M&E tools, formats and methodologies developed, including GPS based technology, camera trapping, standard protocols and lines of reporting
(iv)	Education and awareness raising and technical capacities enhancement	Technical sessions (PRA, Management Planning, CAP) with communities and authorities organized

³⁶ The first Pillar is: “Economic diversification to promote inclusive growth”; in total, eight Pillars are defined.

³⁷ “Special attention will be paid to preventing over-fishing, including enforcement action against illegal fishing. Government will work with stakeholders to develop strategies against coastal erosion, particularly for mangroves. Policy will ensure water is used in an integrated manner, addressing human needs, ecosystems, and conservation; responding sustainably to the needs of society and the economy.”

³⁸ Draft review of NBSAP being completed; and ready for validation; the process was temporarily stalled by the Ebola outbreak; the post 2010-2020 edition of the NBSAP is steered by the Environmental Protection Agency of the Office of the President and co-funded through GEF.

	Actual focal themes in NBSAP revision	WCP addressing focal themes
(v)	Additional funding through government budgets and external donors identified for NBSAP implementation	Cooperation with African Minerals Company for re-establishment of Mangroves (financed by the mining company)

54. Given the continuing pressures on aquatic ecosystems, especially in areas close to rapid urbanization (Western Urban District Waterloo, Aberdeen in Freetown, Port Loko Town), the WCP project objectives and design still remain highly relevant for Sierra Leone. In particular, bringing nature conservation on the agenda of local residents, district policy and decision makers and pioneering a clear boundary for SLRE has shown the Project's high relevance and actuality vis-à-vis current and significant threats due to human pressure.

3.2 Achievement of Global Environmental Objectives

Rating: Substantial

55. The PDO is to improve strategic and operational conservation management of wetland areas in Sierra Leone. The project achieved improving strategic and operational conservation management of wetland areas in Sierra Leone substantially by (i) having a strategic plan for wetland conservation developed, (ii) inventory of key wetland areas updated, (iii) additionally, the wetland act has been produced and national consultation for validation was conducted. The act now awaits approval by parliamentary commission. Some other main achievements with respect to a wider, national context are:

- a. *Meetings between site managers and DFOs* at sub-national level (e.g. Makeni office) for information sharing have become regular since these were introduced as a novelty by WCP (and BCP); the meetings serve, for instance, to replicate proven practices such as the biodiversity data collection methodology, monthly reporting formats, and implementation of PA Management Plans and Community Action Plans (CAPs); decentralized NPAA offices, like the one in Makeni, are planned to be set up in other Provinces of the country.
- b. At MMWS, a *by-laws methodology concept* was developed and results agreed among all villages and authorities³⁹. The concept was used also for SLRE and can readily be used and adopted for all sites. It encourages the district and traditional authorities to take part in conservation decisions for their protected areas, thus increasing ownership at a decentralized level.

³⁹ The by-laws agreed upon were (examples, not conclusive): (i) no trapping, (ii) only seasonal fishing is allow on fixed periods for the following Lakes: Dakrifie-once a year, Ronietor-once every three years, Robera- once a year, Rorinka- once a year, Lemanie-once a year, (iii) no use of chemical and dynamite in fishing, (iv) no fire setting in the reserve, (v) no farming within the reserve, (vi) no charcoal burning, (vii) cut only the Raffia cane and not the whole tree itself, (viii) only modernized method of bee keeping is allowed, (ix) no other settlement is allowed along the reserve boundary except Maborbor and Rowoto village, (x) no dropping of inorganic materials (plastic, can etc) and cigarette in the reserve.

56. PDO Indicator 1 is a valid measurement of whether the project has made substantial progress with regard its main objective of conservation management; in this regard, the Project has been successful. Management effectiveness increased for SLRE from 20 to 58 score points and for MMWS from 19 to 63 points, within the time frame of six years (2009 to 2015) and effective Project period of 31 months only. An increase of 4 points for each site was anticipated in terms of PAD indicator; see table 3 below:

Table 3: METT scores at both priority sites

PDO Level Results Indicator	Baseline	Cumulative Target Values (<i>achieved</i>)				
		YR 1 (2011-12)	YR 2 (2012-13)	YR 3 (6/2013 to 5/2014)	YR 4 (6/2014 to 5/2015)	YR 5** (6/2015 to 3/2016)
a) Sierra Leone River Estuary	Score-20	20	21	22 (12)*	24 (42)	(58)
d) Mamunta Mayosso	Score-19	19	20	21 (15)*	23 (53)	(63)

* drop down of scores in YR3 due to recent effective Project commencement in June 2013

** YR5 corresponds to effective Project year 3

57. Explanations for the higher scoring were directly linked to the outputs achieved by the Project, as detailed in Annex 2. The outputs are mostly linked with questions of the METT scheme, which in turn has influence on outcomes and impacts on higher levels. With reference to the individual sites the main outputs leading to higher scores were:

- a. *SLRE*: The score almost tripled (58 against the baseline of 20 in 2009). This can be attributed to several factors, including the management planning finalization, number of staff increase, equipment and training of staff, effective M&E system, work and budget plans, civil works completion, boundary definition, and preparation of a biodiversity study.
- b. *MMWS*: The last METT exercise showed a tripling of the baseline score. Reasons for the higher scoring as compared to *SLRE* can be attributed to the conclusion of the Management Plan, implementation of community action plan, construction of board walk platform, watchtower, HQ and staff quarters, co-management through CSMC, and substantial advance in the by-law development at village and chiefdom levels.

58. *Interpretation* of METT achievements of Indicator 1 (output level). The achievements at output level described led directly to a (partial) achievement of the PDO (outcome level), as the ‘*strategic and operational conservation management of wetland areas has improved*’. Starting from a very modest conservation management level in 2013, the Project managed to set up basic but fundamental management instruments, communication lines, infrastructures and cooperation modalities with local communities and authorities, all absent at Project start. Although conservation management effectiveness at the WCP-supported sites has clearly improved as judged by the METT output-related scores, biodiversity monitoring (of vegetative cover or indicator species populations) has not been in place long enough to show clear improvements in biodiversity outcomes. Assessments on biodiversity conservation indicator changes were made during the management planning sessions by asking CS residents and authorities. These assessments of biodiversity trends consider a reference period of more than 10 years, from 2002⁴⁰ up to the PRA sessions in 2014, and cannot be used therefore to measure

⁴⁰ That year is often used as reference year in Sierra Leone, as it marks the end of the 11-year civil war.

the Project impact on biodiversity conservation. But the data, described in detail in the Management Plans, could be used for further monitoring through NPAA. Some trends from 2014 are briefly discussed in the next paragraph.

59. A negative conservation status trend since the end of the war was confirmed for both sites during PRA sessions in 2014-15:

- a. All sub-areas at SLRE⁴¹ were reporting an increase of mangrove destruction and sedimentation in wetlands, which coincides with the increase of bird key sites destruction, except for the Lokomasama area, where dense mangroves *and* bird key sites are increasing. A clear trend of declining fish species diversity and total abundance was confirmed at 5 out of 7 sub-areas (clusters). This goes along with increasing number of fishers and boats, and declining trend of catches⁴².
- b. At MMWS, Dwarf Crocodiles *Osteolaemus tetraspis* were common before the war. All PRA groups confirmed that the population of currently 50 to 100 is decreasing mainly due to raffia/bamboo harvest and illegal hunting. Communities have identified the existence of 28 species of *fish*, but catches are declining: in 2014 between 7.5 to 10 metric tons were caught, which is about one tenth of the 70 to 100 tons annually before the war. Interestingly, MMWS is a fish breeding site for Rokel River which is a main affluent in the SLRE. *Positive changes* in biodiversity conservation can be confirmed for MMWS, where cattle settlements have been banned which led to an exit of all Fula settlements and cattle⁴³.

