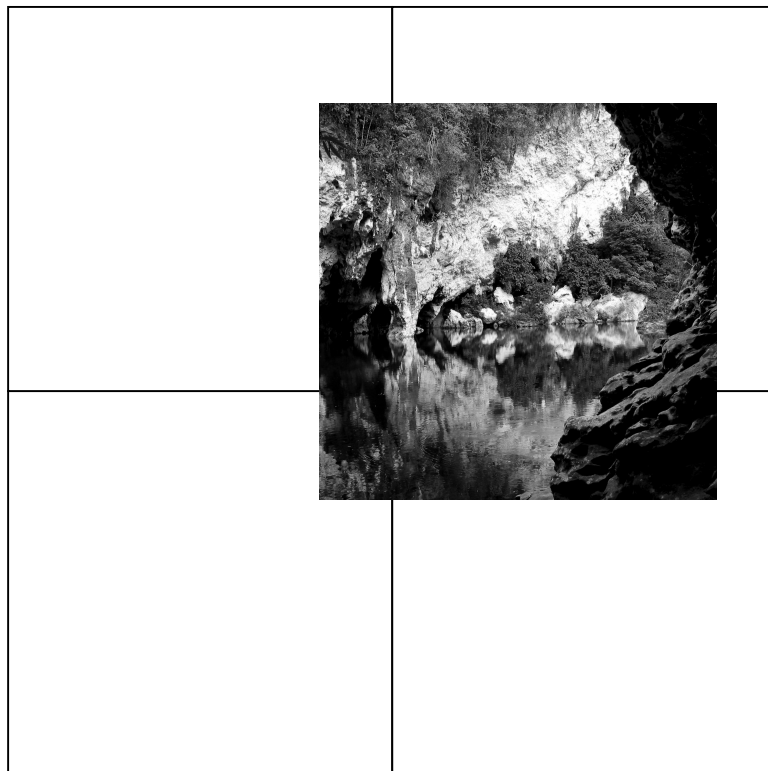




# Samar Island Biodiversity Project



## Mid-Term Evaluation of the UNDP GEF Project

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## Acronyms and abbreviations

BRA	Biological Resource Assessment
CARE	Cooperative Assistance and Relief Everywhere
CBFM	Community-based forest Management
CBNRM	Community-based Natural Resource Management
CENRO	Community Environment and Natural Resource Office
CIDSS	Comprehensive and Integrated Delivery of Social Services
COP	Community Outreach Program
CPPAP	Conservation of Priority Protected Areas Project
DENR	Department of Environment and Natural Resources
ET	Evaluation Team
FAO	Food and Agriculture Organization
FASPO	Foreign Assisted and Special Projects Office
FPE	Foundation for the Philippine Environment
GEF	Global Environment Facility
GMP	General Management Plan
GoP	Government of the Philippines
ICDP	Integrated Conservation and Development Programme
IEC	Information Education Communications
IPAF	Integrated Protected Area Fund
IUCN	International Union for the Conservation of Nature
JBIC	Japan Bank for International Cooperation
JICA	Japan International Cooperation Agency
LGU	Local Government Unit
MGB	Mines and Geosciences Bureau
NAPC	National Anti-Poverty Commission
NCA	Notice of Cash Allocations
NEDA	National Economic and Development Authority
NEX	National Executing Agency
NGA	National Government Agency
NGO	Non-Government Organization
NIPAS	National Integrated Protected Areas System
NPA	New People's Army
NTFP	Non-Timber Forest Product
OP	Office of the President
PA(O)	Protected Area (Office)
PASu	Protected Area Superintendent
PAMB	Protected Area Management Board
PAWB	Protected Area and Wildlife Bureau
PDF	Project Development Facility
PENRO	Provincial Environment and Natural Resources Office
PER	Performance Evaluation Report
Php	Philippine Peso
PMO	Project Management Office
PO	People's Organization
POP	Project Operations Plan
PPFP	Provincial Physical Framework Plan
PSC	Project Steering Committee
PTFCF	Philippine Tropical Forest Conservation Foundation
SAMBIO	Samar Island Biodiversity Study
SBMR	Samar Bauxite Mining Reservation
SIBF	Samar Island Biodiversity Foundation

SIBP	Samar Island Biodiversity Project
SIFR	Samar Island Forest Reserve
SINP	Samar Island National Park
SRPAO	Survey and Registration of Protected Area Occupants
TPR	Tri-Partite Review
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
USD	United States Dollar
VCC	Village Conservation Communities
WB	World Bank

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## 1.0 INTRODUCTION

1. The Samar Island Biodiversity Project (SIBP) is an eight-year initiative of the Government of the Philippines and the people and local government of Samar Island to strengthen protection of the island's biodiversity, which is of global and national conservation significance. The project is in two phases, the first, from 2000 to 2004, to plan and establish a protected area over the island's central upland forest, the second, to develop the protected area management system and operations over a further four years.
2. Funding for the SIBP is provided by the Global Environment Facility (GEF), United Nations Development Programme (UNDP), Government of the Philippines (GoP), United States Agency for International Development (USAID), Foundation for the Philippine Environment (FPE) and other Non-Government Organizations (NGO) and Church-based groups.
3. Project implementation is supervised by UNDP Philippines through the national government Department of Environment and Natural Resources (DENR) as National Executing Agency (NEX), in collaboration with an association of local NGOs, the Samar Island Biodiversity Foundation (SIBF).

### Summary Project Profile

Project Title:	Samar Island Biodiversity Project (SIBP)
Project Goal:	To protect a representative sample of the forest biodiversity of the Philippine Archipelago
Project Purpose	To establish the Samar Island Natural Park and manage it with broad-based stakeholder participation
Starting Date:	01 July 2000
Due Completion Date:	30 June 2008
Project Location:	Samar Island, Philippines
Executing Agency:	DENR
Financing (USD):	5,759,470 (GEF) 1,524,320 (UNDP) 4,253,000 (GoP) 350,000 (USAID) 935,000 (FPE) 62,000 (NGO/ Church groups)
Total Funds (USD):	12,883,790

4. The SIBP is part of a portfolio of four medium and large GEF biodiversity projects being managed by UNDP Philippines. An independent evaluation of these four projects was conducted by a single team under the supervision of UNDP Philippines between April and June 2004. For the SIBP evaluation, project plans and reports were reviewed, a series of meetings and workshops were conducted with project staff, DENR officials, SIBF members and other key stakeholders, and a field visit was made to the project office and sites on Samar Island. The evaluation assessed the following aspects of the SIBP towards the planned end of its first phase:
  - a) Relevance, efficiency, effectiveness and sustainability of the project's component activities and results;
  - b) Contributions of project processes and outputs to the achievement of the goal and planned outcomes; and
  - c) Recommendations and lessons learned, to improve the implementation of the project and meet its goal and objectives.
5. A preliminary meeting between SIBP management, the Evaluation Team (ET) and UNDP Philippines was held on 17 May 2004 to discuss the initial conclusions and recommendations from the evaluation. A national workshop was conducted on 19 May 2004 with representatives of the various national agencies involved in each of the four projects to discuss common issues, recommendations for follow-up actions and lessons learned. This report presents the complete findings and conclusions from the evaluation of the Samar

Island Biodiversity Project. A separate report covers the common issues and lessons drawn from the UNDP GEF portfolio of four projects.

## 2.0 PROJECT CONTEXT and PROBLEM

### Samar Island Society and Economy

6. Samar Island is divided politically into three provinces (Samar or Western Samar, Eastern Samar and Northern Samar), 72 municipalities, 1 city and 2,117 Barangays. Total population is 1.4 million and growing rapidly at around 1.8-3.2% annually (SAMBIO 2000). Samar Island is one of the country's poorest regions in terms of social and economic development, with a mean household income of USD3-4 a day. This is despite its extensive timber and mineral resources, the exploitation of which has been unsustainable, with heavy impacts on the ecology and little benefit flowing to the local economy or communities.
7. The majority of Samareños are smallholders and medium-sized farmers producing coconut, rice, corn, bananas, abaca (hemp), pineapples, ginger and vegetables. Copra and root crops are the principal sources of rural income, while rice production is critical to the subsistence economy. Swidden agriculture (or *kaingin*) is extensively practised and causes much degradation of forest in inland and higher areas. Here, crops are supplemented by numerous natural forest products, including rattan and bamboo poles for shelter construction and sale; firewood for fuel and sale; a variety of medicinal and culinary plants; and freshwater fish and large animals, mainly for consumption.

### Biodiversity of Samar Island

8. Samar Island is the Philippines' third largest Island with a land area of 1.34 million hectares. It contains one of the country's largest remaining tracts of relatively intact forest and a diverse range of forest types, including beach, mangrove, lowland evergreen rainforest, forest over limestone, forest over ultrabasic rocks and lower montane forest, supporting an exceptionally high diversity of plants and animals.
9. Samar is part of the Greater Mindanao biological region, which also includes Leyte, Bohol, Mindanao, Dinagat and Siargao. A Biological Resource Assessment (BRA) in 2002-2003, commissioned by SIBP, confirmed high levels of forest biodiversity. The survey was conducted in closed canopy forests in eight of the island's river catchments, and recorded totals of 974 species of plants and 293 species of animals. Notable animal species included numerous Greater Mindanaon endemics such as the Philippine tarsier, Philippine flying lemur and several species of squirrels and bats; and endemics to Samar and Leyte islands such as the Leyte tree frog, Samar tree frog, Samar wolf snake and Yellow-breasted tailor bird. There are also extensive caves in the island's limestone karst, harbouring a unique biota that remains largely unexplored.

### Ecological threats and damage

10. Over the past fifty years, Samar Island's ecology and environment have been significantly and extensively degraded by logging and forest clearing for agriculture. The island's forest cover decreased from nearly 86% in the 1950s to about 33% by the mid-1980s. Until 1989, 15 logging concessions operated across the island, of which two have permits to log until 2007. The extent of forest destruction was highlighted in 1989 when several days of rain produced landslides and heavy flooding of farmlands and lowland communities in the eastern and northern parts of the island, resulting in 79 deaths, massive destruction and displacement of

around 60,000 families in 36 towns. All commercial logging was banned under a government logging moratorium introduced in 1990.

11. Samar Island contains significant mineral deposits, including bauxite, copper, pyrite, nickel, iron, manganese, gold, silver, uranium, chromite and platinum, and non-metallic clay, coal, limestone, marble, gemstones, phosphate and guano. 70% of the deposits lie in Eastern Samar and 30% in North and West Samar (SAMBIO 2001).
12. In the early 1990s, pyrite mining operations in Bagacay produced sulphuric acid as a by-product in its mine tailings, which leached out, causing massive pollution of the Taft River and coastal areas, destruction of aquatic life and contamination of Taft's domestic water supply. Despite the mine's closure, there has been no rehabilitation of the site, and toxic run-off and downstream pollution continue.
13. Between 1974 and 1975, DENR's Mines and Geosciences Bureau (MGB) explored and delineated bauxite deposits on Samar Island, which led to the issuance of Presidential Proclamation 1615 in 1977, creating the Samar Bauxite Mining Reservation (SBMR) covering a combined total area of 230,291 ha. This focused considerable attention on the island's bauxite, estimated to be around 149 million metric tonnes of high quality ore worth over USD21 billion. There has been and continues to be considerable pressure exerted on the government and DENR to allow mining to proceed. Two bauxite mining permits have been issued over parts of the island's central forested uplands, and at least 37 mining applications are pending, for different minerals across the centre of Samar Island.
14. Mining has been held up by the proclamation of the Samar Island Natural Park (SINP) over the central third of the island, encompassing the majority of the remaining old growth forest. Mining activities are prohibited from formal protected areas under the Mining Act of 1995. About 54,000 ha of the SINP overlaps with the SBMR and the proponents of mining want this portion excluded from the protected area. The boundaries of the SINP can be amended during the course of the passage of legislation through Congress to designate the protected area.
15. Other main continuing threats to the island's biodiversity are illegal logging (despite the continued moratorium), forest "slash-&-burn" clearing for *kaingin*, unregulated quarrying of limestone, indiscriminate harvesting of non-timber forest products (NTFP), hunting of wildlife for food and trade, pollution of streams and rivers from towns and industries, and invasion by a number of alien species of plants and animals.
16. As a result of these impacts, the natural environment and habitats are being destroyed or degraded over much of the island, and plant and animal populations are being decimated. 35 plant species and 25 animal species are currently listed as threatened with extinction on Samar Island by the International Union for the Conservation of Nature (IUCN). They include the critically endangered Philippine eagle, the Philippine hawk eagle, Philippine cockatoo, Mindanao bleeding heart pigeon, Rufous horseshoe bat, Pygmy round leaf bat, Golden-crowned flying fox, Philippine warty pig, Philippine brown deer, Leyte tree frog, Samar tree frog, Philippine giant frog, Philippine crocodile and Philippine sailfin lizard.

