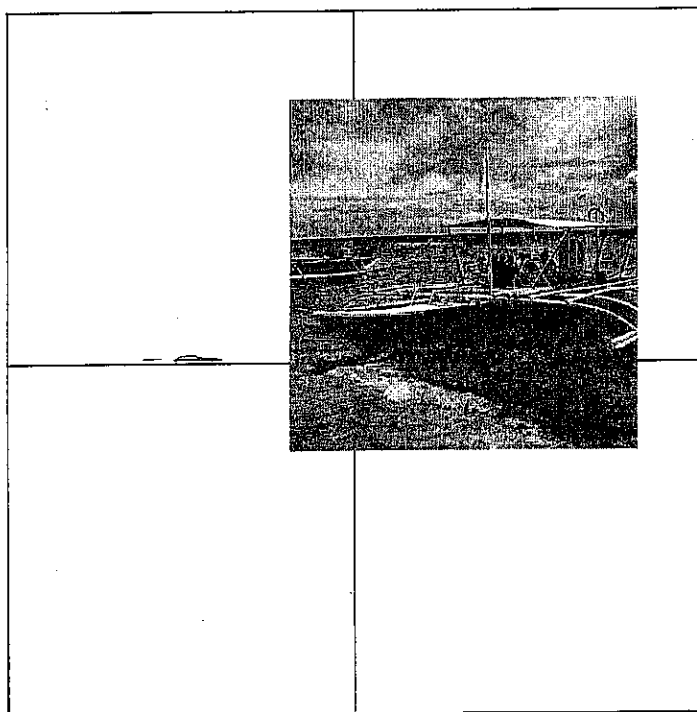




# **Biodiversity Conservation and Management of the Bohol Marine Triangle Project**



## **Mid-Term Evaluation of the UNDP GEF Project**

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## Acronyms and abbreviations

BANGON	Bohol Alliance of Non-Government Organizations
Barangay	Lowest, village-level unit of local government
BEMO	Bohol Environmental Management Office
BFAR	Bureau of Fisheries and Aquatic Resources
Bibingka	Native rice cake cooked by placing hot coals above and below
BIDEF	Bohol Integrated Development Foundation
BLGU	Barangay Local Government Unit
BMH	Bohol Marine Haven
BMT	Bohol Marine Triangle
BMTMB	BMT Management Board
BMTF	BMT Project
CBCRM	Community-Based CRM
CBO	community-based organization (synonymous with peoples organization)
CCEF	Coastal Conservation and Education Foundation
CRM	Coastal Resource Management
DENR	Department of Environment and Natural Resources
ELAC	Environmental Legal Assistance Center
FARMC	Fisheries and Aquatic Resources Management Council
FPE	Foundation for Philippine Environment
ICDP	Integrated Conservation and Development Program
ICRM	Integrated CRM
IEC	Information, education and communication
KSA	Knowledge, skills and attitudes
LGU	Local government unit
LMMA	Locally Managed Marine Area Network
MLGU	Municipal LGU
MPA	Marine protected area
MTE	Mid-Term Evaluation
NBSAP	National Biodiversity Strategy and Action Plan
NGA	National government agency
NIPAS	National Integrated Protected Areas System
PAMB	Protected Area Management Board
PCG	Philippine Coast Guard
PCRA	Participatory coastal resource assessment
Php	Philippine Peso
PIDWWO	Pamilacan Island Dolphin and Whale Watching Organization
PLGU	Provincial LGU
PMO	Project Management Office
PO	Peoples organization
PPDO	Provincial Planning and Development Office
PTA	Philippine Tourism Authority
RA	Republic Act
SB	Council, e.g. municipal council (Sangguniang Bayan) or provincial council (Sangguniang Panlalawigan), or LGU legislative bodies
SFM	Sustainable financing mechanism
TPR	Tripartite Project Review
TWG	Technical Working Group

Table of Contents

<b>1.0</b>	<b>INTRODUCTION</b>	<b>6</b>
<b>2.0</b>	<b>PROJECT and CONTEXT PROBLEM</b>	<b>6</b>
<b>3.0</b>	<b>PROJECT DESIGN</b>	<b>8</b>
<b>4.0</b>	<b>PROJECT STRATEGY</b>	<b>10</b>
<b>5.0</b>	<b>RESULTS</b>	
	Progress towards the Overall Goal and Purpose	15
	Output 1: Institutional Development	15
	Output 2: Policies	15
	Output 3: Resource Monitoring and Inventory	17
	Output 4: IEC	17
	Output 5: Conservation-enabling Environment	17
	Output 6: Targeted Ecosystem Rehabilitation	18
	Output 7: Integrated master Plan for BMT	18
	Analysis of Progress	18
<b>6.0</b>	<b>PROJECT MANAGEMENT</b>	<b>20</b>
<b>7.0</b>	<b>RECOMMENDATIONS</b>	<b>22</b>
<b>8.0</b>	<b>LESSONS</b>	<b>27</b>
<b>9.0</b>	<b>ANNEXES</b>	<b>29</b>
	Annex I: Terms of Reference for the Evaluation	
	Annex II: Evaluation Itinerary Achieved	
	Annex III: Persons Consulted during the Evaluation	
	Annex IV: Reference Documents	