60. For continued monitoring purpose within NPAA it is advised to use the reference data collected in the management plans 2014-15, next to satellite images, which helped in 2015 to classify vegetation and produce land use/cover maps. The vegetation maps could serve for future monitoring of vegetation changes⁴⁴. The *strategic conservation management* (as part of the PDO) improved in the sense of clear defined partnership agreements with users and authorities of PA resources in form of CSMCs and signed MoUs to regulate cattle grazing at MMWS and adhere to other by-laws identified jointly with the communities and district authorities.

61. MMWS has achieved higher scores than SLRE. Most activities were spearheaded at MMWS, such as the management and community action planning, the formation of CSMC, and some basic infrastructures. The higher scoring at Mamunta Mayosso site is mainly a result of the boundary demarcation with beacons and trees, still missing at SLRE, the advanced stage of implementing by-laws and community action plans as compared to SLRE and an adequate number of field staff in relation to PA size: 140 ha/staff as compared to 3,000 ha/staff at SLRE.

⁴¹ The sub-areas are: Port Loko District (with four chiefdoms), Western Rural District, and Western Urban District (with three cluster areas: Tasso Island, Aberdeen, Old Wharf).

⁴² But trends are not uniform for the whole PA: Lokomassama area had a decline in number of fishers by 50% but Maforkie's number of fishers increased from 450 to 950 between 2002 and 2015.

⁴³ In May 2015, in total 10 cattle herder settlements have been counted and mapped (see "Final Mapping Report for MMWS", Jobo Samba, GIS expert); by February 2016 no single settlement was recorded inside the Sanctuary.

⁴⁴ For SLRE the land use mapping, based on satellite imagery determined: Water: (36%), Non-Forest: (11%); Matured Forest: (14%); Forest Regrowth (17%); Mangrove Swamp (22%); for MMWS: Mixed Tree Savana (39%); matured forest (9 %), Non – Forest, basically lakes and rivers (23%), Swamp Forest (22%) and regrowth Forest (7%).

62. The PDO Indicator 2 was a Core Indicator with pre-defined wording: “Direct project beneficiaries (number), of which 52 percent are female”. The numbers were not confirmed during Project implementation. CAP activities implementation started earlier at MMWS, e.g. the production and out-planting of tree seedlings to support community forest and boundary identification, and the installment of four community solar systems with income generating effect for the operators. These activities had village character as the entire community population benefits from solar and tree planting in community land. Beneficiaries at SLRE were reached through educational and awareness raising activities during the PRA sessions, management planning, school nature lessons, and road-shows or village visits organized by CSMT staff. Direct support to vegetable groups was provided in assistance to gardening. These activities have reached a significant number of people in the target villages, thereby contributing to create a better understanding of conservation needs among beneficiaries.

63. The PDO Indicators 1 and 2 focus on the two priority sites, not a nationwide wetland area context. More precise indicators for a nation-wide dimension are the first two indicators of the intermediate result level: “Strategic Plan for Wetland Conservation under Implementation” and “Updated Inventory and Prioritization of Conservation Needs of Key Wetland Ecosystems in Sierra Leone”.

64. All stakeholders at Mamunta Mayosso Wetland Sanctuary agreed on a *new defined boundary*, which was demarcated with beacons and trees (*Gmelinea arborea*) in cooperation with village members of all ten communities surrounding the PA. SLRE, where boundaries were never defined before has got a clear and distinct boundary consented by all stakeholders during the Management Planning phase 2014-15. However, the physical demarcation of the new boundaries with cement pillars still remains to be done. The planned *civil works* were completed at all sites at the time of Project closing in March 2016, ready to be used by the CSMTs or affiliated researchers or approached by tourists. Conservation site staff are now equipped with modern equipment, better trained, and the number of staff has more than doubled, enough that patrolling and monitoring can be carried out effectively at MMWS⁴⁵. All sites have participatory Management Plans, approved and validated by CSMCs and representatives of the surrounding communities. The implementation of CAPs in the buffer zone villages has created higher levels of trust between Government and local communities and their traditional authorities.

65. Other important factors influencing the Overall Outcome rating:

- a. *Identification with the Protected Areas* has considerably increased among residents, especially at SLRE, where the existence of a Ramsar Site was commonly unknown until WCP start.
- b. The by-laws development has produced a list of 13 binding regulations for MMWS, which were agreed upon by all stakeholders including all 10 buffer zone communities. Further, the highest ranked and harmful *threat at MMWS could be halted* by achieving signed agreements with local and District authorities on banning cattle grazing by Fula tribe ranchers in the PA.
- c. Previously conflicting parties (GoSL versus local residents) are now *allies* for restricted and regulated use of natural resources. Village volunteers are supporting CSMT and are engaged

⁴⁵ For SLRE, the number of staff is considered still to be low as compared to the size of the PA: 32 guards and Rangers for 98,000 ha means 3,000 ha/staff (for MMWS: 140 ha/staff).

in patrolling, monitoring, and research activities (e.g. assisting researchers in making transects, as field guides for visitors and for catering services). Though not yet under a legal protection status, the conservation needs are socially acknowledged by the public.

3.3 Efficiency

Rating: Substantial

66. WCP was strategically designed to complement the terrestrial focus of the GEF-3-BCP and be cost efficient through its synergies with the BCP. Thereby it was utilizing and expanding the capacity and scope of the existing BCP Government/ project team to apply skills and lessons learned at terrestrial sites and establish conservation mechanisms and community based conservation of Sierra Leone's wetlands for the first time. The synergy effects between both projects have been main drivers for efficient management and implementation of the WCP. An assessment of the project's benefits in qualitative terms is summarized in the next paragraph.

67. Besides low administrative and other overhead costs sharing with BCP, the Project has produced local and national environmental benefits. Some of the direct benefits with economic or efficiency effects are:

- a. Improvements in the *legal and regulatory framework* for wetland site operations. This has been achieved at two levels: (i) WCP promoted the development of the Wetlands Act, the first legal instrument for the aquatic ecosystems for Sierra Leone, and (ii) the Project stimulated the creation and enforcement of by-laws at MMWS where illegal activities, such as cattle grazing and settlements were banned within the PA.
- b. Introduction of efficient management technologies: WCP supported satellite-based data collection (GPS), introduced Arc-GIS software and worked with satellite images. This has prompted quick access and utilization of data for efficient decision making and agreements with stakeholders, such as for the definition of boundaries and validation of the MMWS boundary during the management planning sessions. The software and satellite images can also be used for other conservation sites in the country. Other management practices and methods introduced (mostly in parallel with BCP) were: new and harmonized patrolling formats, monthly reporting protocols, hiring of computer-literate administrators at the sites with field computers, and use of cameras for trapping wildlife. All these measures have not only improved the efficiency and professionalism in the day-to-day operations of Conservation Site staff but also raised their motivation to patrol and report. This has been reinforced by the substantial increase in staff number per site and exchanges between experienced and less experienced Site Managers and Assistant Managers.
- c. Efficiency gains in natural resource protection within the PAs can also be attributed to increased local ownership, which directly influenced stakeholders' attitudes in favor of conservation. This leads to reduced costs for legal enforcement measures and other transaction costs associated with unlawful activities (e.g. transport costs, costs for mediation, and cost for restoration of habitats). Coordinated efforts by CSMCs, including traditional authorities, councillors, and farmers have generated gains in efficiency through agreed decision-making, mitigating dis-coordination, in-transparency and unsettled rivalry among stakeholders. Education has also contributed to agree quickly on management practices which influence positively biodiversity conservation.

68. Other, indirect efficiency benefits are:

- a. The availability of vehicles and motorbikes has immensely improved movement of staff, material and equipment for both sites, as in the case of (seedling) transport and facilitation of meetings at sites or centralized meetings at Makeni office. The civil works, like headquarters and outposts, are considered to attract additional social and economic benefits by using part of these facilities for eco-tourism or renting portions to third parties for specific events⁴⁶ such as hosting researchers or eco-tourists, thereby catalyzing and promoting conservation efforts.
- b. Protecting MMWS forest and water resources is impacting *at the same time* resources downstream including the Sierra Leone River Estuary, which is linked with MMWS through the Rokel River. This is in particular important for fish populations at SLRE which have their breeding ground in the Mamunta-Mayosso complex.