#### Conservation Initiatives on Samar Island

17. Over the past decade, local individuals and NGOs have lobbied strenuously for more effective nature conservation on Samar Island, and against environmental destruction from mining, logging, roads and other development projects. They have raised awareness of environmental threats and issues in local government offices, schools and the general community, and have organized a series of successful campaigns.
18. NGO actions achieved stoppage of a proposed new road from Basey to Borongan, through intact lowland forest. In 1990, a moratorium was declared on all commercial logging across

the whole island. Continued strong lobbying resulted in 360,000 hectares of upland forest being proclaimed Samar Island Forest Reserve (SIFR) in 1996 under Presidential Proclamation No. 744.

19. When the concept arose of a Samar Island conservation project with GEF funding, the NGOs organized themselves into the Samar Island Biodiversity Foundation (SIBF) as a vehicle for effective advocacy and for participating in project activities efficiently and collaboratively. SIBF had considerable involvement in the preparatory phase for the SIBP and is closely involved in implementation of the project, under a cooperative arrangement with the DENR.
20. As SIBF, the NGOs engaged a wide spectrum of Samareños in continued strong lobbying for conservation throughout the first phase of the SIBP. Concern over the threats from mining and illegal logging and slow government action to protect the island's environment and biodiversity led to the mobilization of a major Save Samar Island campaign in 2003. A TV documentary on Samar Island's biodiversity and threats was produced and shown on national television. The Bishops of the three Samar Dioceses and the Presidents of the League of Municipalities on Samar led a multi-sectoral delegation to lobby the President's office. The campaign culminated in a massive Caravan on August 8, 2003, with more than a hundred vehicles and 5,000 local activists travelling round the island to be greeted by tens of thousands of supporters.
21. Shortly after the Caravan, Presidential Proclamation 442 created the Samar Island Natural Park (SINP) over the central third of the island. The proclamation was a major milestone for the project, fulfilling step 11 of the 13-step process for establishing a protected area under the Philippines National Integrated Protected Areas System (NIPAS) Act of 1992. The principal task for the first phase of the SIBP has been to complete the process of formally establishing the SINP.

### **3.0 PROJECT STRATEGY and DESIGN**

22. The Samar Island Biodiversity Project was designed under a preparatory phase from 1997 to 2000, using Project Development Facility (PDF) funds from the GEF to UNDP and the Government of the Philippines. Preparatory activities included (a) consultations with stakeholders; (b) preliminary Participatory Rural Appraisals in a number of local communities; (c) design of an appropriate approach to community-based management; (d) identification of threats to Samar Island's ecology; (e) preliminary assessment of the condition of Samar forests; and (f) review of the legal status of the SIFR. The process resulted in a substantial design document and budget for an 8 year, USD12 million project, with secured GEF financing, co-financing from UNDP and GoP, and parallel financing from several other sources.
23. The goal specified for the SIBP is to protect Samar Island's biodiversity as "a representative sample of the forest biodiversity of the Philippine Archipelago". The particular purpose assigned to the project is to formally establish and manage a protected area, the Samar Island Natural Park (SINP), over the central, upland third of the island.
24. The SINP is intended to be a State-owned reserve providing a high degree of protection for the nationally- and globally-important forest remaining on Samar. The proclaimed area covers approximately 333,300 ha of forestland plus a 2 km wide perimeter buffer zone of 125,400 ha, encompassing parts of 37 municipalities, one city and 278 barangays. About 200,000 people live within the area and are heavily dependent on its biological resources for food, medicine, fuel and livelihoods.
25. The project design is based on seven component Outputs contributing to the overall purpose, as summarized below from the project logical framework. The seven components are concerned with (O.1) formally establishing and introducing management of the SINP as an



effective core system for conserving the island’s biodiversity; (O.2) developing the Park management infrastructure and main forest protection functions; (O.3) organizing community participation in the management of conservation and use of natural resources; (O.4) raising conservation awareness among key Samareño stakeholders; (O.5) incorporating conservation measures in local government planning and development activities; (O.6) supporting sustainable harvest of natural resources from “the wild”; and (O.7) securing long-term financing for conservation activities.

**Summary Logical Framework for SIBP Phase 1**

Goal	A representative sample of the forest biodiversity of the Philippine Archipelago is protected
Purpose	The SINP is established and managed with broad-based stakeholder participation
Output 1	An adaptive management framework for conservation is established and operational
Output 2	Conservation functions are effected and infrastructure established and maintained
Output 3	A community-based conservation framework is tested and operational with strong community participation evidenced in all aspects of conservation and sustainable use management
Output 4	Broad-based awareness of conservation values and threats are imparted to forest edge communities and other key Samareño stakeholders
Output 5	Conservation objectives are internalized in sectoral development planning, budgeting, and activity delivery at the regional, provincial and municipal levels
Output 6	Barriers to sustainable use of wild resources are removed through demonstration activities Component 1: Sustainable Use of NTFPs Component 2: Eco-tourism Component 3: Sustainable Agriculture
Output 7	Mechanisms to finance the recurrent costs of conservation activity are in place

26. The design of the SIBP is for the introduction of a comprehensive system of strengthened governance and management of the natural resources of Samar Island and their uses. Clearly it is an ambitious project, which warrants the 8 year timetable and USD12.8 million budget. There is an ambiguity in the design about the extent to which the project should be confined to the task of establishing the SINP protected area over the central third of the island. The stated purpose suggests a narrow focus on SINP establishment, but the Output statements can be interpreted as being aimed more broadly at conservation across the island as a whole. All of the Outputs refer to achieving conservation or sustainable use objectives, rather than establishment of the SINP. There is also a mismatch between the project purpose and the overall goal. An argument raised throughout the first phase has been that establishing the SINP is not an adequate strategy to protect the biodiversity of Samar Island.
27. The conclusion of the ET is that these are valid concerns and that a broader project purpose would be feasible and more appropriate. The ET **recommends** expanding the purpose of the SIBP towards development of a natural resource management system for conservation and ecologically sustainable use across the whole of Samar Island. One part of the SIBP should be concerned with establishing protected areas, while other parts should develop complementary strategies – public participation and awareness raising; local government development planning; environment impact controls; and sustainable enterprise development.

28. The ambiguity in design has led to confusion and inefficiencies in implementation of the project. The impression gained by the evaluation is that from the outset project participants and management staff have been split over whether to focus on the process of formally establishing a protected area in line with the provisions of the NIPAS Act, or whether to try to address directly the broader range of social, economic, political and legal issues affecting the biodiversity of Samar Island.
29. It is clear that many SIBP participants would have preferred an island-wide “integrated conservation and development program” (ICDP) and are not satisfied with the project being “simply” to establish a conventional protected area. In its Inception Report, the Project Management Office (PMO) raised the concern that local Samareño communities would gain little from the project or the SINP, other than some “alternative livelihoods support” in Phase 2 for people living and farming in the proposed SINP buffer zone. Similarly, the concept of working with local “forest edge communities” to secure a “social fence” around the protected area was rejected in favor of more comprehensive support for community and economic development. Consequently, some design changes appear to have been adopted by the PMO and Project Steering Committee (PSC), although this was not done formally as approved amendments to the project logical framework and budget.<sup>1</sup> An additional “component” called “Sustainable Livelihoods” was added to Output 6 at this time.
30. The lack of clear, agreed objectives has hindered the first phase of the project, reinforcing the lesson that a well-thought out and -worded statement of purpose is a crucial guide to the efficient implementation of a project’s component activities. By wavering between broader and narrower objectives, less progress has been made over the first four years than might have been expected, towards either an operational protected area or an ICDP.
31. A major **recommendation** from the evaluation is to adjust the overall project design, logical framework, budget and annual work plans. These changes need to be formally introduced and approved. The amended purpose of the Project would encompass the integration of conservation and development mechanisms across the island. Major component objectives would be to facilitate and support (a) the establishment of a conservation system that will protect special sites, processes and species across the island, with the SINP as a centerpiece; (b) an integrated natural resource conservation and development program providing support for livelihoods and economic activities that are ecologically sustainable and socially beneficial; and (c) an integrated threat reduction system that will deal directly with destructive practices that continue across the island. Subsidiary means to these ends would include support for education, training, information, local governance, planning, tenure reform, financing, monitoring, development and enforcement of regulations and policies; pilot conservation programs; and pilot enterprises.
32. In revising the project scope and structure to follow a broader program, it is important to avoid the risk of stretching the effort too thinly and not achieving satisfactory results in any one area. This can be done by specifying appropriate and feasible targets and implementing project activities rigorously to reach these targets.

#### 4.0 PROJECT RESULTS

33. The project started on 1 July 2000 with the formal signing of the project document agreement between UNDP Philippines, Government of the Philippines and the Executing Agency, DENR. The current review and evaluation was carried out nearly four years later, in May 2004, towards the scheduled end of SIBP phase 1.

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<sup>1</sup> See section 5. below for a review of the respective roles of the TPR, PSC and PMO in governing and managing the SIBP.

## Progress towards the Overall Goal and Purpose

34. The SIBP has added substantially to DENR's efforts to close down illegal commercial logging, milling and trucking operations in the interior upland forests in Samar Island Natural Park. Project staff has assisted in surveillance, intelligence, apprehension of loggers and confiscation of products and equipment. Nevertheless, the remaining forests remain largely unsecured and under threat. Logging of primary forest apparently continues at numerous locations. The efficacy of surveillance and enforcement are challenged by the physical size of the task and are significantly constrained by the New People's Army (NPA) exerting control in many interior upland areas.
35. In order to make significant progress towards the goal of protecting Samar Island's forests, DENR and the Philippines Defense Forces will need to maintain a major, systematic enforcement effort against all illegal logging. The next three years will be crucial in demonstrating whether or not this battle can be won. In addition to continued direct assaults against logging, the project must strengthen other approaches, especially mobilization of local communities to champion and support the conservation effort, by them having shared ownership of the forest protection program, turning against the loggers, and having the means to live sustainably as part of a broader conservation strategy.
36. At this stage, it is not clear that Samareños feel sufficient engagement in and ownership of the SINP and the battle against loggers. These initiatives and the SIBP itself may appear to be too narrowly the concern of central government and DENR. In order to become the eyes, ears and mouths of forest protection, the Samareño public will need to feel that they are the stewards of the island's forest biodiversity and the beneficiaries of appropriate programs for its protection, conservation and sustainable use. For these reasons, the ET **recommends** that the SIBP must significantly increase its support for Samareño communities to live and develop their economy as an integral aspect of conserving their natural forests. The ET considers this to be the real challenge facing the SIBP, rather than the relatively straightforward business of setting up a protected area.
37. The project has made progress towards its purpose of formally establishing the SINP. The aim was to complete all the steps laid down in the NIPAS Act in four years, which would lead to the second phase project focusing on development of a fully operational Natural Park. This target has not been achieved. While the project did reach the important milestone of Presidential Proclamation (442) of the SINP, which is step 11 in the 13-step NIPAS process, Congressional approval for the SINP Bill was not obtained, despite the project's substantial lobbying efforts in congressional hearings, technical working group meetings, stakeholder consultations and mobilization of public support. Moreover, the ET considers that SIBP has not worked adequately in parallel to this political and legal process, towards establishing the SINP as part of an appropriate "community-centered" conservation scheme for Samar Island. This requires more wholehearted efforts to devise, pilot, demonstrate and put in place a forest conservation regime in which the Samareño people are the principal stakeholders, genuine owners and clear beneficiaries.
38. The ET **recommends** an extension of time for phase 1 to be completed satisfactorily, through a broader program of work aimed at meeting the objectives of forest protection and of local stewardship and ecologically sustainable development.

## Progress towards Outputs

### Output 1. Adaptive management framework for conservation

39. The core of Phase 1 was to establish the "management framework" for the SINP. Project activities were aimed at fulfilling the 13 steps (a. to m. in table below) of the NIPAS process spelt out in DENR regulations (Administrative Order 25 1992). Progress achieved is

summarized below. The major milestone of legislative enactment of the SINP has not been achieved. Crucially, the SINP Bill was held up in the Congressional committee stage because of political pressures from bauxite mining proponents to exclude 54,000 ha from the SINP. The Bill remained at committee stage at the close of the session of Congress for general elections in May 2004. A new body of congressmen and senators will start their terms of office in July 2004 and the process of hearings and committee work for the SINP Bill will be required to start afresh.