## EXECUTIVE SUMMARY

The Bohol Islands Marine Triangle Project (BMT) was designed to set up a system of governance for biodiversity conservation of a species-rich but threatened marine area spanning the islands of Panglao, Balicasag and Pamilacan in Bohol Province in central Philippines. The system is not part of the National Integrated Protection Areas System (NIPAS), and is intended to be managed by a body consisting of local communities, non-government organizations and local government representatives.

The executing agency is the Foundation for Philippine Environment (FPE). The project is scheduled to last for five years starting January 2001. The current mid-term evaluation (MTE) of the project was carried out in May 2004 by an independent team.

After the Project Document was signed on March 2001, FPE realized that its mandate does not allow it to be the main implementor and that it must subcontract implementation to other non-government organizations. After months of negotiations with and among Bohol NGOs, FPE contracted the Bohol Alliance of NGOs or BANGON as lead implementor. After a delay of about a year, field work started on April 2002. Silliman University Marine Laboratory (SUML), which helped FPE during the proposal preparation stage, was contracted to undertake biophysical inventory and monitoring.

FPE remains the executing agency responsible to the implementing agency, UNDP Philippines, and maintains a lean PMO (project management office) with four personnel headed by the Project Coordinator. The PMO performs contract management, project monitoring and oversight functions over BANGON member-NGOs. A "co-management" structure has been evolving, and although the meaning of the term differs between PMO/ FPE and BANGON, the arrangement is basically stable and effective.

The Project is designed around the following seven Outputs:

1. Institutional Development for coastal resource management.
2. Policies and Enforcement
3. Resource Monitoring and Inventory for sustainable harvesting.
4. Information, Education and Communication (IEC)
5. Sustainable Financing Mechanisms
6. Ecosystems Rehabilitation
7. Integrated Planning

The project has made good progress under Outputs 1 and 3. Implementation by NGOs, which are strong in social development, resulted in community outreach and community-managed marine protected areas (MPAs) being achieved ahead of schedule and quantitative targets. Under Output 3 SUML set up a community-based system for inventory and monitoring of marine biodiversity, which has shown a general pattern of higher fish densities in and around MPAs after just two years, providing an early indication of the project's positive impacts on globally-significant biodiversity. Some fish wardens, when asked if they will continue guarding the MPA after the BMT Project is over, answered clearly in the affirmative because they attribute increase in fish catch to the MPA.

However, other Outputs require more strategic focus. For example, much IEC and advocacy were done (Output 4) – through brochures, leaflets, curriculum materials for schools, youth training – but they were generic and failed to target specific audiences for the purpose specified in the logical framework (logframe), namely, to effect greater compliance with environmental guidelines. Ecosystems rehabilitation (Output 6) was not well-targeted. Biodiversity monitoring and research (Output 3) done were basically inventories and have not yet focused on the objective of estimating sustainable harvest rates.

Under Output 7, a Master Plan for BMT will be formulated. For this purpose, a number of barangay-level (village) and municipal-level (town) coastal resource management (CRM) plans have been formulated through participatory processes. However, master planning for BMT is more than a bottom-up process of compiling CRM plans. A broader planning framework must be adopted, one that

weaves biodiversity conservation with the development of the three municipalities as an ecotourism sub-region and within the overall national and provincial goals of poverty alleviation.

The strong aspiration for development on the part of most stakeholders, in particular for livelihood and poverty alleviation activities, has exerted pressure on the BMT Project. Thus a pro-poor, pro-community and pro-livelihood bias emerged in the choice and manner of implementing project activities. Livelihood motives were force-fitted into the GEF project logframe. For example, feasibility studies for livelihood projects remote from conservation or sustainable development (hog raising and a meat shop) were included in Output 5, Sustainable Financing Mechanisms (setting up user fee-based mechanisms for financing MPA and coastal management operations). However, GEF funding is not intended for direct development of industries or livelihoods. The result is distorting both the conservation purpose of the project and the development/ livelihood aspirations of stakeholders.

The MTE Team therefore recommends the creation of a new co-financed Output 8 on "Sustainable Livelihood", so that conservation and sustainable development can be pursued in a manner that reinforces both.