69. Comparing the Project expenditure of US\$1.8 million with the 102,500 ha surface area of the two sites results in a per-hectare cost of US\$6.90 per Project year - taking into account a 31 months period of WCP. In relation to the beneficiary population of 49,000 in the 136 communities of the buffer zones, the Project cost per capita and year is US\$14.1. This interpretation does not consider the long- term benefits of some of the Project activities, such as solar power income, tree crop harvests, and multiplication of groundnut seeds, training effects, etc., which all accrue for much longer than the effective Project period of 31 months.

Table 4:

Conservation Site	Villages*	HH	WCP duration	Population	Surface (ha)	Cost/ha/yr.	Cost/capita/yr.
SLRE	126	8.182	2,58	45.000	98.000		
MMWS	10	996	2,58	4.338	2.500		
Total	136	9.178	2,58	49.338	100.500	6,9	14,1

3.4 Justification of Overall Outcome Rating

70. With project support, an effective policy framework for wetland management was prepared and forwarded to MAFFS for Parliamentary Commission consideration. The institutional setting has changed and moved forward, as conservation aspects have got more attention through the newly established NPAA. The increase of budgetary support from GoSL has come to be effective already through a substantial increase of field staff at the sites and increased salaries. District Council representatives, including councilors, see themselves now as drivers for conservation defending prevailing laws and advocating for them in CSMC meetings and with communities. The same applies to the traditional authorities. GoSL's commitment to protect natural habitats and biodiversity is manifested in the 'Agenda for Prosperity', which highlights that "*Government will work with stakeholders to develop strategies against coastal erosion, particularly for mangroves*", and concludes that "*Policy will ensure water is used in an integrated manner, addressing ecosystems, and conservation*".

⁴⁶ An active promotion of these facilities is proposed to attract researchers and tourists (e.g. through the MAFFS or "visitsalone" homepages).

71. The overall outcome rating is *satisfactory*, based on substantial relevance of objectives and design, substantial achievement of objectives, and substantial efficiency.

3.5 Overarching Themes, Other Outcomes and Impacts

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

72. WCP has contributed through Component 2 to poverty reduction, gender, and social development benefits, e.g. through training and smaller *income-related livelihood activities*, such as improved groundnut and vegetable varieties, drying floors and solar power. Solar power availability improved night-time security and the *facilitation of social and religious gatherings*. The various PRA and management planning sessions played a notable role for bringing people together in remote areas stimulating social development. Due to WCP activities, villages and authorities were exposed and linked to the interest of the international community active in conservation.

73. With its focus on building local capacities for wetland conservation, WCP involved communities in participatory PA management planning, boundary definition and formulation of by-laws. As a result, local ownership was built at the bottom, instead of top-down arrangements, often practiced before without consent of the people living in the areas. This shift towards *transparent and democratic co-management* might mark a milestone with long-lasting impact on how people interact to decide on natural resources (social development) not only for the two priority sites but as a general trend in Sierra Leone.

74. Civil works construction at the conservation sites has created *temporary employment* for villagers around the sites and income for local contractors. The maintenance of the infrastructures will need maintenance services (water and solar installations, painting, etc.) and offer therefore future income opportunities for local craftsmen and unskilled laborers, stimulating local economies in remote areas. Likewise, the operation of the site infrastructures is creating employment for cleaners, security guards, caterers, and other local service providers.

75. *Gender*. WCP has encouraged women's participation and benefits whenever possible. Women have been prominent in Project management (the Project Coordinator and National Wetland Expert were women), associated staff at the Makeni office, and PRA sessions. Women have been selected as co-assistants for CSMT and were trained in using patrolling equipments and biodiversity monitoring. Groundnut planting and vegetable seeds were exclusively the domain of women. Many other activities were not gender-specific but also included women: tree planting, solar power, and drying floors (tarpaulin) equally benefited men and women.

(b) Institutional Change/Strengthening

76. The Forestry Division (FD), then NPAA (which replaced FD as Project implementer in December 2014), were successful in creating *working linkages among key ministerial representatives and their regional bodies* in Tonkolili, Port Loko and Western Urban and Rural Districts. This enhanced FD/NPAA's position as an active networking institution and ensured

that key parties were involved from the onset in the design and implementation of WCP's components. Both the Project Coordinator of GoSL and PMT have built an effective management team with well-institutionalized relations with other Ministries (MFMR) and agencies (e.g. EPA).

77. WCP, together with the BCP, were the only larger projects directly implemented through FD/NPAA and had therefore a *high priority for the Client*, from project design and appraisal throughout implementation. The ability to understand and manage these projects with World Bank regulations and procedures and RPSDP procurement and financial management regulations had to be gradually acquired. The Forestry Division and NPAA have thereby increased their capacity to manage and steer such kind of Projects, including CS staff at site level and intermediate forestry staff in the districts. The *experiences gained through WCP/BCP are institutionalized* as most staff involved in the projects is still in management functions of NPAA. Hence, this strengthened GoSL position is likely to be sustained well after Project closing, and is opening opportunities for new projects and collaboration, especially if GEF-funded.

78. Shortly after start of WCP implementation, MAFFS made a significant institutional change by creating the National Protected Area Authority (NPAA). Responsibilities that were formerly under the Wildlife Branch of FD have shifted to NPAA, with a greatly expanded national mandate for biodiversity conservation. At present, NPAA has not yet fully staffed up, particularly at its decentralized institutional offices in the districts. But the new reform process is part of the GoSL' agenda and has already received higher budgetary allocations for staff than did the Wildlife Branch under the Forestry Division. The creation of a 'Wetland Ecosystem Unit' under NPAA is another milestone which will reinforce wetland conservation as a main pillar for NPAA policy.

(c) Other Unintended Outcomes and Impacts

79. One unintended outcome was the formulation of a *draft Wetlands Act*, which was not foreseen in the PAD, but which was favored by the Client and considered as an up-grade to foster wetland conservation aspects. A wetlands policy was not deemed necessary, as the Wildlife Policy already captures essential elements of wetlands in several chapters.

80. WCP has also facilitated *co-financing for conservation activities* through arrangements with the African Minerals Company⁴⁷, which is exporting iron ore through Pepel harbor. It can be seen as a first attempt to tap into financing options with the private sector, which is a viable choice for co-financing the Conservation Trust Fund, established under NPAA. Partnership agreements with eco-tourism investors have not been concluded during WCP, but special attractions in the sites, such as the draft crocodile and special bird watching places could be actively promoted. Bunce and Tasso Islands in the River Estuary could be advocated by NPAA,

⁴⁷ *African Minerals* was sold to the Chinese based *Shandong Iron and Steel Group* in 2014, after being impacted heavily by the Ebola crisis in 2014 and slumping iron ore prices.

e.g. through MAFFS' webpage or <https://www.visitsierraleone.org/>⁴⁸. Bunce Island, though small in size as compared to Tasso Island, is famous because thousands of slaves were shipped from the Island to ports in the American South during the second half of the 18th century. Declared as a National Monument in 1948, it was added to the UNESCO Tentative List to be nominated as World Heritage in 2012⁴⁹. Over time, eco-tourism is likely to become more significant in Sierra Leone with infrastructure and particularly image-improvements of the country if civil unrest and disease epidemics will not obstruct this development path.

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

81. No formal beneficiary survey or workshops were conducted, but stakeholder feedback received during the post-completion mission in February 2016 has been referenced throughout this document.