**Progress of the SINP through the 13 Steps of the NIPAS Process**

Step description	Progress
a. Compilation of maps and technical description of SINP	completed in 2003 but with a boundary mapping error
b. Protected Areas Suitability Analysis	completed in 2002
c. Public notification about SINP	completed in 2001
d. Initial consultations	completed in 2001 (35 municipalities)
e. Census and registration of protected area occupants	not completed; NGOs working in 95 barangays; DENR working in 48 barangays
f. Resource profiling	BRA report submitted in March 2004
g. Initial Protected Area Plan	completed in 2002
h. Public hearings	three held in 2002
i. Regional review and recommendation	completed in 2002
j. National review and recommendation	completed in 2003
k. Presidential proclamation	completed in 2003
l. Congressional passage of SINP Bill	House and Senate committee meetings in 2002 and 2003; Bill not passed before May 2004 elections
m. Boundary demarcation	no action taken as dependent on enactment of SINP Bill

- 40. An important intermediate step (e.) also remains uncompleted. SIBP has contracted SIBF members and DENR staff to conduct proper census and registration of people living within the boundaries of the proposed protected area, to ensure that their tenure status is confirmed.
- 41. The project log frame specifies six indicators for Output 1, of which only one, preparation and approval of annual Operational Plans for SINP, was completed on time. The second, the biological resource assessment (BRA), was completed in year four rather than year 2. The third, to develop the first 5-year Management Plan for SINP by year 2, was delayed by the late arrival of BRA data and had not been completed by the time of the evaluation. The fourth indicator, establishment of a Management Board for the SINP (PAMB), was scheduled for year 1 but has not been achieved to date. The fifth indicator is completion of a land use map and zoning plan, in year 2. Vegetation and land use maps were prepared by 2003 but the zoning plan has not been developed. The sixth indicator is the formal legislation for SINP, which was not completed, as outlined above.
- 42. The ET considers that the project has made unsatisfactory progress towards Output 1. It has worked hard to achieve passage of the SINP Bill and it is unfortunate that this process will need to be re-started with the newly elected Congress in July 2004. However, more could have been done over the four years of work to complete the essential intermediate steps towards establishing the SINP protected area.
- 43. As importantly, the ET is concerned that doggedly following the NIPAS process is not likely to be enough to attain the significant objectives of the SIBP. The PMO, DENR, SIBF and TPR

will need to be much more creative and flexible in pursuing the goal of protecting the biodiversity of Samar Island.

44. The ET **recommends** that the project should undertake a more comprehensive, strategic approach towards its objectives. The planned outputs, targets and indicators in the project's logical framework should be re-examined and carefully revised to ensure that they form an integrated suite of appropriate and meaningful objectives. One critical aspect of this re-thinking concerns the essential nature of the SINP. A conservation scheme over such an extensive area, with many stakeholders and conflicting demands on its resources and a large population of *kaingin* farmers, settlers, forest hunters and harvesters, not to mention widespread NPA influence, illegal logging operations and valuable mineral deposits, will not work as a conventional protected area with a centralized command and operations base focused virtually entirely on protection and keeping human activities and influences out. The project has the task and the resources to devise and test a management system that will work in the particular circumstances prevailing on Samar Island. This mandate is indicated clearly by the Output 1 phrase of "an adaptive management framework". The project should not blithely follow the NIPAS recipe, but must think more critically and creatively about what is being aimed for and how best to meet such objectives.

### **Output 2. Conservation functions and infrastructure**

45. Component Output 2 is the organization of the essential infrastructure, facilities and human resources required to manage and administer the SINP. The success indicators concern recruitment and induction of PA staff; confirmation of the roles of the PASu, PENRO and CENRO in the SINP; design of the PA headquarters and other physical infrastructure, signage and interpretive facilities; and physical delineation of SINP boundaries. By the time of the evaluation, none of these had progressed as far as had been intended.
46. There seems to have been an assumption in DENR that the SIBP Project Office (PMO) is the same as the SINP Office (PAO) and that the former will somehow become the latter when the Park comes into operation. There are no separate PA staff complement or staffing plan; no distinction seems to be made between staff appointed to the project and the seven DENR staff assigned to work on the SINP; and the newly appointed Project Manager has been designated also SINP PASu. Similarly, there seems to have been no separate establishment of basic office and field equipment, supplies or infrastructure required to operate the SINP PAO.
47. General agreement was reached on the respective functions of the PASu, CENRO and PENRO at a DENR workshop in 2002, but formal arrangements have not yet been confirmed or put in place. The project has delivered some orientation and cross visit training to potential PAMB members. Designs and costing for SINP offices and infrastructure were scheduled for 2002 and are apparently nearing completion in mid 2004. Work on SINP signage and interpretation materials has apparently not been done. Finally, the PA boundaries were to be fully delineated by year 4 but this task is apparently waiting for the SINP Bill to be passed and has not been completed.
48. The ET concludes that little substantial progress has been made towards Output 2. There is little on the ground or in DENR or other government offices to indicate that a major new protected area is about to be brought into operation. The PMO and DENR appear to have given higher priority to the other planned outputs. In particular, there appears to have been a tacit decision to wait for the SINP legislation to be passed in Congress before proceeding with any other PA establishment tasks.
49. The recommendation given for Output 1 applies here also. The ET considers that there are major outstanding questions about the type of conservation scheme that will be feasible, appropriate and effective on Samar Island, and that the project is a major opportunity to work out and test suitable answers to these questions.

**Output 3. Community-based conservation framework with string community participation**

50. Component Output 3 is concerned with supporting Samareños' formal involvement in the decision-making processes leading towards protection, conservation or sustainable use of the biodiversity and natural environment of Samar Island. The project has had the task of facilitating development of an effective system whereby local people are able to genuinely participate in processes that are normally driven in a top-down fashion by government agencies, especially those of central government and DENR.
51. The project document refers to creating a "social fence" around the SINP by working with the "forest edge communities", creating Village Conservation Committees and supporting Community Based Forest Management including Community Forest Guards. However, there has clearly been tension around the project between those trying to follow a conventional prescriptive approach to co-opt the support of local communities for a forest reserve from which they are largely excluded, and those in favor of a participatory process which emphasizes conservation as a social movement confirming rights and responsibilities and delivering benefits to local people.
52. The project has re-thought the approach that was proposed and has developed a Community Outreach Program (COP) as its main vehicle for working with local people. The program re-design and organization of local NGOs to undertake the extension work delayed the start of the COP until 2003. Work is still proceeding in the 62 barangays for which NGOs have been contracted, and apparently has still to be started in the other 216 barangays which are included in the SINP. The project has not undertaken any comparable work in other parts of the island community lying outside the SINP.
53. The project has supported a DENR Community Based Forest Management Program in a 2-km wide Buffer Zone proposed around the SINP. It assessed existing CBFM projects inside SINP and worked with Local Government Units (LGU) to integrate CBFM with their municipal development and comprehensive land use plans. DENR personnel were trained to provide financial and technical assistance for CBFM projects to prepare Community Resource Management Frameworks and Resource Use Plans. To date, 15 CBFM programs have been implemented through various People's Organizations (PO) and the DENR.
54. In a major shift from the social fence envisaged by the project's designers, the COP presents the SINP as a vehicle for strengthening community resource management and leading to rural community development across Samar Island. However, the COP strategy is labor intensive and time consuming, which has serious implications for what can be accomplished over the relatively short life of the project. It is a concern that the process has been extended to fewer than a quarter of the barangay communities within the designated area of the SINP. The COP work has been affected also by encounters with NPA rebels, who have told the NGO extension workers to stop operations in some areas.
55. The planned products from Output 3 and the COP include formation or strengthening of community institutions such as Village Conservation Committees, planning and decision mechanisms and contractual agreements between local communities, DENR and LGUs. An annual Samar Island VCC forum was also envisaged. The SIBP COP has not yet reached the stage of undertaking such activities.
56. The COP is led by the NGOs contracted by the PMO through SIBF. Because they are NGOs, their mandate is limited to facilitating community engagement and participatory processes and they have not been trained or involved in more substantial issues. This is unfortunate as well as inefficient. While the NGOs are implementing their COP, separate teams of government agency staff, biological scientists and land surveyors have been working over similar areas with the same or adjacent communities. For instance, the NGO COP staff do not seem to have participated in the BRA or in validating mapping data generated by the project. DENR staff has undertaken a Survey and Registration of Protected Area Occupants (SRPAO) for the SINP without apparent reference or linkage to the COP. This example indicates also the

divergence that has apparently developed within SIBP, between “DENR establishing the SINP” and “the NGOs facilitating an integrated conservation and development program”.

57. The ET is concerned at the slow pace of extension work and community engagement, and at the apparent lack of focus on communities achieving substantial end products. There is a strong risk that the current process and timetable will result in the SINP not being owned, accepted and valued by the local people. The ET **recommends** that the COP component should be developed and strengthened with clear objectives and targets that can be met with the resources available through the SIBP, and that the COP and thus the local communities themselves should be the means by which the SINP scheme is introduced and developed in a local area. This will require the project to limit the pace at which the conservation scheme is introduced to the pace at which each local community can be introduced to the concept and can develop the organizational abilities to participate in the scheme.

#### **Output 4. Awareness of conservation values and threats**

58. The output of Information, Education and Communications (IEC) is concerned with inculcating conservation values and awareness of conservation issues and options among Samareños, with particular attention to the people living in and around the proclaimed forest protected area. The project office conducted a survey of islanders’ views about biodiversity and conservation in 2001-02 and used this as the basis for a communications plan and strategy. Over the following three years, the PMO has generated and distributed a large volume of information and promotional materials, including substantial resource materials to service the community outreach program (COP).
59. Under this component, the project provided solid support, coordination and technical assistance to the outstanding public rally for conservation held in 2003, known as the Samar Island Caravan. Large numbers of Samareños throughout the whole island expressed their opposition to mining and their support for biodiversity protection through the creation of the SINP. The Presidential Proclamation of the SINP was issued five days after the Caravan. The Caravan served also as a common platform for many civic and church groups across the island and spurred their leaders to work together in a partners’ forum, which is being promoted as the Samar Island Council for Sustainable Development.
60. The IEC work has probably been remarkably effective in raising awareness about and public support for the SIBP and the SINP, although it is not possible to quantify these changes. It seems likely that the program in this first phase has reached mainly urban residents and well-educated groups such as school students, rather than the more isolated and poorest rural communities.
61. The ET **recommends** that SIBP should make more use of its significant opportunity and resources to support a carefully-designed education or, more appropriately, “knowledge sharing” program, aimed at rural households who are highly dependent on Samar’s natural forest areas for survival and livelihoods and who therefore are key partners in conservation. Such a program should focus on exchanging and developing biological and ecological knowledge as the basis for scientific management, rather than on introducing and promoting the SINP scheme or the SIBP.

#### **Output 5. Conservation objectives in LGU development planning**

62. Component 5 is concerned with integrating conservation measures into the “mainstream” of regional and local government planning and development programs. The project document proposed resource valuation studies as a basis for promoting sustainable use and development, and conducting planning and training workshops between the project and the island’s provincial and municipal LGU agencies.

63. The project made use of the results of a previous study project on resource valuation, SAMBIO, with USAID funding, which had estimated a Net Present Value of USD24.7 billion for the biodiversity resources within SINP. This figure was used to lobby against mining the island's bauxite and helped secure the Proclamation of the SINP. SIBP does not seem to have conducted any further studies of the economic values of the island's resources, nor the potential costs and benefits of conservation and sustainable development initiatives.
64. The project appears to have been slow to develop partnerships and support LGUs across the island. The main reported activity was to assist the legislative bodies of Samar, Northern Samar and Eastern Samar to draft ordinances banning mining in their respective provinces<sup>2</sup>. Three provincial workshops on integrated conservation and development and fact sheets on conservation needs are apparently being planned by SIBP but few staff or technical resources have been allocated over the past four years to achieving this crucial output. A specialist was hired under this component only in August 2003. No regional, provincial or municipal development plans integrating biodiversity concerns have been produced to date.
65. The ET is critical of the project's apparent neglect of its relationship with LGUs and for having missed opportunities to make substantial progress in this component through such partnerships. The PMO should be mindful of the range of powers and relevant activities carried out through LGU programs.
66. The ET **recommends** that the project should develop its role as technical assistance and resource unit for each LGU, rather than narrowly for DENR. It should give greater attention to this component and ensure that conservation mechanisms are built systematically into LGU planning and development control processes across the island over the next 3 years. This could be done by devising model legislation, guidelines and systems most suited to replication at each level of government.