FPE's strategy for setting up "an effective, equitable and sustainable system of governance" for biodiversity conservation is two-pronged: the community prong and the local government prong. PMO/ FPE has made a good start in the first but need to pay more attention to the second. Due to factors beyond the control of PMO/ FPE, trust between PMO/FPE and BANGON, on the one hand, and some LGU (local government unit) executives, on the other hand, has been low. Changes in LGU leadership (elections are held every three years) introduce an additional unknown that can affect acceptability and sustainability of the system of governance. Consequently, the MTE Team recommends that PMO/ FPE and its NGO "co-managers" develop more political savvy in nurturing greater trust and BMT ownership on the part of the new set of LGU executives who will assume power starting July 2004.

A broader but related recommendation from the MTE is for PMO/ FPE, BANGON and other key stakeholders to clarify the goal and main purpose of the BMT Project among themselves, and to facilitate a broad visioning and naming process. There is an outstanding need to recruit and engage additional stakeholders and particularly the fresh batch of elected LGU executives, towards what could be called the Bohol Marine Haven—where conservation and sustainable development (especially including ecotourism and other eco-enterprise livelihoods) can be creatively woven together into something that engages the political constituencies of the BMT area. This broader vision will then guide the development framework for the Master Planning of BMT, which might otherwise become narrowly focused on small marine reserves.

Given the "burn rate" of the project and to enable PMO to better address sustainability issues, the MTE Team recommends that the project be extended by ten months to December 2006.

## 1.0 INTRODUCTION

1. The Bohol Marine Triangle Project (BMT) is planned as a five-year initiative to devise and set up an effective system for governing and managing the rich marine and coastal resources surrounding three small islands, Panglao, Balicasag and Pamilacan, lying adjacent to Bohol Island in central Philippines. It was scheduled to start in January 2001 but did not get underway until April 2002.
2. The project was designed and is being executed by the non-government organization (NGO), the Foundation for Philippine Environment (FPE), in partnership with the Bohol Alliance of NGOs (BANGON). Other key stakeholders are Bohol Province and the Local Government Units (LGU) of Dausi, Panglao, Baclayon and Tagbilaran City.
3. Total funding of US\$ 1.36 million is identified for the initiative, provided by the GEF (\$718,000) through the United Nations Development Program in the Philippines (UNDP) as Implementing Agency, with co-financing from FPE and various other identified sources (see page 13).
4. The project is part of a portfolio of three medium and one large GEF biodiversity projects being managed by UNDP Philippines. An independent evaluation of these four projects was conducted by a single team<sup>1</sup> under the supervision of UNDP in April-May 2004. This report presents the MTE Team's findings, recommendations and lessons drawn from the FPE Bohol Marine Triangle Project.

### Summary Project Profile

Project Title:	Biodiversity Conservation and Management of the Bohol Islands Marine Triangle (BMT)
Project Purpose:	"to enable the conservation of the biodiversity resources in the BMT through a more effective, equitable and sustainable planning, implementation, monitoring and enforcement of biodiversity conservation efforts"
Duration:	5 years
Starting Date:	01 January 2001
Due Completion Date:	31 December 2005
Project Location:	Panglao, Balicasag and Pamilacan Islands, Bohol
Executing Agency:	FPE with BANGON
Financing:	\$1,355,881

## 2.0 PROJECT CONTEXT and PROBLEM

5. The Bohol Marine Triangle (BMT) is an area of tropical marine biodiversity extending over 1,120 square kilometers around Panglao, Balicasag and Pamilacan Islands, immediately next to the urban center of Tagbilaran, the capital of Bohol Province near the center of the Philippine archipelago.
6. BMT contains extensive coral reef habitats in good or excellent condition, and ranks among the top ten sites of marine conservation significance in the Philippines. Coral diversity is high with about 144 species reported. Huge gorgonians and whip corals two to five meters wide occur on outer reef slopes. An estimated 5,000 individual fish per 500 square meters inhabit the coral reefs. 34 species of butterfly fish have been recorded. Three of the world's eight species of sea turtles have been sighted. Rare or endangered species of pelagic fishes like whale sharks, devil manta and stingrays, as well as various species of seahorses and giant

<sup>1</sup> The MTE Team comprised Serafin Talisayon, Peter Hunnam, Perry Ong and Gareth Porter.