4. Assessment of Risk to Development Outcome

Rating: Negligible to low

82. The key risks that have been considered during preparation and design were: (i) the risk that the implementing agency, MAFFS, has limited capacity to successfully implement the project, including limited technical expertise and experience with project and financial management; (ii) the risk that local communities may be inclined towards unsustainable resource exploitation, due to poverty and insufficient incentives; and (iii) the risk that the GoSL may not provide adequate attention and resources to improving strategic and operational conservation management of wetlands.

83. Risk (i): despite its complexity in institutional arrangements necessary for implementing the Project, WCP was initiated while BCP was well under way; hence WCP could benefit from arrangements made under BCP and additional procurement staff hired by MAFFS. The (ii) risk did not turn into an obstacle, as the communities around MMWS had made mainly positive experience with the Sanctuary in the past and were quite interested to support further conservation developments. The population around SLRE was partly not aware about the existences of the PA (almost 50%) and demonstrated increasing interest in being part of a co-management with the Ministry. The (iii) risk was not relevant with the creation of NPAA and increased staffing and budgetary support for Protected Areas in the country.

84. The creation of the NPAA and new staff recruitment are strong indicators for GoSL commitment to wetland conservation. Overall, the likelihood of sustainability and replication of

⁴⁸ One of the principle web-sites for tourists.

⁴⁹ Among five other Sierra Leone locations (including Gola Forest and Western Area Peninsula Forest Reserve).

Project-initiated activities is considered to be high and the risk to the development outcome is therefore assessed to be negligible to low.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: Satisfactory

85. The WCP was designed to *complement the terrestrial focus of the GEF 3-supported BCP*. It was intended to consolidate and expand on the ecological coverage to build a coherent national conservation program that includes wetlands and coastal priority areas not considered in the scope of the BCP. WCP was designed similar to BCP, which facilitated quick understanding and implementation arrangements with staff of PMT/CSMTs, District Council authorities and cooperation partners in FM and procurement, partially already supporting BCP.

86. During Project preparation phase, it was considered to *trigger the Involuntary Resettlement Policy* (OP/BP 4.12) as Project activities may have entailed: (i) limited land acquisition once conservation site boundaries are demarcated and for small infrastructure works; (ii) relocation of a small number of human settlements located inside any of the conservation sites; and (iii) restriction of access to the designated conservation sites. These considerations at entry were related to unknown territory of the sites and therefore insufficient knowledge about the people residing in or around the sites. During WCP implementation it became clear that there was no need for involuntary or reallocation of settlements, so this Policy did not need to be applied.

a. SLRE: though being Sierra Leone's first declared Ramsar Site in 1999, it had no legal protection status and no boundary at entry. The SLRE Management Plan defined the first time ever a clear boundary, which was consented during stakeholder meetings. Within this boundary 126 villages were identified, basically along creeks and rivers, which form the estuary. The Management Plan suggested the creation of a Biosphere Reserve (UNESCO classification) with six Core Zones, and specific fisheries and mangrove management plans⁵⁰. Besides the six core areas which comprise strictly protected ecosystems, the category Biosphere Reserve also includes *transition areas* within its territory, where those activities are allowed which foster economic and human development that is socio-culturally and ecologically sustainable. With this interpretation of the SLRE as protected area, land acquisition and relocation of people became unnecessary.

⁵⁰ The creation of Biosphere Reserve is also proposed as category in the SL Wildlife Policy, p. 11; according UNESCO definition, Biosphere reserves are 'Science for Sustainability support sites' – special places for testing interdisciplinary approaches to understanding and managing changes and interactions between social and ecological systems, including conflict prevention and management of biodiversity.

- b. MMWS is a proposed Wildlife Sanctuary, a classification which corresponds to IUCN Category IV ‘Habitat/species management area’⁵¹. Areas under this category consider establishing and accounting for land tenure rights prior to Gazettment. Ownership may include a mixture of state land, community- and private land, in which the owners have agreed to ensure the development of effective co-management. This interpretation considers the population within the PA to be active partners, in line with the approach pursued by WCP. Hence, the problem of involuntary settlement and Resettlement Action Plans (RAPs) as planned in the PAD had turned out irrelevant for both sites.

87. Procurement responsibility was assigned to a consultancy firm, which was already rendering services for the World Bank-financed Rural and Private Sector Development Project (RPSDP). This allowed making use of existing resources and avoided Ministry capacity constraints in procurement and financial management.

88. Official Project start was June 2011, yet effective Project commencement was practically two years later because the contract for the Project Management Team was signed in May 2013. On the one hand, it permitted MAFFS and PMT to familiarize with BCP first and commence WCP operations quickly in 2013. On the other hand, the previously 4-year project period was shortened to 31 months (2.58 years) including the extension of nine months. This has caused some re-arrangements such as integrating CAP implementation into the Management Plans. It also left some of the planned activities unfinished: e.g. development of by-laws for the six core zones of the SLRE⁵² or the physical boundary demarcation for SLRE, which however did not impact the overall performance of the Project and the achievement of the objective.

89. Most Project indicators have been defined on a realistic judgment of what can be achieved. The second PDO indicator “*Direct project beneficiaries (number), of which are female (%)*” was based on too high population figures, and was rather vague and overlapping with the more specific intermediate results indicator “*% of households (hh) targeted under CAPs receiving training and/or support for conservation-linked activities*”. Risk factors and risk description have been properly appraised, though the rating of risk was generally too pessimistic (mostly high risk rating⁵³).

90. In its appraisal and project preparation missions *the Bank operated closely with the Client* (MAFFS-FD) to capture its major interests and priorities; e.g. the selection of sites and the components of the Project were developed jointly with the Forestry Division. Parallel to WCP preparation and appraisal, the Bank was also involved with the West Africa Regional Fisheries Program (WARFP-SL), which provided support to control illegal, unregulated and unrecorded use of marine resources, and delineated among other areas a boundary for SLRE

⁵¹ Harmonization of national Protected Area classification system with the IUCN categories is expressed in the Wildlife Policy of 2010.

⁵² The “Final Boundary Demarcation Report” of the Ministry of Fisheries and Marine Resources for 4 declared MPAs, sub-divides SRLE into 4 clusters; the boundary of SLRE according MPA definition does not coincide with the boundary of the proposed Biosphere Reserve of WCP; but it was agreed between the two Ministries to allow a different focus and perspective for the conservation of the Estuary.

⁵³ See PAD, page 28, Annex 4.

according its Marine Protected Area Gazettement of May 2012. The *relationship with WARFP* was central since WCP's inception phase and has led to an MoU between MAFFS and MFMR, defining cooperation lines between the Ministries to augment efforts to conserve marine resources, which are ecologically critical for the marine ecosystems and fishery resources.

91. In conclusion, project design had strategic relevance for wetlands, and was based very much on synergy effects with BCP and WAPFR. For its unclear boundary at SLRE and unknown data on population statistics at appraisal some considerations in the PAD were erratic or became unnecessary (beneficiary indicators and the envisaged need for Resettlement Action Plans). The Project started effective implementation in June 2013, two years later than initially planned. The delay had the positive side effect, that Project could build on BCP experience and hence on the Client's and stakeholders' understanding of Project approach and objectives, which made project implementation efficient from its commencement.

(b) Quality of Supervision

Rating: Satisfactory

92. The World Bank team provided regular supervision inputs during Project implementation. The visits did not reach only the Freetown main office of the Client, but went down to sub-regional level in Makeni office and to the sites, thereby motivating CSMTs, beneficiaries and local authorities. Additional support was rendered from the World Bank Freetown office through a consultant and experts on financial management and procurement, who were participating regularly in (video conference) meetings with the Project team (Client and PMT). A comprehensive country and field mission in February 2016 was the final stage of a fruitful and respectful relationship with stakeholders, confirmed in meetings with beneficiaries. Findings and recommendations from supervision missions have been presented in debriefing meetings with the Minister (representing MAFFS and the Client) and PMT.