**Output 6. Barriers to sustainable use of wild resources are removed through demonstration activities**

67. This component is concerned with ensuring that any use of wild resources from the SINP or its Buffer zone is ecologically sustainable. The project document suggested three types of sustainable production suitable for development under SIBP: (a) Non-timber forest products (NTFP); (b) Eco-tourism; and (c) Sustainable Agriculture. The proposed approach was to conduct feasibility studies, obtain community inputs and then plan suitable income or livelihood schemes.
68. During the inception phase, the PMO and especially the SIBF members involved in the project expressed dissatisfaction with the approach, citing the difficulty and inappropriateness of requiring poor rural householders and farmers to go through lengthy procedures of assessments, "awareness raising", "capacity building" and planning in order to qualify to receive any benefits from the program. Consequently a fourth element, "Sustainable Livelihoods", was added to Output 6.
69. Activities carried out under this component have been limited to preliminary work on NTFPs, farming systems and tourism. Field studies were conducted to determine sustainable quotas for harvesting a number of NTFPs. This was completed only in late 2003 and as yet the results do not seem to have been applied to official management policy or to any NTFP development work. A Farming Systems Review was commissioned by the project, to be carried out by SIBF members. However, this did not progress satisfactorily and was cancelled in November 2003, because of technical capacity and security concerns, which cut the number of barangays to be reviewed from 21 to 10. SIBP next drew up a plan for a "Sustainable Upland Farming Systems Research and Development Project" in partnership

<sup>2</sup> Samar and Eastern Samar have enacted such legislation while the governor of Northern Samar has deferred signing the bill pending further public consultation.



with the Department of Agriculture, LGUs and local Colleges. The purpose was to employ a “Participatory Technology Development” process to establish demonstration farms at 5 sites representing the major agro-ecological zones within SINP. The ET did not determine what progress had been made with this project.

70. The SIBP plan for eco-tourism was to conduct public surveys and “obtain community consensus” on how to develop and manage tourism, to prepare an eco-tourism management plan, and to promote Samar Island as an attractive destination for visitors. Some work has been done in each of these areas but to date has not been concluded satisfactorily. The concept of community consensus seems to be unclear. The proposed management plan has not been prepared, but potential “eco-tourism sites” have been identified and feasibility studies carried out or started at three of them. Tourism has been promoted, based on Samar’s natural attractions, but it is not known whether this has resulted in any changes in tourist numbers, their motivation, activities or sites visited.
71. In addition to these limited efforts, the PMO gave grants to various “livelihood projects” being carried out in the SINP. In 2002 and 2003, 23 projects received grants worth a total of nearly Php 0.8 million, which was matched by contributions from the proponents or beneficiaries themselves. There was no clear basis by which the projects were approved and the DENR Foreign Assisted Special Projects Office (FASPO) criticized the PMO for supporting activities in the absence of an overall strategy, feasibility studies or plans.
72. In 2003, the PMO drafted a Livelihood and Development Framework for the SINP to guide delivery of the Sustainable Livelihoods component it had added at the inception of the project. The PSC advised the project to get the framework finalized and approved before giving further ad hoc grants to livelihood projects.
73. The ET considers this component to be highly important for the successful implementation of the project. It provides a major opportunity to conceive, plan and build the foundations for an ecologically sustainable future for Samar Island, the Samareño community and their economy. However, the opportunity is being wasted. Work on this output has been poorly organized, overly bureaucratic and academic, and has made little progress over the first four years. This output has consumed 12% of project expenditure, a total of around USD 0.3 million over 3.5 years. By this stage, it would be reasonable to expect that a number of new enterprises based on forest products, tourism or improved farming practices would have been stimulated, would have started to produce benefits for local people in some of the poorer rural parts of the island, and would have demonstrated the potential to reduce impacts on the island’s forests, wildlife and ecology generally. None of these results is apparent. The NGOs’ fear that few tangible benefits would flow to local people or the local ecology from the proposed surveys, assessments, studies and plans has been justified.
74. The ET **recommends** re-organizing this component to work with a greater urgency and purpose towards developing sustainable livelihood opportunities for the rural population of Samar Island. This will require rapid agreement on a suitable collaborative framework to drive and guide sustainable livelihood and development strategies by governments, the private sector and NGOs, which SIBP can coordinate and support. In addition, in parallel, the project should expedite a variety of pilot and demonstration initiatives, again with partners, across key parts of the island. These initiatives should show suitable processes and practices for using the island’s natural resources in ways that are ecologically sustainable, socially beneficial and economically productive. The planned fields of tourism, NTFPs and farming are suitable priority candidates and should be developed with much greater vigor than has been shown to date. In parallel again – i.e. without waiting for pilot exercises to reach fruition and be fully evaluated – the SIBP should stimulate establishment and implementation of a user-friendly loans scheme for rural enterprise and livelihood ventures. The possibility of seed grants and other incentives should also be considered. These schemes should be executed with reasonable caution, for example with clear criteria to ensure low environmental impacts, but not with stifling, expensive bureaucratic procedures. Ambitious annual targets should be set to encourage managers to realize the urgent need for and potential value of these programs.

75. It is important for the work on sustainable livelihoods and rural enterprise development to be an integral part of mainstream efforts to develop the local and regional economy and secure an ecologically sustainable future for Samar Island. Local actions on NTFPs, eco-tourism ventures or sustainable farm production should be clearly part of overall efforts to manage forestry, tourism, agriculture and associated infrastructure developments on the island, in ways that are ecologically sustainable.
76. The ET **recommends** also that the SIBP and the three provincial governments should prepare a study and plan for developing the use of the island's substantial high quality freshwater resources. This could be used to finance the costs of conserving the island's natural environment and biodiversity, which are essential to sustaining the sources of the freshwater.

#### **Output 7. Mechanisms for financing the recurrent costs of conservation**

77. The project plan included securing sustainable financing for conservation measures on the island before the end of the second phase. Proposed activities included "supporting government efforts to negotiate for a debt swap" and "confirming co-financing for phase 2 of SIBP".
78. In 2002, a Philippine Tropical Forest Conservation Foundation (PTFCF) was being established under an agreement between the Philippine and US governments, with the aim of organizing a debt-for-nature swap under the US Tropical Forest Conservation Act of 1998. The SINP was considered a potential candidate to receive financing under the scheme. However, subsequent progress in setting up the PTFCF has been slow and interest appears to have waned.
79. An important action by the project was to include a number of critical provisions in the draft SINP Bill submitted to Congress, with the aim of ensuring that the Integrated Protected Areas Fund (IPAF), which was designed to support the NIPAS, would deliver satisfactory funding for the management operations of the SINP.
80. While the project has reported under this component on activities to finance livelihood projects, these would be more usefully managed as part of Output 6. In 2003, the SIBP proposed a donors forum to attract additional funds for livelihood projects on Samar Island. This was postponed on the grounds that the SINP Management Plan, on which a livelihoods program should be anchored, had not been put in place. Instead, the project organized an Orientation on Funding Windows for Livelihood Projects, for local POs and NGOs.
81. The ET considers that securing financing for the recurrent costs of conservation is a key component of the SIBP, and is concerned that little clear progress has been made to devise and introduce a feasible scheme. It would be completely unrealistic to rely on the IPAF and "user fees" to finance the type of SINP management system that has been envisaged. They would meet only a fraction of the cost of running basic surveillance and enforcement operations.
82. The ET **recommends** looking at the sustainable financing issue afresh, from two directions. First, the type of conservation management system that is established by the SIBP must be appropriate and affordable. The starting point for the financial plan for the management system should be the principle of "cutting one's coat to suit the cloth", in other words devise a management regime that matches the prevailing circumstances and the funding that is likely to be available in the long term. It is not logical to set the target budget for operating the SINP at USD1.5 million a year, just because donors were willing to give that amount to implement the SIBP. A second principle to follow is that those who benefit from the system should contribute to the costs of running the system. There is potential for the whole of the Samar Island economy to benefit in one way or another from the island's biodiversity being conserved and from systems being in place to ensure that natural resource uses are ecologically sustainable. Following this approach, the ET considers that the key to maintaining a conservation system for Samar is to link it with the island's overall economy. A

conservation or resource use levy, applied at a reasonably low rate to commercial users of forests, agriculture, fisheries, tourism sites and freshwater could probably generate sufficient funds to maintain an effective conservation program.

83. The ET **recommends** also that renewed attention should be given to the task of negotiating and securing co-financing for phase 2 of the SIBP. The project document suggested a suitable course of action, but this has been neglected so far, hence no additional donor commitments have been made and the phase 2 budget is not confirmed.

## 5.0 Project Management

84. The Samar Island Biodiversity Project is under the management of the Department of Environment and Natural Resources, which has delegated responsibility to its Regional Director for Region 8, whose headquarters are on Leyte Island. A Project Management Office has been developed in the Samar Provincial capital of Catbalogan, with a dedicated full-time team of 42 staff and good facilities for office and field activities.
85. The senior project staff have been drawn largely from DENR ranks. The current Project Manager is a recent appointment from within DENR, and he has been given the additional designation of Superintendent (PASu) of the SINP protected area. There is also a Project Co-Manager position, filled by a representative of the coalition of Samar NGOs, the Samar Island Biodiversity Foundation (SIBF). Many of the other staff are local appointments (80% of the total) from Samar and Leyte. This has proved to be good policy of the PMO and DENR, bringing familiarity and close connections between the project and the island community and creating a highly motivated team.

### Project Supervision

86. Formal supervision of the SIBP is by the Tri-Partite Review (TPR), a board comprising delegates from the National Economic Development Agency (NEDA) representing the national government, UNDP and the DENR as the National Executing Agency. The TPR operates under the formal agreement between the UN agencies and the Government of the Philippines. However, the TPR appears to have not functioned as the governing body of the SIBP, having met only once in four years and on that occasion dealing with all four medium and full GEF-funded biodiversity projects in the UNDP Philippines portfolio, even though this involved four different Executing Agencies, one responsible for each of the projects.
87. A Project Steering Committee (PSC) has tended to operate as the supervisory body for the SIBP. This group comprises 25 members, including the Governors of the three Samar Island Provinces and the President of each Province's League of Mayors, NEDA Region 8 Executive Director, DENR Director of PAWB, SIBP National Project Director (Assistant Director of PAWB), Under Secretary for Policy and Planning and Under Secretary for Field Operations, DENR Region 8 Executive Director, DA Region 8 Executive Director, the 3 PENROS, CENRO, 3 NGOs and 3 PO delegates from each Province, the UNDP Deputy Resident Representative and the Director of FPE. The PMO serves as secretariat to the PSC and the PM and co-PM attend the meetings.
88. The PSC is chaired by DENR Undersecretary for Field Operations. The project document specified two meetings of the PSC in the first year and annually thereafter, although at its first meeting the PSC decided to hold four meetings in the first year. In the event, PSC meetings have been held more-or-less annually, in July 2001, January 2002, September 2003 and January 2004. At these meetings, decisions have been made and conveyed to the PMO, concerning project direction, scope, activities and budget.

89. The ET considers that these current arrangements have not provided good governance and supervision of the SIBP. The TPR is the formal governing body for the project, comprising the parties which have legal responsibilities for monitoring, evaluating and making higher-order decisions about the project's direction, administration, finances, management and performance. Its work is to provide clear instructions and guidance to the Project Manager, through a designated Project Director in the Executing Agency, and to provide timely and relevant reports on the project to each of the TPR parties.
90. The ET **recommends** that the TPR should institute the changes necessary for it to carry out these functions in a rigorous, dedicated and efficient manner. While there is value in the TPRs of UNDP's portfolio projects holding back-to-back meetings, for exchange of ideas and lessons and strengthening collaborations, the principal business for each TPR is to supervise one specific project.
91. Similarly, it is both inappropriate and inefficient for a large, broad-based Steering Committee to take on the function of project supervision. The PSC's functions are to advise and guide project implementation and to monitor and exchange views about the project and the prevailing circumstances. The broad membership of the PSC provides a rich sounding board and resource for the project and can build good understanding and coordination among the diverse project stakeholders. However, the members of SIBP's PSC have no authority, singly or collectively, to supervise or direct the activities of the project or its staff.

#### Project Management Arrangements

92. A related concern for the ET is the complexity of lines of authority and responsibility for project implementation. In particular within DENR several offices have overlapping roles in the project, including the Secretary (TPR member), the Under-Secretaries for Field Operations and Policy & Programs (PSC members), the Assistant Director of the Protected Areas and Wildlife Bureau (PAWB, designated SIBP Project Director; PSC member), the Foreign Assisted Special Projects Office (FASPO, conducts performance monitoring and evaluations of projects), Region 8 Office and Director (PSC member; supervision of PMO project staff; supervision of SINP PAO, PASu and staff); SINP PASu (co-designation as the SIBP Project Manager); SINP PAO (the Project Office has been designated a technical unit of the PAO); 3 Provincial Environment and Natural Resources Offices (PENROs, PSC members; implementation partners to the PMO); and one Community Environment and Natural Resources Office (CENRO, implementation partner).
93. The role of the FASPO has tended to duplicate and confuse the regular line of project reporting, monitoring and supervision between the PMO, Project Director and TPR. The ET considers that FASPO's auditing function would be more valuable if it used the same project logical framework and annual planning, budgeting and reporting framework as the TPR and PMO, and if it reported to the Project Director and TPR.
94. DENR is in a critical role as both the national government's leading environment agency and as the Executing Agency for the SIBP. It is important for DENR to split these roles, and to recognize that the essential purpose of Project execution is to pilot and introduce changes to the status quo. Supervision, management and monitoring of SIBP need to be dynamic, flexible, responsive, experimental and innovative. To achieve this purpose, DENR needs to govern, manage and administer the Project as a special initiative separate from normal departmental business. This is particularly important in the case of SIBP as there are many stakeholders other than DENR involved in conservation and development on Samar Island and the Project needs to be able to work effectively, flexibly and freely with all of them. The important distinction is that the PMO may provide funding, technical assistance or training in order to support local offices of DENR (PENRO, PASu) carrying out relevant activities on Samar Island (for example, enforcement of the logging ban, construction of Park infrastructure or monitoring of river pollution), but that Project staff themselves would not be carrying out such departmental functions. The same arrangement would apply to the Project working with Samar LGUs and with the SIBF.