- clams occur in the area. BMT forms part of the main migratory route for whales and dolphins through the Philippines archipelago, with eleven of the 22 known species of marine mammals having been reported in the area.
7. While fishing and some farming, including coconut planting, are the traditional means of livelihood in the area, tourism has grown over the last decade (annual growth rate of tourist arrivals in Bohol Province from 2000 to 2003 averaged 35% per year) and the local population has grown. Recognizing the tourism potential of the area, entrepreneurs have set up hotels and restaurants, beach resorts, dive shops, transport and sight-seeing services. Women and men on Balicasag Island make a living selling varieties of sea shells caught in the locality (including rare species such as *Conus gloriamaris* and *Cyprea guttata*). Some residents of Pamilacan Island have organized a tourism enterprise offering whale, dolphin and manta ray-watching trips. The Philippine government proclaimed the island of Panglao as a tourism zone (Proclamation 1801). In 2002, Presidential Proclamation 274 reserved several barangays (village-level or lowest unit local government in the Philippines) in the municipalities of Dausi and Panglao for tourism development, to be known as the Panglao Island Tourism Estate.
  8. During the BMT Project development phase funded by a PDF-A grant from UNDP and GEF in late 1998 to early 1999, the following threats to the area's marine biodiversity were noted:
    1. Destructive and illegal fishing methods using dynamite and cyanide;
    2. Damage to coral reefs from tourism-related activities: anchor damage, inexperienced divers and snorkellers collecting or stepping on corals;
    3. Sand mining;
    4. Mangrove destruction;
    5. Commercial fishing within municipal waters;
    6. Shell collection;
    7. Pollution from domestic sewage and solid wastes.
  8. In 1997, the National Biodiversity Strategy and Action Plan (NBSAP) was endorsed by the Philippine Council for Sustainable Development and approved by the President. The NBSAP recommended a "Grand Strategy" for conserving marine biodiversity, comprising: (a) users not exceeding carrying capacities, (b) harvest not exceeding sustainable yields, (c) reconfiguring institutions to sustain living systems, (d) learning more about interactions among natural and human systems, and (e) valuing biodiversity as the source of national wealth and sustenance.
  9. In early 1998, the Philippine Congress passed Republic Act 8550 also known as the Philippine Fisheries Code, which, among others, defined the extent of municipal waters as 15 kilometers from the coastline, set rules for declaring fish sanctuaries, and mandated their governance via local Fisheries and Aquatic Resources Management Councils (FARMCs).
  10. RA 8550 provides a policy basis on which effective local governance for coastal and marine biodiversity conservation and sustainable development could be designed and developed. However, it was also noted during the preparatory phase of the BMT Project that the immediate threats to biodiversity were exacerbated or allowed by:
    1. Gaps in local ordinances, guidelines and enforcement;
    2. Lack of awareness of environmental and natural resources principles and values, due to lack of information and education;
    3. Limited opportunities or resources for sustainable livelihoods;
    4. Institutional weaknesses—such as among barangay and municipal FARMCs—combined with lack of coordination among government agencies.
  11. Prior to the project, two fish sanctuaries had been successfully maintained by local communities in Barangay Pamilacan and Barangay Balicasag. Several other marine protected areas (MPAs) had been set up by municipal ordinance, but these were not operational as of 1999 and were called "paper MPAs". Thus, when the BMT Project was

being conceived, the local implementation of RA 8550 in the 12 coastal barangays of Panglao, Dauis and Baclayon municipalities was still very weak and uneven.

12. In short, at the turn of the century, the BMT is a particularly species-rich area whose marine biodiversity is threatened by the combined consequences of population and tourism growth, destructive methods of fishing and resource extraction, and national and local legislations and policies that have not yet been translated into a locally coherent and effective system of governance for marine and coastal biodiversity conservation and sustainable development.