93. The Bank team worked effectively with the Client and PMT to address implementation hurdles as they were encountered: e.g. technical advice in preparation of different terms of reference and no-objections with regard to procurement adjustments and contracting external consultancy services. Mission Aide Memoires and ISRs were regularly completed, providing a consistently view of the implementation status of the Project's components. The World Bank team in Washington maintained strong contact with the Sierra Leonean partners also during Ebola, via video conferences, which were organized almost on a monthly basis. Decisions were taken with a clear understanding of the Country's context, the Client's strengths and weaknesses and in reflection of certain circumstances, such as Ebola, which led to a nine months extension of the Project.

94. Towards the end of the Project, the Bank spearheaded the preparation of a conceptual project proposal outline for a post-WCP phase with NPAA/ PMT, and motivated a meeting with the Bank's Country Director and EPA to explore financing and cooperation options for a GEF-6 proposal. This initiative, regardless of its successful financing, reflects the Bank's commitment in supporting the GoSL to protect biodiversity beyond Project end.

(c) Justification of Rating for Overall Bank Performance

Rating: Satisfactory

95. With a generally sound and highly relevant project preparation and design at entry and the high quality of Bank performance during supervision, the Bank's overall performance is rated *Satisfactory*. Bank supervision and monitoring was consistent and focused with sufficient visits in country at all levels to judge Project performance and reasons for delays or shortfalls. Actually, the Project benefited greatly from the experience, advice and objective-oriented leadership during field- and debriefing missions, and helped to improve project performance.

5.2 Borrower

(a) Government Performance

Rating: Satisfactory

96. The Project's achievements were based on sustained commitment at all times of Project preparation and implementation. The Government's strong advocacy for biodiversity conservation was demonstrated by the creation of an independent National Protected Area Authority in 2014, with an increased budget support to invest into the Protected Area network to finance e.g. a significant increase of field staff number at different sites. Commitment to support wetland conservation is reaffirmed through (i) the Government's new policy which emphasizes that wetland resources are to be used in an integrated manner, addressing human needs and ecosystems⁵⁴, (ii) the creation of a draft Wetlands Act, and (iii) NPAA's plans to create a Wetland Ecosystem Unit within its Authority (next to a Terrestrial Ecosystem Unit).

97. More specifically in terms of Project implementation, a pragmatic and participatory approach was pursued by Government staff including the Project Coordinator, the Forestry Division Director, the new NPAA Director and the MAFFS Minister. This has created an atmosphere of integration and stimulated discussion to reach consents, e.g. in the finding of criteria for the SLRE boundary definition, which led to its mapping for the Management Planning process. Government presence and guidance was manifested e.g. during monthly meetings with site managers, inter-ministerial Steering Committee meetings in Freetown, MAFFS monitoring and planning sessions and a site visit of the Minister to MMWS.

98. Likewise at the sub-national level, various district councils have been active in steering and partnering WCP program activities. Not only designated Forestry staffs of the District Councils, but also the Environment and Social Officers took part in the Participatory Rural Appraisal sessions and management planning process for the two conservation sites and were active in the constitution and the functioning of Conservation Site Management Committees.

⁵⁴ Cited from Agenda for Prosperity 2013, GoSL.

(b) Implementing Agency or Agencies Performance

Rating: Satisfactory

99. The implementing agency was for a short period the Forestry Division of MAFFS (6/2013 to 11/2014) until the Ministry decided to create the NPAA, which from then on implemented the Project. However, the main actors of the Wildlife Branch of the Forestry Division moved to the NPAA. That meant that Government commitment remained strong throughout Project life with a well-prepared and committed Project Coordinator (FD/NPAA). Despite the work load with several projects in parallel (e.g. alone four EU funded projects⁵⁵), the FD/NPAA was able to bridge between the central Ministry in Freetown, the PMT satellite office in Makeni and the sites in the districts, and build up and maintain contacts at inter-ministerial level and with the World Bank. The Project Coordinator of FD/NPAA has been the institutional and Project memory from the beginning of the conceptual planning phase throughout BCP's entire implementation. This helped in guiding the new NPAA Director and seamless continuation of Project implementation after NPAA installed its new office and functions.

100. Communication lines between Freetown and the PMT, based in Makeni, were short. Regular meetings including the CS managers were held in Makeni and urgent matters were communicated by telephone. Most of the PMT personnel were experienced experts and known and recognized by the Client, which led to smooth coordination between Freetown and Makeni offices. By this means, one major change in personnel, the replacement of the PMT Manager, induced by the Client, was handled efficiently without jeopardizing Project continuity or outcomes.

(c) Justification of Rating for Overall Borrower Performance

Rating: Satisfactory

101. The project was completed in a satisfactory manner, in large part due to the commitment, leadership and continuity demonstrated by FD/NPAA, and due to the constructive collaboration that was initiated with Paramount Chiefs, district offices and with other ministries. Moreover, key Government agencies have taken important, positive steps to sustain and consolidate Project achievements with the creation of NPAA and a Wetlands Ecosystem Unit under NPAA.

6. Lessons Learned

102. *Learning from examples:* (i) WCP benefited from BCP arrangements and experiences to start up operations efficiently. Implementing a second Project next to BCP was not a difficult task for FD/NPAA and PMT involving the same key implementers at technical, policy-

⁵⁵ Four EU funded projects are (1) The Western Area Peninsula Forest Project (€ 3 Million); (2) Gola Forest Project (with RSPB/CSSL, € 5 Million); (3) Trans-boundary Peace Park Project between Sierra Leone and Liberia at Gola Forest (€ 3.2 Million); and (4) REDD+ Project (€ 1.8 Mio).

administrative, procurement and financial management levels. (ii) The selection of two highly different sites (e.g. MMWS was 40 times larger than SLRE) motivated Project implementers to spearhead many activities in the smaller Sanctuary. Activities which proved successful were then replicated and applied at the larger River Estuary site. In terms of efficient execution of projects and piloting best practices, MMWS proved to have better conditions than the large River Estuary for its compact size, easy access and political- as well as cultural homogeneity.

103. *Devolution of responsibilities to lower administration level (subsidiary principle).* First, coordination within the vast SLRE area with over 120 communities, different political authorities, and socio-economic heterogeneity was rather challenging. In this case a sub-division of functions and responsibilities was very much appreciated by stakeholders and has enhanced the identification and ownership with *their* Conservation Site (Core Zones)⁵⁶. Ownership responsibility for the Conservation Sites were expressed, e.g. through conceding land from private ownership to GoSL for co-management and civil works, volunteering activities to build bird walk trails at MMWS or voluntary joint patrolling. Second, the integrity and unity of the Ramsar site is still assured through the Conservation Site Committee and by deepening joint actions with conservation partners (e.g. MFMR, EPA, NGOs and Universities). That improved the position to promote further conservation into district and national policies (draft wetland chapters in DDPs and A4P).

104. It seems *feasible to attract private sector resources*, for example in the area of eco-tourism as well as for processing and marketing of high value agricultural crops as long as the market alternatives are available. For example, intercropped cashew plantations, honey production combined with appropriate processing and marketing, or pineapple production with secured market outlet could increase smallholders' income and reduce pressure on natural resources in the PAs. Furthermore, particularly in the case of Sierra Leone River Estuary, operating mining companies might be interested to reach agreements that could include financial support for conservation site management as part of the companies' responsibility to mitigate and compensate for environmental damages caused (offsetting)⁵⁷. As an example, African Minerals AML has financed the restoration of a Mangrove area within SLRE in cooperation with NPAA/WCP.

105. *Facilitation role to solve conflicts at Protected Areas:* The Project played a vital role in solving the conflict of cattle grazing within the Mamunta-Mayosso site. There was a situation that two out of the ten Town Chiefs at MMWS allowed Fula cattle ranchers to settle illegally and graze their livestock in communal lands including the Sanctuary in exchange of "gifts" such as livestock, while the majority of village residents surrounding the Sanctuary condemned these bi-lateral agreements (for the damages caused). Therefore surrounding village farming populations were calling on third parties, such as the GoSL/NPAA and Paramount chiefs to play an active mitigation role to reach consensus and conservation targets. The Project facilitated meetings with the District Council representatives, the Paramount Chief, councilors and

⁵⁶ E.g. expressed in the identification of by-laws separately for each chiefdom and district.