95. Thus the ET **recommends** that the Project, SIBP, should be off-line, i.e. not under the line control of DENR offices other than the DENR delegate on the Project's TPR. The SIBP should be governed and supervised by the TPR and its implementation should be managed and administered by the PMO. Neither of these bodies should be subject to the hierarchical command structure of DENR or any other agency. If the DENR needs to influence the course of the project, it should do so through its Project Director and the TPR. These supervisory and management arrangements should enable the project to engage directly (not as DENR) with the full range of stakeholders on Samar Island, including DENR and other government agencies, and to facilitate and support their activities as project partners.
96. Similarly, the ET **recommends** maintaining clear distinction between the positions of Project Manager and Protected Area Superintendent and between the Project (PMO) staff and PA Office staff. The task of the former is to facilitate the establishment of the conservation system or PA for the latter to manage. The former needs to work flexibly across the full scope of the SIBP, whereas the latter will have the specific job of running the SINP and other conservation programs as they are developed.

### Project Implementation

97. The Project Manager and PMO staff are responsible for organizing effective and efficient implementation of project activities in accordance with approved plans and available funding, namely the overall project document, logical framework and budget for the first phase of four years, and more detailed annual plans and budgets prepared during the course of the project and approved by the TPR. The PMO appears to have been diligent in its planning, budgeting and reporting on activities and expenditure over the first phase of the project, although supervision and approval of plans have been confused and inefficient, as noted above with recommendations for change.
98. The ET **recommends** more rigorous use of the logical framework as the principal tool for project planning, monitoring and evaluation. The PMO and TPR consider that they “somehow” amended the overall project plan and logical framework at the inception phase and subsequently, but these revisions were not formally documented, approved and applied.
99. The confusion over roles and responsibilities for the SIBP extends to implementation arrangements. Throughout the campaign for conservation of Samar Island and the planning and design of the SIBP, there has been a degree of conflict and mistrust between DENR and local community groups and NGOs. The situation has not been helped by the ambiguity in the project design, discussed in section 3 above, over whether the project is to facilitate an island-wide integrated conservation and development program (ICDP) or, more narrowly, establishment of a conventional State-owned protected area. Tension has continued during project implementation with community and Church groups, SIBF members and some LGU offices expressing dissatisfaction and wanting more say in project direction and more support from SIBP for them to implement project-related activities. In an attempt to assign a more substantial role to SIBF, the Project Co-Manager position was created and filled by a nominee of SIBF. This has helped create a smoother relationship between DENR and SIBF.
100. Nevertheless, the ET concludes that a more appropriate and effective arrangement would be as recommended above, for SIBP to be a distinct entity under the supervision of the TPR, for SIBF to be a formal member of the TPR beside DENR, and for the single Project Manager and any individual PMO staff to be seconded to the positions rather than remaining also in line management positions within DENR. This would provide SIBF with a clear project governance role and “co-ownership” of SIBP in a more equal partnership with DENR.
101. In addition the ET **recommends** that SIBF and its members should be sub-contracted and supported by the PMO to carry out relevant component activities under the SIBP operational plan, in particular working with local communities, capacity building, independent monitoring, information dissemination, feasibility studies and piloting eco-enterprises (outputs 3, 4, 6). As

with DENR and other government offices undertaking project activities, the PMO would boost the capacity of SIBF members to carry out these functions by means of funding, technical assistance and training. Implementation of the majority of project activities should be sub-contracted out in this way to a diverse group of independent entities – NGOs, POs, business groups, LGUs and national agencies – allowing the PMO to be a small technical secretariat and enabling body for the SIBP.

### Project Financing and Financial Management

102. The project document indicates a total budget of USD12.88 million for the two phases of the SIBP, with USD5.76 m from GEF, matched by co-financing of USD4.25 m from GoP and USD1.52 m from UNDP TRAC funds. The bulk of the GEF (72%) and TRAC funds (74%) were allocated to phase 1. The balance is made up of separate funding from FPE, USAID, and local NGO and church groups, which has apparently been spent on parallel activities relevant to SIBP.
103. The USAID funds were spent under a separate SAMBIO (Samar Biodiversity Study) project on a set of resource use options studies for Samar Island in preparation for the SIBP. FPE funds were provided directly to an NGO (KAPPAS) working in Samar Island separately from the SIBP. Local NGOs and church groups made contributions in kind.
104. The Philippine government committed substantial co-financing to SIBP, but this was apparently subject to the availability of funds. Annual funds were provided to DENR for the salaries of personnel assigned to the project and other material support from DENR offices. The ET did not receive sufficient data to be able to analyze the expenditure of GoP funds during phase 1.
105. The record of the budget allocations and expenditures of GEF and TRAC funds is summarized in Table 1. A number of budget revisions were made during the course of phase 1, by re-allocating funds between line items. The most significant of these was under the Equipment line item, which was increased from USD564,000 (14% of the budget) to over USD1 million (26% of the budget). Based on communications with UNDP staff, this was “parked” under this line item when re-programming of phase 1 funds for 2004 were made, until a final determination is made on where it will eventually be allocated.

Component Output	Total Budget USD	% Budget Spent <sup>1</sup>	GEF Funds		TRAC Funds	
			2000-04	Spent <sup>1</sup>	2000-04	Spent <sup>1</sup>
1. Adaptive Management	592,254	65	592,254	386,461		
2. PA Operations	516,202	13	516,202	66,072		
3. Community Conservation	785,876	33	785,876	258,471		
4. IEC	243,415	21	243,415	50,112		
5. Integration with LGUs	274,003	55	149,180	67,941	124823	84117
6. Sustainable Livelihoods	616,468	47	88,641	14,456	527827	272516
7. Financial Mechanism	79,814	0	79,814	0		
Project Management	2,956,945	38	2,904,716	1,106,638	52229	25750
Total	6,064,977	36	5,360,098	1,950,151	704,879	382,383

Note 1: Expenditure figures are for 2000 to 2003 only

106. Overall, only 36% of the phase 1 budget had been spent at the end of 2003, i.e. after 3 years or about 87% of phase 1. While all outputs underspent, the best performers were Outputs 1 (65%), 5 (55%) and 6 (47%). Slow expenditure has been due apparently to the delay between the signing of project document (July 2000) and official commencement (April 2001); to

problems in drawing up contracts, bidding procedures and failure of contracted parties to deliver outputs; and by decisions having to be referred to the Manila office of DENR and to UNDP.

107. The PMO does not appear to be managing the funds from GEF, GoP and UNDP in an integrated fashion. The ET was not able to readily track the expenditure of funds from the three main sources against line items and time. Movements of funds between line items and years seem to have been subject to little scrutiny or regard to the balance between the project's major components and implications for the direction or effectiveness of the project.
108. The ET **recommends** that DENR and UNDP should focus their roles in the TPR rather than be concerned with day-to-day management of the SIBP. Contracting and monitoring functions spelled out in the project document should be delegated to the SIBP PMO or to the Regional Office. The PMO should have more control over the funds from GEF, GoP and UNDP and should manage these funds in an integrated manner. Financial management can be checked routinely by the DENR Regional Director by TPR meetings, and from quarterly reports and PIRs submitted by the PMO. Given the bureaucratic processes and requirements needed for funds to be released, the PMO should be more proactive and plan its fund requirements ahead of time.

## 6.0 LESSONS

109. The SIBP has reached its fourth year, towards the scheduled end of its first phase. A number of lessons can be drawn from progress so far. Two sets of lessons which are discussed below concern how to sustain the impacts of the Project beyond its given timeframe and immediate resources, and the importance of integrating nature conservation measures with genuine efforts to strengthen local economic and community development activities.
110. Additional conclusions regarding lessons learned are discussed more fully in the companion report "Conservation in the Philippines" which is based on the evaluations of all four biodiversity projects in the UNDP GEF portfolio, including SIBP.

### Participation and Capacity Building are Key to Sustainability

111. Every outside assistance project must address the question of how the gains it has made can be extended beyond the end of the project and into new areas. SIBP shows that this can be done by ensuring that stakeholders – agencies and sections of society affected by the outcomes of the project – become genuinely involved and empowered. The Project should be undertaken by and with the stakeholders, rather than being actions done for them or to them. Capacity building and participation in the initiative are the keys.
112. The Project's planners and managers need to understand the stakeholders' interests and should design and carry out the Project with them in mind. Stakeholders should be identified and engaged, their roles clarified and needs assessed at the design stage. Key stakeholders should have a good understanding of the Project, and be clear about their involvement, commitment and responsibilities during and after project implementation. They need to know what the Project is to provide to them and what they are contributing to the Project. Their long-term responsibilities beyond the Project should be confirmed and planned for at the outset. The Project must ensure that the stakeholders which form the permanent institutions governing and managing the resource in question are provided with the means to do so.
113. The SIBP experience confirms the value of engaging civil society and ensuring that the Project's objectives and methods are widely shared and popular. SIBP also demonstrates the important role to be played by local government in supporting and maintaining an effective program of integrated conservation and development actions within a region. The future for

protected areas and other conservation measures on Samar Island will depend on the full participation of LGUs and local communities and on their partnership with the national government authority, DENR.

### **Conservation is underpinned by Social and Economic Development**

114. SIBP has shown that conservation is best achieved when it is linked to development. Samar Island is one of the richest region's of the Philippines ecologically and one of the poorest economically. Biodiversity protection can be made relevant to poor people by linking it to economic development, in the form of sustainable livelihoods and alternative income generation activities which depend on maintaining the natural resource base. For rural communities living close to natural forest areas such as in the interior of Samar, this is far more likely to be an effective strategy than attempting to fence local people out of a protected area. The task for the Project is to enable the forest edge communities to live and prosper economically while conserving the natural capital represented by the forest, rivers and wildlife. This requires a major effort by all the stakeholders in the Project to determine which parts of the island's resources should be set aside and which may be used, under what constraints, to support economic activities.
115. SIBP provides all stakeholders with a major opportunity to extend the strategy of integrating conservation and development across all the island: it can facilitate a concerted effort to promote sustainable uses of land, forest, river and wildlife resources; develop green industries; prohibit destructive activities; restore degraded sites. This is the best way of protecting the forest biodiversity of Samar Island, in an environment which provides for the well-being of both humans and nature.

## **7.0 RECOMMENDATIONS**

116. The Mid-Term Evaluation identifies a number of ways in which to maintain or strengthen the effectiveness, efficiency or relevance of the SIBP. These are presented in the following two sets of recommendations, concerned with A. Project Strategy; and B. Project Governance and Management Arrangements.

### **A. Project Strategy**

#### **Recommendation A.1: Expanded Purpose and Objectives**

117. An over-arching recommendation is to expand the purpose of the SIB Project to deliver an integrated program of conservation and sustainable development activities across the whole island, and to revise the Project's major components towards achieving three objectives:
- (a) To establish a conservation system that will protect special sites, processes and species, with the SINP as a centerpiece.
  - (b) To facilitate development of livelihoods and economic activities that are ecologically sustainable and socially beneficial.
  - (c) To curtail destructive practices across the island through an effective threat reduction system.
118. The rationale is that the goal of protecting Samar Island's biodiversity in perpetuity will only be achieved by deliberately following such a broad approach. The current narrow strategy of trying to establish a conventional protected area over the central forest portion of the island will not be effective by itself. Surrounding land uses – agriculture, forestry, infrastructure, water extraction, tourism, urban development – must also be ecologically sustainable, i.e. they must also make allowance and provision for biodiversity conservation.



119. An important argument for SIBP to tackle the issues of sustainable resource use and development directly is that they are difficult. Rather than aiming simply to set up a protected area, the Project must assist Samareños, government agencies and private businesses to develop policies and plans for all resource-based industries and livelihoods to be developed in ways that are ecologically sustainable. SIBP provides a significant opportunity to follow such a strategy.