### 3.0 PROJECT STRATEGY

#### Broader "informal project" vis-à-vis formal project

13. The beginnings of BMTP started in early 1997 with a series of consultations initiated by FPE among the Provincial Governor and Vice-Governor, the Bohol Integrated Development Foundation (BIDEF) and the mayors of Baclayon, Dauis and Panglao municipalities. The SUML later joined to contribute primary and secondary data. A PDF-A grant was approved by UNDP in September 1998. This supported work by a Technical Working Group from FPE, BIDEF, SUML and the Bohol Environment Management Office (BEMO) of the provincial government and a series of stakeholder consultations, which resulted in a project brief submitted to UNDP and GEF in February 1999.
14. At that time, it was clear to the proponents, particularly FPE, that their goals were biodiversity conservation and sustainable development. According to former FPE Executive Director Julio Galvez Tan, "The conceptualized BMT project is that of an integrated biodiversity conservation and sustainable development. This means that the ultimate goal is poverty alleviation hand-in-hand with conservation. The project proposes a two-prong strategy, strengthening of local governing units and the organization of stakeholders, particularly coastal communities".
15. The original project brief was returned for revision to "make it understandable to GEF" but FPE made known its reservations on changing the "language" of the proposal which the stakeholders themselves had formulated. After more than a year of negotiations, FPE agreed to revise the proposal to fit the GEF framework and "language". According to the FPE President at that time, "In effect, the proposal became more of a biodiversity conservation project rather than an integrated biodiversity conservation and sustainable development project. The former has less stress on poverty alleviation and sustainable development objectives."
16. Because GEF funds are for financing only the incremental costs of protecting globally-significant biodiversity (or other global environmental goods), the approved project followed the expected conservation-oriented logical framework (or logframe) and indicators of performance. From the outset, the Project Management Office (PMO) set up by FPE has felt the continuing pressure from both local governments and people's organizations for development support, e.g. livelihood components, and yet the project is structured according to the GEF framework, which is not intended nor designed to respond to development imperatives. The underlying development motive among project implementors has not waned since the project started in 2001. As of May 2004 there is continuing perception in BANGON – the lead implementor of the BMTP – of "delayed implementation of livelihood component."
17. Various co-financing sources had to be secured for the project (evaluated more thoroughly in Section II.C). Not unexpectedly, when the project was approved and started in January 2001, most co-financing (from World Bank-CBRM, Department of Tourism and First Consolidated Bank Foundation Inc.) was allocated to the most development-oriented output, or Output 5 on "Alternative conservation-enabling livelihood activities are sustained through established benefit-sharing and revolving fund schemes".



18. In 2003, FPE and BANGON developed a BMT livelihoods seed funding scheme, to which FPE made an additional grant in 2004. The PMO also networked with other funding agencies such as Peace and Equity Foundation (PEF), Mirant Foundation and other donor agencies to attract co-funding for the scheme, and PEF committed to provide Php two million. This co-financing was not programmed in the original project document.
19. It appears that the meaning project implementors attached to the term "livelihood" is much broader than the meaning originally intended for Output 5. A field trip to Bantayan, Cebu to observe an enterprise facility producing boneless *danggit* (a variety of fish) was funded under this component, as was a study contracted to JEP Consultants & Trainers on sustainable financing mechanisms (SFM). This assessed various models of charging user fees, but also included feasibility studies on hog growing and meat shop operation. Activities carried out under other outputs also relate to livelihood developments, e.g. barangay-level eco-tourism under Output 4 ("Compliance with environmental guidelines is improved through a program of environmental education"). Under Output 6, the first targeted ecosystem for rehabilitation was not for biodiversity conservation but reforestation in Pamilacan for ensuring fresh water supply for Pamilacan residents.
20. In short, the indications available to the MTE Team suggest that the PMO/ FPE, with UNDP and TPR (Tri-Partite Review) approval, has managed to "work around" the original project design and pursue their original goals of "integrated biodiversity conservation and sustainable development". Thus, a broader **"informal project" has developed alongside the conservation-oriented formal GEF-funded project**. It is "informal" because no formal revision of the logframe was made. There was no indication that this is a consciously adopted or formal project strategy, although its consequences on the project are fundamental or strategic.
21. The reason why an "informal work around" happened instead of a formal revision of the logframe recommended by the PMO then approved by the TPR, appears to be that there is an unspoken assumption on the part of FPE, UNDP and others concerned that the logframe is not changeable, or that transaction costs of attempting to change it would be too high. The TPR should have encouraged PMO/ FPE to adjust the logframe to acknowledge the centrality of development, and particularly livelihood, objectives among stakeholders, and to better tap the synergies between conservation and development objectives in a manner that, in the end, would best serve both objectives.
22. This informal adaptive change is not surprising, given the traditional Asian respect for authority, or hesitance to challenge directions from above in the context of hierarchical structures. Furthermore, poverty-alleviation is clearly a policy priority and a popular aspiration in the Philippine or Third World context surrounding the implementation of a GEF project. Given the poverty-alleviation mandates of UNDP arising from the Millennium Development Goals and the culture embedded within UNDP that projects must be essentially country-driven, one could understand better the contexts underlying the informal adaptive change.

An NGO alliance (BANGON) as lead implementor.

23. When the FPE Board met after the project was approved, it was realized that FPE could not be the main project implementor for at least two reasons: (a) FPE's goal is to help civil society develop by funding NGOs projects rather than by competing with NGOs by undertaking projects itself, and (b) FPE is mandated to limit its administrative expenditures to 20% or less of its annual income.
24. This triggered a long process of searching among Bohol NGOs, besides BIDEF which had been part of the conceptualization of the project. Politics among local NGOs contributed to the delay. A year had passed before a consensus was reached that BANGON will be the main implementing NGO alliance body, and the subcontracting and other mechanisms for managing the Project were worked out. Thus, BANGON was strengthened and a lean PMO

was established by FPE. The Project Document was signed in March 2001 but field operations started only in April 2002.