⁵⁷ The National Trust Fund under the NPAA (National Protected Areas Authority) would be the institution to administrate those funds for a country wide Protected Area program.

residents (partly through CSMC gatherings), which made agreements transparent and put pressure on Town Chiefs (and Section as well as Paramount Chief) to respect the by-laws constituted for the site⁵⁸. In the end, all agreed on relocation of grazing ground to other areas of the chiefdoms and in March 2016 no Fula settlement was included in the Sanctuary (11 settlements were still identified in the March 2014 assessment of the WCP GIS unit⁵⁹).

106. *Community-level and civil works investments*, although small, had contributed decisively to a new and participatory development approach at both sites. Communities in the vicinity of the CSs have realized direct and indirect benefits from integrated ecosystem management, through temporary employment in civil works construction and permanent employment by NPAA contracting additional CS staff. Livelihood activities were a good entry point for co-management, which is the key for effective protection of natural resources, as all threats are related to human intervention. Communities with their authorities experienced, and expect further on, more benefits from protection than exploitation. This increased both, (i) their understanding of the importance of conservation efforts and (ii) shared ownership for the Conservation Sites.

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

(a) Borrower/implementing agencies

107. The Government (NPAA) has prepared a concise self-assessment report on the BCP, provided in Annex 7.

(b) Cofinanciers

Not applicable.

(c) Other partners and stakeholders

Not applicable.

⁵⁸ By-law No. 1: “No Cow Settlement in the Reserve. Fine: 1,000,0000 SLL”, agreed upon by all 10 communities of the site.

⁵⁹ According “Boundary Demarcation Report”, 2014, Jobo Samba, MAFFS

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in US\$ Million equivalent)

Components	Appraisal Estimate (US\$ millions)	Actual (US\$ millions)	Percentage of Appraisal
Component 1	0.15	0.15	100%
Component 2	1.545	1.545	100%
Component 3	0.105	0.105	100%
Total Baseline Cost	1.8	1.8	100%
Physical Contingencies	0.00	0.00	-
Price Contingencies	0.00	0.00	-
Total Project Costs	1.8	1.8	100%
Project Preparation Facility (PPF)	0.00	0.00	-
Front-end fee IBRD	0.00	0.00	-
Total Financing Required	1.8	1.8	100%

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (US\$ millions)	Actual/Latest Estimate (US\$ millions)	Percentage of Appraisal
Global Environment Facility (GEF)		1.8	1.8	100%

Annex 2. Outputs by Components

PROJECT - OBJECTIVES	OUTPUT INDICATOR	PROJECT OUTPUTS
Component 1: Strategic Planning for Wetland Conservation		
Effective policy, legal and institutional framework for biodiversity conservation in place	(i) Strategic Plan for Wetland Conservation	1) Strategic plan for wetland conservation has been developed, and 2) Inventory of key wetland areas up-dated; 3) additionally, the Wetlands Act has been produced and national consultation for validation was done; the Act now awaits approval by Parliamentary Commission
	(ii) Updated inventory and prioritization of conservation needs of key wetland ecosystems in Sierra Leone	
Component 2: Wetland Conservation Site Planning and Management		
Participatory management plans for selected priority conservation sites and buffer zones implemented	(i) Participatory management plans for selected priority wetland areas developed and adopted by CSMCs	Management Plans (five years plans) produced for both sites and approved by stakeholder consultation workshops
	(ii) Annual work plan for selected wetland areas are approved by relevant CSMCs	CSMC were established at both sites and annual Workplans were approved by CSMC meetings
	(iii) Basic infrastructure as identified in Management Plans (e.g.) established in selected priority wetland areas	The civil works are completed, after adaptations and down-scaling due to budgetary constraints, at locations given below: <u>SLRE</u> : a) Administrative Building (office) and Ranger outpost at Lokomasama b) Ranger outpost at Masiaka Pictures of infrastructure are provided in Annex 10. <u>MMWS</u> : a) Administrative Building (office) and Ranger outpost and Mayossoh b) Ranger outpost at Mamunta, Board walk platform and watch tower constructed at MMWS for nature viewing Significant MP goal achievements have been made during WCP for example in community development and co-management efforts, in staffing and monitoring activities, and in defining and implementation of local by-laws to sustainably manage the sites.
	(iv) % of households (hh) targeted under CAPs receiving training and/or	All households for MMWS site were targeted under CAP (!) and have received support for conservation linked activities; see list in table 5. SLRE CAP targeted 28 communities comprising

PROJECT - OBJECTIVES	OUTPUT INDICATOR	PROJECT OUTPUTS
	support for conservation-linked activities	3,439 HH of a population of 23,850 people. 1,575 HH form direct beneficiaries of CAP supported activities which is 46% of HH targeted under CAP.
	(v) All District Development Plans of the three Districts have a chapter on wetland conservation by EoP	Two district development plans (Tonkolili and Port Loko) have included chapter on wetlands conservation; e.g. Tonkolili District had inserted a three page chapter on wetland policies and strategies under its DDP - Chapter 6 'Emerging Issues'
	(vi) Chiefdom by-laws updated to include existing wetland conservation laws and regulations	Both sites have documented chiefdom by-laws; the by-laws at MMWS are harmonized and comprise 13 regulations; the by-laws at SLRE are developed for each chiefdom and the western districts.

Table 5: CAP activities at MMWS (excerpts)

MMWS CAP activities carried out in WCP

				CAP activities			
No	Village	HH	Population (total)	Trees*	G/nut seeds	Solar Systems	Tarpolin
1	Mayossoh	137	662	1.200	x	x	x
2	Maborbor	29	115	1.200	x	x	x
3	Mayirima	28	197	1.200	x	x	x
4	Mayossoh Line	54	133	1.200	x		x
5	Makonie	42	227	1.200	x		x
6	Makabie Line	67	175	1.200	x		x
7	Mamunta	340	1.105	1.200	x	x	x
8	Mafomba	160	778	1.200	x		x
9	Mathonkara	86	589	1.200	x		x
10	Mamanor	53	357	1.200	x		x
Total		996	4.338	12.000	130 bushel	4 systems	65 pieces

* *Gmelina arborea*

SLRE PRA and CAP assessments and CAP implementation

	Community	No. of HH	Population	Women	%	Groups	CAP*	No per group	Total benef.
Freetown	1 Robis	211	1.950	850	44	3	x	25	75
	2 Tassoh	180	1.210	510	42	2	x	25	50
	3 Sanglima	80	675	250	37	2	x	25	50
	4 Oku /Allen Town	156	1.130	430	38	2	x	25	50
	5 Rokupa	198	1.025	587	57	2	x	25	50
	6 Mayemi	126	1.000	550	55	1	x	25	25
	7 Pamuronkoh	286	2.500	1.200	48	2	x	25	50
	8 Ojuku	197	1.750	875	50	1	x	25	25
	Total Western Urban	1.434	11.240	5.252	47	15			375
Kafu Bullom	9 Mamankie	160	758	324	43	3	x	25	75
	10 Yaliba	75	376	196	52	2	x	25	50
	11 kafunka	73	356	201	56	2	x	25	50
	12 Mabendu	85	427	239	56	3	x	25	75
	13 Sumbuya	225	1.075	630	59	4	x	25	100
	Total Kaffu Bullom	618	2.992	1.590	53	14			350
Maforkie	14 Gbonkomayera	82	500	252	50	3	x	25	75
	15 Matiakor	76	558	202	36	3	x	25	75
	16 Ropampa	83	600	228	38	3	x	25	75
	17 Malaberu	78	450	200	44	2	x	25	50
	18 Gberraymorie	45	275	155	56	2	x	25	50
	Total Maforki	364	2.383	1.037	44	13			325
Lokomasama	19 Kumrabai	201	1.200	400	33	3	x	25	75
	20 Mafaray	87	750	300	40	2	x	25	50
	21 Madina	136	1.050	350	33	2	x	25	50
	22 Petifu	124	930	300	32	2	x	25	50
	23 Kigbah	97	562	223	40	2	x	25	50
	Total Lokomassama	645	4.492	1.573	35	11			275
Koya	24 Kagbakay	98	640	240	38	2	x	25	50
	25 Magbanku	67	435	205	47	2	x	25	50
	26 Makainkay	48	402	156	39	2	x	25	50
	27 Kagbunkor	67	366	150	41	2	x	25	50
	28 Rossarbaifu	98	900	240	27	2	x	25	50
	Total Koya	378	2.743	991	36	10			250
	Grand Total	3.439	23.850	10.443	44	63	63		1.575