**Recommendation A.2: Support for Samareños' Livelihoods and Economic Development**

120. SIBP must work with greater urgency and purpose to support development of sustainable livelihood opportunities for the rural population of Samar Island. This will require rapid agreement on a suitable collaborative program by which governments, the private sector and NGOs will promote and guide sustainable livelihood and development activities, with coordination and support from SIBP.
121. Under component objective (2), the Project should expedite a variety of pilot and demonstration initiatives with partners in key parts of the island. These initiatives should show suitable techniques for using the island's natural resources in ways that are ecologically sustainable, socially beneficial and economically productive. The planned fields of tourism, forest products and farming are suitable priority candidates and should be developed with much greater vigor than has been shown to date.
122. Work on sustainable livelihoods and rural enterprise development must be integrated with mainstream efforts to develop the local and regional economy and secure an ecologically sustainable future for Samar Island. Local actions on forest products, eco-tourism ventures or sustainable farm production should be clearly part of overall efforts to manage forestry, tourism, agriculture and associated infrastructure developments on the island, in ways that are ecologically sustainable. As the "Sustainable Samar" program is developed through the concerted efforts of government agencies and NGOs, SIBP could provide a promotional facility for donors and investors to become involved in eco-enterprises and resource-based livelihoods. In addition, SIBP should stimulate establishment and implementation of a user-friendly community-based savings & loans scheme for rural enterprise and livelihood ventures. The possibility of seed grants and other incentives from the Project should also be considered. These schemes should be executed with reasonable caution, for example with clear criteria to ensure low environmental impacts, but not with stifling, expensive bureaucratic procedures. Ambitious annual targets should be set to encourage managers to realize the urgent need for and potential value of these programs.

**Recommendation A.3: Financing Conservation**

123. It is recommended that SIBP devise and put in place an innovative strategy for long-term financing of conservation measures on Samar Island. The following two principles should be applied: (a) those who use and benefit from the island's natural resources should contribute to the costs of their conservation and protection; and (b) the type of conservation system established on Samar Island should be appropriate and affordable.
124. All parts of the island's economy benefit directly or indirectly from using natural resources and from them being maintained in good condition. This is the key to sustainable development of forestry, agriculture, fisheries, water and tourism on Samar Island. SIBP should devise mechanisms for these economic activities to contribute to conservation measures, both by employing ecologically-sound practices and by paying for using natural resources. Sufficient funds to maintain an effective conservation program could be generated by applying a conservation or resource use levy at a reasonably low rate to all commercial users of Samar's forests, agricultural lands, fisheries, tourism sites, quarries and freshwater. As part of this strategy, SIBP and the three provincial governments should prepare a study and plan for long-term development of the island's substantial high quality freshwater resources.

125. The second principle is to devise a conservation system that matches the prevailing circumstances and the funding that is likely to be available in the long term, i.e. “cut one’s coat to suit the cloth”. SIBP should ensure that the long-term conservation measures, based on the three components recommended above – protection of special sites, processes and species; promotion of ecologically sustainable livelihoods and economic activities; and curtailing destructive practices – are affordable given the likely long-term financing – from local resource use levies augmented by the national government and international community.

**Recommendation A.4: Local Community Engagement and Extension Work**

126. In order to improve its effectiveness and chances of success in the long-term, SIBP should be implemented to a greater degree with and by local people and communities. Clearly this is a major task, given the size of the island and the local population. It is recommended that the Community Outreach Program should be significantly strengthened and implemented strategically so that it forms the principal means of project delivery. In other words, SIBP should use the COP approach to pursue the three objectives recommended above in specific locations progressively across the island. At each location the Project would facilitate a program of local stakeholders’ actions to introduce conservation measures, develop livelihoods and economic activities, and control destructive practices. This would be a marked contrast to the current approach of the Project working as a national government authority introducing a State-owned protected area in a top-down manner.

**Recommendation A.5: Knowledge-Sharing**

127. SIBP should make more use of its significant opportunity and resources to support a carefully-designed “knowledge sharing” program for rural households across Samar Island. People in this section of society are highly dependent on Samar’s natural forest areas for subsistence and for livelihoods and are therefore key partners in conservation and sustainable development.
128. A knowledge program should focus on developing and exchanging ecological and technical knowledge as the basis for scientific, community-based management of resources and development of livelihoods, rather than on introducing and promoting the SINP scheme or merely the Project itself. SIBP could support a suitable Sustainability Centre and extension program set up by one of the Provincial or Municipal authorities to service the whole island.

**Recommendation A.6: Engagement of Local Government**

129. The Provincial, Municipal and Barangay LGUs are crucial players in the long-term conservation and development of Samar Island, with major roles to play in development planning and controls, infrastructure standards, environmental impact and pollution controls, waste disposal, waterways management, protected areas, business development, community services and so on. The central strategy of SIBP should be to facilitate the comprehensive engagement of the LGUs in all aspects of the sustainable development and conservation of Samar Island.
130. Rather than working narrowly as an office of DENR, the Project should substantially develop its role as a technical assistance and resource facility working with and for each LGU. It should develop model legislation, guidelines and systems suited to replication at each level of government, and aim over the next 3 years for the incorporation of conservation and sustainability mechanisms into all LGU planning, development control and livelihood support programs across the island.

## **B. Project Governance And Management Arrangements**

### **Recommendation B.1: Project Extension**

131. The time frame for SIBP Phase 1 should be extended by 3-4 years subject to revising the Project design and adjusting the budget in line with the recommendations made by the MTE. At the end of the extension period a further independent evaluation should be conducted and used as a basis for confirming the plan for Phase 2.

### **Recommendation B.2: Phase 2 Financing**

132. SIBP and the TPR must give renewed attention to securing co-financing for phase 2 of the Project. The project document suggested a suitable course of action, but this has been neglected so far, no additional donor commitments have been made and the phase 2 budget is not confirmed.

### **Recommendation B.3: Project Logical Framework**

133. The Project should review the logical framework in the light of the recommendations from the MTE. The planned outputs, targets and indicators should be revised to form a coherent structure that will deliver the three main recommended components.
134. It is recommended that more regular and rigorous use is made of the logical framework as the principal tool for planning, steering, reporting, monitoring and evaluation of the Project. The revised log frame should be used routinely to guide the work of the PMO, PSC and TPR.

### **Recommendation B.4: Supervision, Direction and Coordination**

135. It is recommended that the Tri-Partite Review (TPR) should function more rigorously as the formal supervisory body for the Project. The SIBP TPR should be extended to include SIBF as well as the National Economic Development Agency, UNDP and DENR as National Executing Agency. There should be an annual meeting to receive and review progress and evaluation reports and approve plans for the coming year.
136. The SIBP Steering Committee (PSC) functions should be streamlined and made more efficient as the main advisory, liaison and coordination mechanism between the many stakeholders in Samar Island's conservation and development. The broad membership of the PSC should provide a rich sounding board and communications channel for the Project. The PSC should not have a supervisory role over the Project. An inappropriately-high number of PSC members (more than one third) are senior managers and directors from DENR. This number should be reduced to 2-3 (Project Director and Regional Director), through whom communications to and from DENR should be directed.

### **Recommendation B.5: Project Autonomy**

137. An important recommendation is for the SIBP to be organized as a special initiative separate from the bureaucratic structure of the National Executing Agency, DENR. As a project, its task is to pilot and introduce changes to the status quo, not merely serve as a line office of the Department. This requires the Project to have autonomy and freedom to be reasonably flexible, responsive, experimental and innovative. Recognizing the broadened purpose and objectives recommended above, the Project's management needs to have the authority to engage directly (not as DENR) with the full range of stakeholders on Samar Island, including DENR and other government agencies, and to facilitate and support their diverse activities as project partners.

138. This is in marked contrast to the current arrangement where the Project operates as an integral part of DENR: the purpose of the Project has been to set up and equip a DENR owned and operated National Park; the Project office is a DENR office, Project staff are DENR line-management appointments, Project funds are inter-twined with the Department's accounts.
139. It is recommended that SIBP activities should be directed by a Project Manager responsible to a national Project Director in DENR and to the TPR. The PM should have direct control over all funds made available to the Project, from GEF, GoP and UNDP sources, and should be able to manage these funds in an integrated manner. The Project staff should not be carrying out the regular work of DENR officers but should be dedicated positions, off-line from the Department, implementing activities in accordance with the Project document and contracts. Similarly, the PM should not also be a PASu. DENR should not need to maintain an additional monitoring and evaluation system in-house (the FASPO), separate to that employed by UNDP and the TPR.
140. Under these recommended arrangements, DENR would continue to carry out its broad range of functions on Samar Island with regards to forest management, waterways, pollution control, protected areas, species protection, and so on. Other national and local government agencies, the SIBF and other NGOs would also continue to implement their regular functions with respect to the island's natural environment and resources. SIBP would work as an autonomous unit in parallel to this structure, providing technical and financial assistance to the various stakeholders, promoting and facilitating the development and strengthening of the natural resource governance, management and conservation system across Samar Island.

**Recommendation B.6: Project Relations with NGOs**

141. It is recommended that SIBP should have the same facilitating and supporting relationship with SIBF and the NGOs as with DENR and other national and local government offices. SIBP is not there to do the work of these stakeholders but to assist them to work in new areas, with additional skills, more effectively and efficiently. There should be no need for a "Co-Project Manager" allocated to SIBF. SIBF and its members should be supported, equipped, trained and sub-contracted by the Project to carry out particular activities relevant to SIBP's three component objectives recommended above – such as working with local communities, capacity building, independent monitoring, information dissemination, feasibility studies, piloting eco-enterprises. As with DENR and other government offices undertaking project activities, SIBF members should use the Project to boost their capacity to carry out these functions. Implementation of the majority of project activities should be sub-contracted out in this way to a diverse group of independent entities – NGOs, POs, business groups, LGUs and national agencies – allowing the PMO to be a small technical secretariat and enabling body for the SIBP.

## **ANNEX I Terms of Reference for the Evaluation**

Thursday, 4 March, 2004

### **United Nations Development Programme Global Environment Facility**

PHI/99/G31 Samar Island Biodiversity Project (SIBP)  
PHI/00/G35 Sustainable Management of Mt. Isarog's Territories (SUMMIT) Project  
PHI/00/G36 Conservation of Tubbataha Reefs National Marine Park and World Heritage Site  
PHI/00/G37 Biodiversity Conservation and Management of Bohol Islands Marine Triangle (BMT)

### **Mid-Term Evaluation (MTE) Terms of Reference (TOR)**

#### **I. Background and Rationale**

The Global Environment Facility (GEF), established in 1991, is an independent financial organization which helps developing countries fund projects and programs that protect the global environment. GEF grants support projects related to the following complex global environmental issues: biodiversity, climate change, international waters, land degradation, the ozone layer, and persistent organic pollutants. GEF projects are managed by the implementing agencies: (1) the United Nations Environment Programme; (2) the United Nations Development Programme; and (3) the World Bank.

The GEF implementing agencies play key roles in managing GEF projects on the ground. Through them, the GEF has quickly accumulated a diverse project portfolio serving the developing world, Eastern Europe, and the Russian Federation—more than 140 countries altogether. Moreover, GEF teamwork by these partners reinforces their individual efforts to mainstream or incorporate global environment concerns into all of their policies and programs. Moreover, as the financial mechanism for four international conventions - the Convention on Biological Diversity, the United Nations Framework Convention on Climate Change, the United Nations Convention to Combat Desertification, and the Stockholm Convention on Persistent Organic Pollutants - GEF helps fund initiatives that assist developing countries in meeting the objectives of the conventions. GEF also collaborates closely with other treaties and agreements.

GEF projects are often innovative or experimental, GEF is pioneering coordination among many parties, and its development of successful operational programs requires continuous learning. Thus, integrating lessons learned from earlier efforts to achieve greater effectiveness is a key GEF goal. Each year, GEF engages in an extensive process that monitors its projects and evaluates their progress. This process yields the Project Performance Report. The GEF Monitoring & Evaluation policies and procedures, established to assess and capture the unique features of GEF projects, also supplement UNDP monitoring and evaluation tools and processes.

UNDP's biodiversity conservation portfolio in the Philippines started with the approval of the Samar Island Biodiversity Project (PDF-B 1997 and Full Project 1999). Thereafter, three MSPs were approved and are being implemented under the biodiversity conservation focal area:

- (1) PHI/00/G35 Sustainable Management of Mt. Isarog's Territories (SUMMIT) Project;
- (2) PHI/00/G35 Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site;
- (3) PHI/00/G37 Biodiversity Conservation and Management of the Bohol Islands Marine Triangle (BMT). Please see attached project profiles.