25. This implementing structure was neither planned nor anticipated in the Project Document. It was not a formal strategy either, but its consequences, besides the one-year project delay, are strategic:
  1. It boosted the development of BANGON member-NGOs.
  2. It provided a reason for various Bohol NGOs to get their acts together.
  3. It **reinforced the social development components** of BMTP: community organizing, social marketing, participatory coastal resource assessment (PCRA), and capability building of people's organizations – the areas of expertise of many BANGON member-NGOs.
  4. It led to a **bottom-up bias** in setting up the system of governance for biodiversity conservation: starting with barangay-level MPA management teams or FARMCs and formulation of barangay-level CRM plans, followed by municipal-level CRM plans and municipal council (or Sangguniang Bayan) resolutions, and then somehow leading up to a BMT Master Plan together with the BMT Management Board.
  5. It put project sustainability **at risk to the particularities and unpredictabilities of LGU-NGO dynamics** in the BMT. That risk could have been lessened by, for example, a BEMO-BANGON co-management structure.
26. FPE wanted to adopt a "two-prong strategy" for participatory governance (of integrated biodiversity conservation and sustainable development), operationalized as governance by two local level actors: local government units (LGUs) and the resource users, i.e. local community or people's organizations (POs). The above strategic consequences tended to strengthen the PO prong at the same time that it **tended to weaken the LGU prong**.

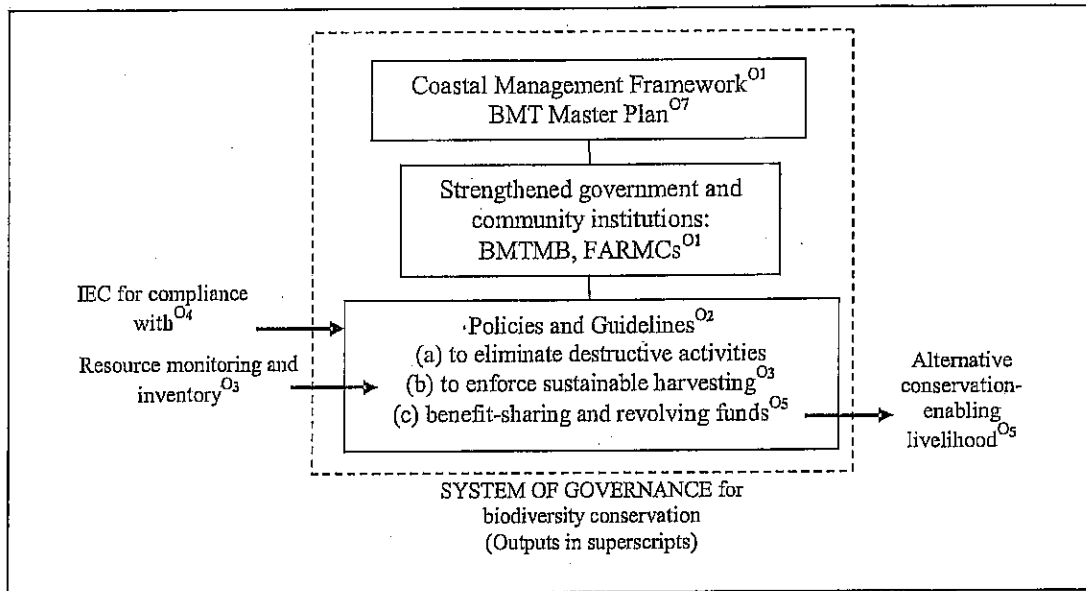
#### 4.0 PROJECT DESIGN

##### Governance at the center of project design

27. The project design basically follows from the project purpose
 

"to enable the conservation of the biodiversity resources in the BMT through a more effective, equitable and sustainable planning, implementation, monitoring and enforcement of biodiversity conservation efforts"

In essence this seems to mean establishing an effective, equitable and sustainable system of governance for biodiversity conservation.
28. The system of governance (see box in dashed line in diagram below) consists of a CRM framework (Output 1) that will be embodied in a Master Plan (Output 7), strengthened government and community institutions (Output 1), and a set of policies and guidelines (Outputs 2, 3 and 5). IEC (Output 4) is specifically intended to facilitate compliance with policies and guidelines; and resource monitoring and inventory (Output 3) is specifically intended to provide the scientific basis for formulation and enforcement of sustainable harvesting policies and guidelines (see arrows in the left side of the diagram below). "Livelihood" is meant in the context of establishing a sustainable financing system based on user fees and the like (Output 5), which is part of the policies and operating guidelines of the system of governance.
29. All outputs were related to setting up the system of governance except Output 6. Output 6 is a direct biophysical intervention, namely, "targeted ecosystem rehabilitation improves overall ecosystem health and contributes to improved well-being of local communities."