* basically supporting the groups in gardeing practices with training, seeds, equipment, tools

Annex 3. Economic and Financial Analysis

Classical economic and financial analyses cannot be undertaken due to the nature of the Project. Yet, the PAD identified numerous expected incremental benefits in its Annex 7 and compared likely scenarios with and without Project interventions.

While the main incremental values added and outputs are derived directly from WCP components and indicators, additional sections on incremental Global Environmental Benefits (GEB) and incremental values added are provided in Annex 7 of the PAD. These anticipated benefits and values are compared with Project achievements in the table below:

Table 6: Global Environmental Benefits and related WCP achievements

GEB mentioned in PAD	Achievement by WCP
<u>Effective conservation of globally important wetland ecosystems</u> which will help sustain diverse flora and fauna species in large proportions and provide many ecosystem services such as coastal protection from storm, reduction of shoreline and riverbank erosion, stabilizing sediments and absorption of pollutants	Management effectiveness for two priority sites in Sierra Leone has increased for SLRE (tripled as compared to baseline scenario).
<u>Conservation of a rich and endemic wildlife</u> (such as crabs, crustaceans, fish, mollusks (bivalves, oysters), abundant avifauna (waterbirds), and some rare mammals and turtles	By-laws for two priority wetland sites have been developed and agreed, which is seen as a foundation to protect wildlife and in general natural resources.
<u>Conservation management of currently threatened priority wetland ecosystems</u> in the context of the national protected area network and conservation strategy and providing sustainable, conservation-linked <u>benefits for local communities</u> , as well as future opportunities for education and ecotourism.	PRAs and Community action planning and implementation have increased capacity and benefits at site and district level. Basic infrastructure and bird walking trails have increased potential for eco-tourism. Awareness raising, creation of jobs (civil works, staff number increase at sites) and positive attitude of communities towards joint conservation efforts are effective; cost-efficient conservation strategies were developed under WCP (e.g. co-management and joint patrolling, and harmonized monitoring formats).
Investments in biodiversity at ecosystem level removing the root causes of threats, thus improving the efficacy and cost-effectiveness of management endeavors.	
Strengthened institutions at national and local levels through targeted capacity building for planning, management and monitoring of mangrove biodiversity conservation.	Set-up of CSMCs included District Councils as drivers for continued coordination. Management planning process and implementation has increased capacity and benefits at site and district level.
Harmonization of fragmented national environmental <u>policies</u> and <u>legislation</u> .	Multi-sector participation in the preparation of the Wetlands Act, Wetlands Inventory and Strategic Plan have included Ministry of Fisheries and Marine Resources, Ministry of Mineral Resources, EPA, NPAA and other relevant stakeholders.
<u>Increased partnerships</u> at all levels, providing opportunities to better collaborate and communicate the exchange of good practices	Collaboration with MFMR and MMR, EPA and MAFFS at central and district levels in the PRAs and preparation of the management plans

	and private sector coordination has led to e.g. mangrove afforestation at SLRE through African Minerals. The 2014 baseline assessment of MPAs (WARFP) and the London Mining Company environmental report have influenced the Management Plan for SLRE.
Likely trans-boundary impact: given that a number of these mangrove stands or their catchments are shared by countries, mangrove goods and services can be shared.	This GEB was not directly addressed by WCP.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/Specialty
Lending			
John Fraser Stewart	Team Leader, Sr. Environment	AFTEN	TTL
Gayatri Kanungo	GEF Technical Specialist	AFTEN	GEF Technical Specialist
Alyson Kleine	Operations Analyst	WBICC	Operations Analyst
Edward Dwumfour	Sr. Environmental Spec	AFTEN	Sr. Environmental Spec
Peter Kristensen	Acting Program Coordinator	AFTEN	Acting Program Coordinator
Mi Hyun Bae	Social Scientist	LCSSO	Social Scientist
Marjorie Mpundu	Senior Counsel	LEGA	Senior Counsel
Luis Schwarz	Senior Finance Officer	CTRFC	Senior Finance Officer
Ferdinand Tsri Apronti	Procurement Specialist	AFTPC	Procurement Specialist
Joyce Agunbiade	Financial Mgt. Specialist	AFTFM	Financial Mgt. Specialist
Anders Jensen	M&E Specialist	AFTRL	M&E Specialist
Virginie Vaseopoulos	Program Assistant	AFTEN	Program Assistant
Fatu Karim-Turay	Team Assistant	AFMSL	Team Assistant
Salam Hailou	Program Assistant	AFTEN	Program Assistant
Supervision/ICR			
George Campos Ledec	Lead Ecologist	GEN01	Team Leader
Sachiko Kondo	Natural Resources Mgmt. Spec.	GEN01	Co-Team Leader
Joachim Gotthard Ballweg	ICR author, Consultant	GEN01	ICR author, Consultant
Nevena Ilieva	Operations Adviser	GEN07	Operations Adviser
Sydney Augustus Olorunfe Godwin	Financial Management Specialist	GGO31	Financial Management Specialist
Anders Jensen	Sr. M&E Specialist	GEN05	Sr. M&E Specialist
Charity Boafo-Portuphy	Program Assistant	AFCW1	Program Assistant
Salieu Jalloh	Program Assistant	AFMSL	Program Assistant
Yesmeana N. Butler	Program Assistant	GEN01	Program Assistant
John W. Fraser Stewart	TTL during implementation	AFTEN	Sr. Natural Resources Mgmt. Spec.
Jingjie Chu	TTL during implementation	GEN01	Sr. Natural Resources Mgmt. Spec.
Valya Georgieva Nikolova	Consultant	FAO	Natural Resources Mgmt

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
Total:	13.6	51,558
Supervision/ICR		
Total:	13.72	51,771

Annex 5. Beneficiary Survey Results

Not applicable for this ICR.

Annex 6. Stakeholder Workshop Reports and Results

Not applicable for this ICR.