This Mid-Term Evaluation (MTE) aims to review the relevance, efficiency, effectiveness and sustainability of the activities and results within each component or desired outcome of the projects and recommend approaches to improve design, implementation and monitoring mechanisms for the remaining years of project implementation.

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four specific objectives: i) to monitor and evaluate results and impacts; ii) to provide a basis for decision making on necessary amendments and improvements; iii) to promote accountability for resource use; and iii) to document, provide feedback on, and disseminate lessons learned. A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators -, or as specific time-bound exercises such as mid-term reviews, audit reports and independent evaluations.

In addition to providing an independent in-depth review of implementation progress, this type of evaluation is responsive to GEF Council decisions on transparency and better access of information during implementation.

The mid-term evaluation is a **systematic and operations-oriented learning exercise**. Given this challenge, this exercise will be structured in such a way that it **generates relevant knowledge for our partners** while at the same time ensuring that this knowledge can and will be **applied in practical and immediate ways**. A consultative rather than an advisory process would dispel fears among some partners that evaluation is about finding fault and a proxy for measuring individual or institutional performance, rather than a sharing of knowledge and experiences amongst peers.

One of the most important features of this process is the agreement from the outset on a completion point for the evaluation, which will bring the main actors together to identify and agree upon the key issues to be analyzed. The mid-term evaluation provides the opportunity to assess early signs of project success or failure and prompt necessary adjustments. This will consequently lead to the formulation of lessons learned and recommendations that are most appropriate for performance improvement.

## II. Objectives

### A. Main Purpose

The project will employ, to the degree possible, participatory mechanisms in order to involve stakeholders and beneficiaries in the collective examination and assessment of their projects. The dissemination of lessons, in particular those that have the potential for broader application, is a key element of the MTE.

The main purposes are:

- *Project Assessment*. Examine, as systematically and objectively as possible, the relevance, efficiency, effectiveness and sustainability of previous operational activities and results achieved within all components of the project, by showing how project processes and outcomes contribute to the achievement of project goals and objectives.
- *Lessons Learned*. Develop lessons learned and recommendations for adjustments of project strategies, to improve the project implementation during and the impact after the project.
- *Enhanced Ownership and Accountability*. Enhance the accountability of partners, project managers and beneficiaries through improved implementation approaches and management structures.
- *Measurement of Impact*. Develop a monitoring framework – including time-bound, quantifiable and benchmarked indicators – to determine the overall contribution of project outcomes to global environmental benefits.

In pursuit of the above, the following key issues should be addressed:

- Assess progress towards attaining the project's global environmental objectives per GEF Operational Program concerned (OP # 2, 3, & 4).
- Assess progress towards achievement of project outcomes;
- Describe the project's adaptive management strategy – how have project activities changed in response to new conditions, and have the changes been appropriate;
- Review the clarity of roles and responsibilities of the various institutional arrangements for project implementation and the level of coordination between relevant players;

- Review any partnership arrangements with other donors and comment on their strengths and weaknesses;
- Assess the level of public involvement in the project and recommend on whether public involvement has been appropriate to the goals of the project;
- Describe and assess efforts of UNDP and the Executing Agency in support of the program office and national institutions;
- Review and assess existing monitoring frameworks for measuring project impacts;
- Propose indicators for measuring project global impacts, including baselines, targets and means of verification;
- Review and evaluate the extent to which project impacts have reached the intended beneficiaries, both within and outside project sites;
- Assess the likelihood of continuation of project outcomes and benefits after completion of GEF funding;
- Describe key factors that will require attention in order to improve prospects for sustainability of project outcomes;
- Assess whether the Logical Framework Approach (LFA) and performance indicators have been used as effective project management tools;
- Review the implementation of the project's monitoring and evaluation plans;
- Describe the main lessons that have emerged in terms of:
  - strengthening country ownership/drivenness;
  - strengthening cooperation with LGUs, civil society and the private sector
  - strengthening stakeholder participation;
  - application of adaptive management strategies;
  - efforts to secure sustainability;
  - role of M&E in project implementation.

In describing all lessons learned, an explicit distinction needs to be made between those lessons applicable only to this project, and lessons that may be of value more broadly, including to other, similar projects in the UNDP/GEF pipeline and portfolio;
- On the operational side, review responsiveness of financial and administrative policies, systems, and procedures.

## **B. Special Issue**

One of the goals of UNDP-GEF biodiversity conservation projects is to strengthen governance structures and processes contributing to improved management of resources, alleviating poverty in the process. Through these projects, rules, processes and behavior that affect the way powers are exercised at the local and national levels in the field of environmental policies, particularly as regards openness, participation, accountability, effectiveness and coherence will be promoted through the wide participation of local communities. In this regard, the MTE would also look at the extent these projects contribute to improved governance in terms of:

- Strengthening local community involvement in governance processes;
- Conflict resolution (esp. for Samar and Isarog);
- Strengthening local community involvement in management of natural resources;
- Strengthening national (e.g. NIPAS, Local Government Code, IPRA, etc.) and local regulatory frameworks

## **C. Target Audience**

This exercise will provide information about the above-mentioned purposes for all stakeholders, from donors to community partners and beneficiaries. The final Mid-term Evaluation Report will be shared with the GEF independent Monitoring and Evaluation Unit as a public document.

This review approach defines beneficiaries and partners as participants, a collaboration of multiple actors, within as well as outside the project, engaged in learning process. As all stakeholders learn and share knowledge in a co-operative relationship with the evaluation team, it increases the likelihood of the project partners adopting and achieving the intended objectives. As such, they also decide on the detailed Key Questions and Issues (KQI), conduct research, analyze findings and make

recommendations. The evaluator and his team becomes a facilitator in this participatory review, animating workshops, guiding the process at critical junctures and consolidating the final report.

The concept of a *core learning team* to steer the evaluation process will also be introduced in this exercise. The core learning team will be composed of key people representing Executing Agencies and/or PMO of each project and will be the direct focal point of the evaluation team in each project. Learning together will not only increase the quality and relevance of evaluations, but also provide ownership and commitment in the evaluation exercise and in the achievement of its results/recommendations, leading to a greater adoption of the evaluation output. The main role of the core learning team is to produce a set of consensus-based, agreed upon recommendations and lessons learned, and an understanding of the concrete follow-up activities that are required from the MTE. The CLT's main purpose is threefold:

- Discuss the draft evaluation report and the preliminary findings and extract as well as develop the recommendations; sharing experiences and lessons learned and developing the related follow up plan;
- Plan the process leading to negotiation and approval of the agreement/understanding among the partners on the results of the evaluation.;
- Ensure that recommendations of the MTE are adopted and implemented.

#### **D. Planned Outputs**

The MTE will provide the following outputs for the donors, the project management as well as all other project stakeholders:

- PRA Review results, workshop outputs, and minutes of meetings with stakeholders.
- A detailed final evaluation report based on the UNDP GEF format of evaluation reports.

### **III. Proposed Mid-term Evaluation (MTE) Process**

The steps below describe the major phases of the MTE process. In formulating the approach and methodology and timetable, consultants should be guided by the following activities. However, this is not to say that consultants do not have room for creativity and innovation to modify the processes and approaches as they see them appropriate to the study.

#### **A. Preliminary review process**

- Review of Project and progress to date
- Is the project efficiently achieving its objectives (in accordance with: (1) Operationally - schedule, budget, etc and (2) Adequately/ Qualitatively - to what extent are activities contributing to outcomes, objectives?
- Are current and planned interventions the most appropriate?
- Stocktaking of existing knowledge (approach, who are involved, role of partners, sources of information, review of reports, challenges, opportunities, expected outcome, timing)

#### **B. Validation of Progress and Adequacy / Relevance of Ongoing Interventions/ Activities**

- Determining expertise required of consultants and the modality of field work
- Methodology of evaluation including local surveys, PRAs, FGDs (partners involved with special emphasis on the role of community-based organizations)
- Conducting field work (roles of partners, expected outcome, timing)

#### **C. Comparison with other related Projects, either national or international initiatives**

- Sharing of Experiences – What works, worked, did not work and why.



D. Recommendations

- Agreements on conclusions, recommendations and follow-up actions (partners involved, consultation process, expected outcome, timing)
- Articulation of lessons Learned (expected outcome, timing, change of workplan, budgets, indicators for progress)

**IV. Reporting and Feedback**

**A. Briefing**

A general briefing will be conducted for evaluation team and the Executing Agencies/PMOs are scheduled in order to contextualize the activities and level off on the generic flow of the MTE.

**B. Debriefing with the core learning team and key stakeholders**

A debriefing will be held with the CLT and with key stakeholders and staff involved in the project, especially with the DENR and/or government counterpart institutions, implementing agencies, and other government and civil society partners to share the results and recommendations from the review.

**C. Debriefing with PMO**

A final debriefing will be done with staff of the project PMO. This debriefing will provide the PMO staff with a consolidated picture of the review findings, recommendations and lessons learned from the review process.

**D. Reporting**

In order to ensure a high accuracy of the final report, the draft review report will be shared with various stakeholder groups for review and validation through the CLE. After considering inputs from stakeholder groups, the evaluators will submit the Final Report to UNDP Manila. UNDP Manila will also furnish UNDP Regional Office in Kuala Lumpur and UNDP-GEF at Headquarters. Respective Executing Agencies will disseminate the final report to stakeholder groups. The project management will be responsible for the implementation of the recommendations.

Respective PMOs will endeavor to facilitate the translation of key portions of the review report to Filipino or the appropriate dialect, especially the findings, recommendations and lessons learned, for non-English speaking stakeholders.

**E. Evaluation Products**

A Mid-term Evaluation Report (no more than 30 pages, excluding Executive Summary and Annexes) structured as follows:

- (i) Acronyms and Terms
- (ii) Executive Summary (no more than 4 pages)  
The Executive Summary should briefly explain how the evaluation was conducted and provide the summary of contents of the report and its findings.
- (iii) Project Concept and Design Summary  
This section should begin with the context of the problem that the project is addressing. It should describe how effectively the project concept and design can deal with the situation
- (iv) Project Results  
Progress towards attaining the project's regional and global environmental objectives and achievement of project outcomes. It should also try to answer the question: What has

happened and why? The performance indicators in the logframe matrix are crucial to completing this section.

- (v) **Project Management**  
This section covers the assessment of the project's adaptive management, partnerships, involvement of stakeholders, public participation, roles and responsibilities, monitoring plans, assistance from UNDP and IMO , etc.
- (vi) **Recommendations**  
Here, the evaluators should be as specific as possible. To whom are the recommendations addressed and what exactly should that party do? Recommendations might include sets of options and alternatives.
- (vii) **Lessons Learned**  
This is a list of lessons that may be useful to other projects.

List of Annexes (Terms of Reference, Itinerary, Persons Interviewed)

## **V. Evaluation Team**

The MTE will be composed of two international consultants (with expertise on biodiversity conservation and environmental governance) and two national consultants of international caliber with similar specialization.

### **A. Environmental Governance Specialists (one international and one national)**

- Academic and/or professional background in institutional aspects of natural resource management. A minimum of 15 years relevant experience is required.
- Experience in the evaluation of technical assistance projects, preferably with UNDP or other United Nations development agencies and major donors. If possible, experience in the evaluation of GEF-funded international waters and/or biodiversity conservation projects.
- Excellent English writing and communication skills. Demonstrated ability to assess complex situations in order to succinctly and clearly distill critical issues and draw forward looking conclusions.
- Experience leading multi-disciplinary, multi-national teams to deliver quality products in high stress, short deadline situations.
- Proven capacity in working across the levels of institutions from policy, to legislation, regulation, and organizations
- An ability to assess institutional capacity and incentives
- Excellent facilitation skills

### **B. Biodiversity Conservation Specialist (one international and one national)**

- Academic and professional background in natural science, with extensive experience in sustainable development and biodiversity conservation.
- An understanding of GEF principles and expected impacts in terms of global benefits.
- A minimum of 15 years relevant working experience is required
- Experience in implementation or evaluation of technical assistance projects
- Skills in biodiversity conservation tools and techniques
- Excellent English writing and communication skills
- Excellent facilitation skills