#### Focused Intent: Conservation

30. The intent of the project design is clearly to produce conservation Outputs:

Formal description of Output		Focused Intent
1	Institutional Development: Strengthened government and community institutions will facilitate the application of a coastal management framework, with the establishment and maintenance of marine reserves as a major component	Marine reserves
2	Policies: The development and application of locally appropriate policies and guidelines will facilitate the elimination of destructive activities	Elimination of destructive activities
3	Resource monitoring and inventory: Relevant and reliable information is used to conduct monitoring and inventory, as a basis for the establishment and enforcement of sustainable harvesting	Sustainable harvesting
4	IEC: Compliance with environmental guidelines is improved through a program of environmental education and awareness building	Compliance with environmental guidelines
5	Sustainable Financing Mechanisms: Alternative conservation-enabling livelihood activities are sustained through established benefit-sharing and revolving fund schemes	Conservation-enabling livelihood via user fees
6	Ecosystem rehabilitation: Targeted ecosystem rehabilitation will improve overall ecosystem health and contribute to improved well-being of local communities	Targeted ecosystem rehabilitation
7	Integrated Planning: Inter-sectoral and inter-municipality coordination through the implementation of an integrated Master Plan for BMT	Integrated planning

31. The Outputs, as stated in the Project Document and logframe, intended to address areas of "highest gain and highest pain". Thus, top priority in institutional development is on MPAs (Output 1). Priority in policies is on controlling destructive activities (Output 2), except that the indicator for Output 2 is all-encompassing: "all economic activities governed by appropriate policies and guidelines [by] 18 months into the project". Priority in scientific research is to establish the bases for sustainable levels and modes of harvesting (Output 3). Generic IEC about BMT is not intended; rather, the intent is clearly on IEC "tailored to different stakeholder groups" to improve compliance with environmental guidelines (Output 4). In Output 5, not all types of livelihood are intended and priority modality is via resource user fees. Output 6 specifies that ecosystem rehabilitation must be selective to achieve highest gain.
32. In contrast, Output 7 is broader as it requires a comprehensive or inter-sectoral and inter-municipality approach, including such planning elements as resource use, shoreline development, guidelines for tourism, pollution mitigation, zoning, and habitat protection.
33. It is clear that, the general intent of the Project Document is to focus effort and resources on the objective of establishing an effective, equitable and sustainable system of governance for biodiversity conservation. However, focus on conservation and, in particular, on MPAs makes the project too narrowly concerned with protecting biodiversity, instead of establishing a broader multiple-use program of integrated conservation and development across the local seascape-landscape.

#### Co-financing within the GEF framework

34. Co-financing of any economic development activities under a UNDP-GEF project is normal, stemming from the requirement that GEF funds only the incremental costs of protecting globally-significant biodiversity and other environmental goods. However, the co-financing secured for the BMT Project remains aligned with the conservation-oriented project structure, which tends to distort the developmental intent of the co-financing institutions. Co-financing activities listed in the project document were activities that had been either terminated or ongoing when the project was started, that is, they were activities that were separate from the project itself.
35. Section J of the Project Document includes the budget and financing plan and an incremental cost analysis for the Project. The total planned budget is \$1.36 million. The financing plan records the GEF contribution of \$0.72 million, plus co-financing from nine other sources, amounting to \$0.64 million. The table below shows the level of funding from each source, how it is earmarked to particular BMT Outputs, with observations made by the MTE Team in the last column.

Financing Source	Budget Contribution	Outputs Indicated	MTE Team's Observations
GEF	718,270	1 to 7	Managed as the total BMT Project budget
German Development Services	125,000	1 and 2	Separate project, apparently on Pamilacan island, beach erosion groynes, awareness-raising; ended 2002
Department of Tourism	121,250	5	Separate project, apparently on business training for Pamilacan dolphin watcher group, PIDWWO
Foundation for Philippines Environment	187,638	2, 3, 6, 7	Integral with BMT Project but accounted separately; spent on PMO and BANGON staffing, training and overheads; P1M livelihood fund not in Project Document; financial reports not seen by MTE

First Consolidated Bank Foundation	100,000	5	Separate project; apparently spent on community organizing and micro-credit
Community Based Resource Management Project	38,750	5	Separate project by World Bank; apparently spent on mangrove rehabilitation
Bohol Integrated Development Foundation	27,473	-	Earmarked for BMTP administration; apparently spent on community organizing and training
World Wildlife Fund – Philippines	25,000	3	Separate project; apparently on marine mammal research and PIDWWO formation on Pamilacan
Private sector	7,500	1	Funds from a resort owner; apparently spent on awareness raising and waste management
USAID-funded CRM project of CCEF	5,000	4	Apparently spent on technical assistance, CRM planning, database development, LGU capacity building
<b>TOTAL</b>	<b>1,355,881</b>		