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

Self-Assessment by the Project Coordination Unit on Results Achieved under the Sierra Leone Biodiversity Conservation Project

OBJECTIVES AND OUTCOMES	Outcome Indicators	Baseline	Target	Actual
Project development objective (PDO)/ Global Environmental Objective (GEO) To improve strategic and operational conservation management of wetland areas in Sierra Leone.	(i) Mgmt. Effectiveness in priority conservation sites supported by the project has increased by 20% by the end of the project (EOF)	(a) MMWS (2006) METT score 19 (b) SLRE (2006) METT score 20	(a) MMWS: four years project target score 23 (b) SLRE four years project target score 24	(a) MMWS 62 (b) SLRE 57 The METT provides a simple tool to measure the project progress at the conservation sites. The Project Team together with the communities were able to execute the METT. It was observed that the project METT scores at the end of the project surpass its targets in the Project PAD. This was attributed to the following: increase in number of staffs assigned, provision of logistical support in the form of transportation and accommodation facilities, community collaboration and CAP support, and on the job training provided to field staffs to improve their skills in modern conservation management practices like the use of GPS, camera traps etc. and the no cost extension of the project that enable us to complete most of the project activities. The tremendous achievement in MMWS was also due to the fact that it was a small size and nearly homogenous community
	(ii) Mechanism for replication of best practices established by EOP	None	New priority conservation sites using WCP-	The WCP project implementation was aligned with its terrestrial component, the BCP. A number of formats and procedures generated during the BCP project implementation were also adopted in the WCP. These

OBJECTIVES AND OUTCOMES	Outcome Indicators	Baseline	Target	Actual
			generated best practices	formats are now accepted for NPAA implementation activities and include: conservation site report formats, standardized management plan, and field data collection format for field patrol activities. Law enforcement activities are simultaneously done along biodiversity data collection on field patrols.
Strategic Planning for Wetland Conservation	(i) Updated Wildlife Protection Act and Forestry Act and associated regulations drafted, to include requirements for effective PA Mgmt.	Existing Forest and Wildlife Conservation Acts	Notes from the Attorney General's Reports, Government Gazette	These Acts have been revised and validated at national level with a wide ranging input from different institutions and chieftdom representatives across the country. Document finalized and ready to be approved by Honorable minister of MAFFS to be submitted to parliament for endorsement. Strategic Plan for Wetlands Conservation is developed.
	(ii) A new Act, Wetland Conservation Act developed	No Act for Wetlands Conservation	Notes from the Attorney General's Reports, Government Gazette	This Act was validated at national level with a wide ranging input from different institutions and chieftdom representatives across the country. Waiting for enactment
	(iii) CS GIS system established and operational	No system in place	Hardware and software purchased and system come functional	GIS database is functional and now used by the National Protected Area Authority to include data collected from other conservation sites. The GIS system has been very helpful in the boundary delimitation process, law enforcement field patrol, and wildlife monitoring and fire maps. Geo-referencing the above information support management decision of the PAs The staffs, especially the site managers and their assistants have received a number of on the job training

OBJECTIVES AND OUTCOMES	Outcome Indicators	Baseline	Target	Actual
				by both national and international experts on the use of GPS, maps and datasheet handling for biodiversity and law enforcement
	(iv) Permanent co-ordination among agencies on matters related to wetlands operational by PY2	No mechanism in place	A steering committee has been established comprising key MDAs representatives	Semi-annual steering committee meetings were conducted following the establishment of the steering committee. This has enhanced coordination between NPAA and other agencies especially the Mineral Agency responsible for issuing license to mining companies to explore and mine minerals in the country.
	(v) Updated inventory and prioritization of conservation needs of key wetland ecosystems in Sierra Leone	Outdated/ incomplete inventory	Inventory report	An updated inventory report on wetlands produced
Wetland Conservation site planning and management	Participatory management plans for selected conservation sites and buffer areas developed	Management Plan for conservation sites do not exist	Management Plan prepared and under implementation for the two conservation sites	Management plans for both conservation sites have been developed through wider and transparent consultation with local community stakeholders, local government authorities and other institutions. These plans resulted in the first participative management actions ever for these conservation sites. These management plans are being utilized and constitute the main reference material for Community Action Plans which provide support for community livelihoods.

OBJECTIVES AND OUTCOMES	Outcome Indicators	Baseline	Target	Actual
	Annual work plans for the two conservation sites are developed and approved by Conservation sites Management Committee	Annual work plan and CSMC do not exist	Regular work plan developed that guides the management process of the conservation sites and local stakeholders influencing the management of the sites	Annual work plan exist for both Conservation sites. However, Staffs have been trained in work planning activities although budget support for the implementation of work plan still remains a challenge after the project implementation. One key lesson learned during the quarterly meetings on work planning and reporting was that the inexperienced managers were able to learn from the experienced managers by bringing them together on this activity
	Basic infrastructure as identified in Management Plans (e.g.) established in selected priority wetland areas	Basic infrastructure (e.g. office, accommodation, nature trails etc.) inadequate or absent	Key infrastructure in place at each conservation site by EOP	Construction of park infrastructures such as offices and outposts were carried out at both conservation sites. One Office structure for each site and two ranger posts for each of the two conservation sites were built. MMWS as a fresh water/inland wetland, 3 board walk trails with 3 resting huts were constructed for visitors' easy access to birds and crocodile sites.
	Updated information on biodiversity at the conservation sites available by EOP	There exist little or outdated information on species	Information on key biodiversity species available for management action	A Biodiversity Study was carried out by external consultancy services to update biodiversity information for these sites and in MMWS it is worthy to note that species like Dwarf crocodiles still exist at this site. Moreover, camera trapping have been useful as it generate information on the presence and distribution of large mammals species in the conservation sites. Field staffs have acquired the necessary skills in setting up camera traps and the skill gain together with the availability of the camera trap will help in monitoring the large mammal species in the future

OBJECTIVES AND OUTCOMES	Outcome Indicators	Baseline	Target	Actual
Community outreach and conservation linked development activities supported	Community perception and knowledge on PA management improved	Community perception on PA management is very negative	Community show positive attitude toward PA management, and contributing to PA management activities	The education and awareness raising strategy developed under the BCP was adopted. The outreach and awareness raising programs targeted community and other stakeholders through local and national communications programs that include television and radio programs, newspaper, road shows, workshops, preparing information materials (posters, stickers calendars), training field staff, and developing nature clubs. The METT meeting and CSMC meetings were also useful occasion for stakeholder sensitizations on key project issues. In addition, several workshops, and conservation site management meetings have helped greatly in changing the negative perception and attitudes of community people towards conservation. For instance the CSMC took the responsibility to sensitize the people of MMWS on cattle resettlement outside the park
	Conservation-linked community development needs identified and supported	Communities not deriving benefit from PA conservation activities	Community Action Plan developed and action explore options to support them	It was through CAP activities that community livelihoods activities were supported. CAP was developed through community consultation and need assessments. It actually provides a valuable tool in project implementation for providing livelihood support to the community.
	All district development plans of the three districts have a chapter on wetland	No chapters on wetlands conservation exist	District development plans have a chapter on wetland conservation	Two of the three district councils have a chapter on wetland conservation in their development plans. However, the District Councils were part of the National Steering Committee and the Conservation Site Management Committee. The district planning and development officers (and the environment and social

OBJECTIVES AND OUTCOMES	Outcome Indicators	Baseline	Target	Actual
	conservation by EOP			officers) were part of the management planning process and learnt the skills of developing management plans.
	Chiefdom by-laws updated to include existing national conservation laws and regulations	Some by-laws exist but not documented.	By laws related to conservation objectives documented	Some by laws from the chiefdoms targeting conservation objectives were developed during consultation by the chiefdom authorities and documented

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Not applicable to this ICR.

Annex 9. List of Supporting Documents

District Council Tonkolili: *Draft District Council Development Plan 2016-2018*; Magburaka, Tonkolili District, Sierra Leone 2015

Forestry Division. 2013. *Sierra Leone Biodiversity Conservation Project: Mid-term Report*. Freetown: Ministry of Agriculture, Forestry, and Food Security, Forestry Division, November 2013.

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Sierra Leone. 2004. *National Biodiversity Strategy and Action Plan*. Freetown: Government of Sierra Leone.

Sierra Leone. 2013. *Agenda for Prosperity*. Freetown: Government of Sierra Leone.

Sierra Leone. 2015. *National Biodiversity Strategy and Action Plan (revised)*. Freetown: Government of Sierra Leone.

World Bank. 2011. *Project Appraisal Document: Wetland Conservation Project*. Washington: The World Bank.

World Bank. 2011-2015. Implementation Support (Supervision) Mission Aide Memoires (various).

World Bank. 2012-2015. Implementation Status Reports (ISRs). Washington: The World Bank.

Annex 10. Photographs

Outpost Building at Mamunta-MMWS (left) and SLRE Staff Quarter at Massiaka (right); 2016



Vegetation and Site map of MMWS, 2014



Boardwalk at MMWS leading to Darkriffi Lake