**ANNEX II Evaluation Itinerary Achieved**

<b>Date</b>	<b>Evaluation Activity</b>	<b>Location</b>
16 April 2004	Initial briefing with SIBP	Metro Manila
22 April	Debriefing with SIBP and DENR	Tacloban City
23 April	Meeting with the Calbiga Mayor  SIBP/ SINP Briefing and Key Questions and Issues Workshop  Welcome Dinner and Film Showing	Calbiga, Western Samar  Catbalogan, Western Samar
24 April	<b><i>Team A: Serafin Talisayon</i></b> Field visits and Interactions with POs and communities Meeting with the Can-Avid Mayor  Meeting with the Church, NGOs and POs  <b><i>Team B: Peter Hunnam and Perry Ong</i></b> Meeting with Church Group of Catarman and SIBF-Northern Samar Meeting with NGOs of Northern Samar Meeting with DENR-Northern Samar	Paranas and Taft, Samar Can-Avid, Eastern Samar Borongan, Eastern Samar  Catarman, Northern Samar
25 April	<b><i>Team A: Serafin Talisayon</i></b> Field visits UN Volunteers' Sites with Maydolong Mayor Luncheon Meeting with LGU and DENR  <b><i>Team B: Peter Hunnam and Perry Ong</i></b> Luncheon Meeting with Church and LGU leaders  Meeting with DENR, Western Samar  Meeting with SIBF Western Samar	Borongan, Eastern Samar    Calbayog, Western Samar
26 April	Dialogue with POs and Communities	Sohoton, Western Samar
27 April	Key Recommendations and Actions Workshop	Tacloban City, Leyte
28 April	Exit Meeting with PMO	Tacloban City, Leyte
17 May	Discussion of Draft Report with Project Stakeholders	Metro Manila
19 May	National Workshop on UNDP GEF Biodiversity Projects	Metro Manila

**ANNEX III People Consulted during the Evaluation**

Abarcar,	John	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Abaloyan	Resurrecto	SAGUPA-Sinirangan Bisayas
Abines,	Luzviminda	Mabini
Abocot,	Daniel	SIBP
Acol-Pomida,	Fe	SIBF Eastern Samar Chapter
Adino,	Antonio	Kauswagan Han Cansolabao Association, Inc.
Agaloos,	Lorenzo	PAWB

Aguilar	Freddie	SIBP
Alde, Jr.	Antonio	Sagupa Kamasisa
Alena,	Paquito	Kauswagan Han Cansolabao Association, Inc.
Alibardo,	Violeta	Mabini
Alolor,	Marites	Mabini
Ambal,	Irwin	SIBP
Amlon,	Josephine	DENR CENRO CBFM
Amoyan,	Gerry	Municipality of Can-Avid
Arbiol,	Ranulfo	DENR PENRO Northern Samar
Arnaiz,	Rachel	Leyte Samar Daily Express
Azyra,	Bobby Allan	Maytigbao and Lagpag Farmers
Bacayo,	Felicito	Inuntan
Bacle-an,	Ysmael	Sohoton Board of Directors
Bacle-an,	Erlinda	Inuntan
Bacle-an,	Fedelio	Inuntan
Bacle-an,	Gorgonia	Inuntan
Badal,	Dominador	Inuntan
Badando,	Alda	DENR-Borongan
Baisa,	Zenaida	SIBP PAO
Bajado,	Norma	Maytigbao and Lagpag Farmers
Bajasan,	Trinidad	Maytigbao and Lagpag Farmers
Balato, Jr.	Atty. Floro	Provincial Government of Eastern Samar
Baldono,	Mayor Daniel	Municipality of Maydolong
Baris,	Crescio	Maytigbao and Lagpag Farmers
Bautista,	Elfleda	Samar College
Bernal,	Dickson	SIBP
Bernal,	Felix	DENR Northern Samar
Biliran,	Bienvenida	CENRO Calbayog
Boleche,	Beatriz	Inuntan
Bollido,	Marcos	SIBP
Bonifacio,	Joni	Trexplore Adventure Club
Bonola,	Lito	Mabini
Buenafe,	Myra	Bankaton, Inc.
Bueno,	Jimmy	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Buisa,	Zenaida	SIBP
Cabanguivas,	Jerome	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Cabangunay,	Jessie	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Cabanoang,	Faustino	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Cabardo,	Rosario	SIBP
Cabigayan,	Lito	Mabini
Calo,	Enerciano	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Calsea,	Linda	City Tourism Information Office
Campo,	Grace	Calbayog Tourist Guides Association
Cananga,	Jessy	SACRED
Caspe,	Ricardo	COFODEB
Castino,	Rychell	Calbayog Tourist Guides Association
Catalan,	Antonio	City Human Resource Management Office
Catudio,	Jeremy	Maytigbao and Lagpag Farmers
Ceñal,	Elicira	Inuntan
Cenefaldeo,	Romeo	SIBP
Corado,	Evelyn	SIBP
Corado,	Conrado	DENR PENRO Borongan
Cortado,	Lorna	City Tourism Information Office
Dalmacio,	Marcelino	SIBP
Dawa,	Nancy	Casandig Farmers' Multi-Purpose Cooperative, Inc.
de Dios,	Marie	Maytigbao and Lagpag Farmers
de Guia,	Erwin	SIBP
de Guina,	Dittus	SIBP
dela Calzoda,	Malou	SIBP
dela Cruz,	Moises	DENR-CENR Dolores
delos Santos,	Gene	SIBF Northern Samar

Ebias,	Dodong	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Ecleria,	Carisa	Maydolong Women's Association
Eco,	Rod	SIBP
Erencio,	Danilo	City Tourism Information Office
Escobar,	Ishmael	Municipality of Calbiga
Esquillo,	Ruben	SACRED
Gabel,	Salvador	Provincial Government of Eastern Samar
Gabon	Gem	SIBP
Gacusana	Lito	SAGUPA-Sinirangan Bisayas
Gapay,	Elmer	DENR Pambujan
Garcia,	Janette	PAWB
Garcia,	Myron	SIBP
Gaspar,	Demetrio	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Gerefeldeo,	Romeo	Maytigbao and Lagpag Farmers
Germينو,	Mayor Toytoy	Municipality of Can-Avid
Gillo,	Pierre	CENRO Basey
Guillermo,	George	DENR Western Samar
Guitoria,	Deling	Maytigbao and Lagpag Farmers
Guitoria,	Francisco	Maytigbao and Lagpag Farmers
Igdalino,	Remie	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Ilagi,	Nemencio	Kauswagan Han Cansolabao Association, Inc.
Imbalo,	Joey	Provincial Government of Eastern Samar
Infante,	Msgr. Romeo	Diocese of Catarman
Itaas,	Marcelo	DENR-CENRO Borongan
Ivasga,	Demetrio	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Jacosalem,	Melba	Inuntan
Jocson,	Herminigildo	SIBP
Jomadiao,	Judith	UEP
Lagrimas,	Sarah	UEP
Lagrimas,	Edwin	DENR Catarman
Lazarra,	Racel	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Legitimas,	Lisa	EEDMO
Lim,	Jose	SIBF Northern Samar
Lira,	Iluminada	Guinduhan Farmers Association
Lira,	Herminada	Maytigbao and Lagpag Farmers
Lira,	Irma	Maytigbao and Lagpag Farmers
Lladeres,	Rafael	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Lladeres,	Annie	SIBF Western Samar
Mabansag,	Maximo	MRPMPC Maydolong
Mabilangan,	Dolores	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Mabinay,	Lorenzo	PPDO Northern Samar
Mabini,	Elizabeth	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Mabula,	Don	SIBF Western Samar
Mabulay, Jr.	Jose	SIBF Western Samar
Macawili,	Gener	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Madamisa,	Eldrid	SIBP
Manlangit,	Raul	City Tourism Information Office
Martines,	Josephine	SACRED
Masmoilo,	Ciriaco	Kauswagan Han Cansolabao Association, Inc.
Mate,	Eires	SIBP
Mate,	Eires	DENR SINP PASU
Medroso,	Leonardo	Diocese of Borongan
Millan,	Annie	SIBP
Miralles,	Roberto	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Miralles,	Luz	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Miralles,	Danilo	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Montallana,	Leonora	Katatapuran Nga Pedersayon Hang Mga Parag-Uma Han Samar
Montano	Giselle	SAGUPA-Sinirangan Bisayas
Montes,	Zenaida	Maytigbao and Lagpag Farmers
Montes,	Valentin	DENR PENRO Borongan
Moreños,	Julio	Kauswagan Han Cansolabao Association, Inc.

Moreños,	Florida	Kauswagan Han Cansolabao Association, Inc.
Morquisa,	Marco Ian	Diocese of Borongan
Moscosa,	Luisidro	Municipality of Can-Avid
Nacario,	Mayor Melchor	Municipality of Calbiga
Nate,	Eiree	SIBP PAO
Natividad,	Efren	Kauswagan Han Cansolabao Association, Inc.
Núñez,	Ligaya	Department of Education Samar Division
Obin,	Emelia	Basaranan Organisasyon sa San Isidro
Obinguan, Jr.	Carlito	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Obrar,	Edgar	CENRO Catbalogan
Obregoso,	Nicolas	DENR Basey
Obregoso,	Wildredo	Mabini
Olayan,	Linda	Kauswagan Han Cansolabao Association, Inc.
Olfindo,	Vilma	Inuntan
Omega,	Cleta	TESDA
Ordea,	Criscencia	SIGDSI
Ovabe,	Armira	SIBP
Pacaawas,	Virginia	Mabini
Pajac,	Lita	Kauswagan Han Cansolabao Association, Inc.
Paje,	Almuna	DENR Pambujan
Palarca,	Nori	SIBP
Pelicano,	Andrew	Mabini
Petina,	David Nelson	SIBP
Polinar,	Estela	CENRO Basey
Ragub,	Manolito	RTD
Raz, Jr.	Jose	CENRO Calbayog
Redaja,	Benilda	SIBP
Redaja,	Ernie	SIBF Western Samar
Renola,	Rems	Bankaton, Inc.
Rosales,	Roger	SIBP
Sabaclin,	Gertrude	Inuntan
Sabaclin,	Gertrude	Inuntan
Salazar,	Gov. Clotelde	Provincial Government of Eastern Samar
Samonte,	Cristy	City Tourism Information Office
Sanico,	Jaime	SIBF Northern Samar
Sarmiento,	Greg	SIBP
Sia III,	Quintuin	SIBP
Sibbaluca,	Leonardo	DENR Region 8
Silverio,	Bienvenido	AMMMA
Soria,	Jesus	DENR
Sugazan,	Rodrigo	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Sugulan,	Concesa	Casandig Farmers' Multi-Purpose Cooperative, Inc.
Tan,	Ligaya	SIBP
Tan,	Teodoro	Provincial Government of Eastern Samar
Tan,	Fr. Pompeyo	Diocese of Catarman
Tan,	Fr. Richard	Diocese of Calbayog
Tan,	Luis	CENRO Catbalogan
Torres,	Marcialito	DENR CBFM
Tubania,	Mario	DENR-CENRO Borongan
Turia,	Sheryl	Bankaton, Inc.
Uy,	Luisito	SIBF Western Samar
Valenciano,	Virginia	Kauswagan Han Cansolabao Association, Inc.
Villacarillo,	Irwin	DENR-CENR Dolores
Villaflor,	Lita	SIGDSI
Villanueva,	Yollin	SIGDSI

## ANNEX IV Reference Documents

Date	Title	Author/ Publisher
June 2002	2002 Project Implementation Report	
May 2003	2003 Project Implementation Report	
March 2004	2004 Supplemental Project Implementation Report	
July 2001	Approved Minutes of First Project Steering Committee Meeting	
January 2002	Approved Minutes of Second Project Steering Committee Meeting	
September 2003	Approved Minutes of Third Project Steering Committee Meeting	
January - August 2003	Determination and Assessment of Current Practices in the Production and Harvesting of Ratan and Almaciga Resin within the Samar Island Biodiversity Project	Ecosystems Research and Development Bureau - DENR
January 2004	Draft Minutes of Fourth Project Steering Committee Meeting	
	Draft SINP Bill (submitted to both Houses of Congress)	
May 2004	Engaging Homegrown Civil Society in Samar Island	Rosario Cabardo, SIBP
February 2004	Excerpt of the Results of the OD Workshop, pp. 1-6, 32-33, 37-39	SIBF
May 2004	Explanatory Notes about the Plan of Operations and the Performance Evaluation Report	OIC Chief PCD-FASPO
January 2004	FASPO Performance Evaluation Report on SIBP	ASEC Rafael Camat
April 2004	Minutes of Lessons Learned Meeting	
May 2004	Notes from the SIBP Legal Specialist, on <i>Conflicting Land Use Policies in Samar Island</i>	Atty. Irwin Ambal
May 2004	Possible Leads to Best Practices	Chi Redaja, SIBP
Year 2003	Report on the Ecotourism Feasibility Study of the Sohoton National Bridge National Park	SIBP
	SIBP Annual Report 2001	
	SIBP Annual Report 2002	
	SIBP Annual Report 2003	
	SIBP Community Development and Resource Management Framework for the Community Outreach Program	
	SIBP Inception Report	
	SIBP Operations Plan 2001	
	SIBP Operations Plan 2002	
	SIBP Operations Plan 2003	
	SIBP Project Document	
	SIBP Combined Budget and Expenditures (GEF-BER-MTE.xls)	
December 2003	Updated Project Framework submitted to the 12th ODA Portfolio Review	