36. Of the nine co-financed activities, only one – that by FPE – appears to have been planned as an integral part of the BMT Project. It seems misleading to include the other eight amounts as “co-financing” for the BMT Project because they appear to have been planned, carried out, monitored, evaluated and accounted for quite separately from the BMT Project – some before the project started and the others on-going at the start of the project. PMO appears to have had no opportunity to influence or make the most of these separate initiatives. At the most, they may have been useful parallel or prior activities. This lack of integration is unfortunate and is likely to have limited the effectiveness, efficiency and relevance of the BMT Project and of the other initiatives as well.
37. The FPE funds have been managed jointly with the GEF funds but accounted for separately. Because evaluating co-financed activities were not part of the Terms of Reference of the MTE, it is not clear to the MTE Team whether or not the activities have been carried out and these separate funds spent, and, if so, whether or not they were integrated with and managed and administered by the BMT Project. It would help efficient and effective delivery if the whole Project was being managed – and evaluated – under a single logical framework, a single operating plan and a single, consolidated budget.
38. The effect of this flawed co-financing scheme is most unfortunate in implementing needed livelihood activities.
39. The financing plan for BMTP shows the FPE funds contributing to four of the Outputs, but not Output 5. However, the MTE Team was informed that the PhP1 million FPE seed funds for livelihoods have been allocated under Output 5, although there has been no formal adjustment made to the budget for Output 5, presumably because the budget plan and expenditure records deal only with GEF funds. There does not seem to be a consolidated report advising the Project management, supervisors (or MTE Team) on total funds available from all sources or total expenditure on each activity.
40. The problem stems, in part, from the strict application of the GEF guidelines on project design, in the face of the clear need expressed by virtually all stakeholders for livelihoods to be a strong component of the BMT Project. The issue was not resolved satisfactorily during

the Project formulation process, which appears to have left the proponents considerably frustrated. The situation that has resulted appears to be as follows:

- (a) The BMTF was designed as an imbalanced project, with inadequate provision for addressing development issues;
- (b) A list of potentially-complementary projects was strung together ("on paper") at the PDF stage and claimed in the Project Document as "co-financing", because GEF rewards co-financing;
- (c) GEF and co-financed activities were not adequately integrated, either during planning or implementation, to form an adequate, coherent "BMT Project";
- (d) The meaning of "sustainable financing mechanism" was stretched to provide for long-term livelihood development, which is unrealistic and inappropriate;
- (e) Probably sensing these misfits between developmental aspirations and project design, all parties – PMO/ FPE, BANGON, UNDP and TPR – evolved an "informal broader project" alongside the formal project during the implementation stage.

A weakness affecting political acceptability and engagement

- 41. Four related observations can be made on a basic weakness of the project design that militates against the political acceptability of the project and the eventual sustainability of the system of governance for biodiversity conservation that the project aims to establish.
- 42. In due course, the system of governance would become the continuing responsibility of the municipal and provincial LGUs, operating through the proposed BMT Management Board (BMTMB). The Board is envisioned to include BEMO officers, the three mayors, two local NGOs, and representatives from national government agencies: the Department of Environment and Natural Resources (DENR), the Bureau of Fisheries and Aquatic Resources (BFAR), the Philippine Tourism Authority (PTA) and Philippine Coast Guard (PCG).
- 43. Given that the commitment of LGUs is essential for project success and eventual sustainability of the governance system, efforts to "sell" the project and allow the LGUs to feel some "ownership" seem inadequate. It was assumed that the three Mayors would give their commitment early during the project in the form of a three-way Memorandum of Agreement and would form the core of the BMT Management Board. However, the Mayors felt they were being given too little control and did not readily agree to the establishment of a Board.
- 44. An issue for FPE and BANGON in implementing the project is that the design committed them to deliverables which are not fully under their control. In particular, the successful implementation of each Output depends as much on the willingness and readiness of LGUs and national government agencies (NGAs), which have not been brought in as signatories to the Project Document, or as contracted parties or partners receiving a share of project resources..
- 45. The originally intended "two-prong strategy" of FPE can be summarized as mandate from above and participatory decision-making from below – following the Filipino metaphor of cooking *bibingka* (a native rice cake that is cooked by placing hot coals above and below). The Integrated Master Plan for BMT would be the vehicle for the mandate from above, but it was scheduled for completion by the end of year 3. Since the municipal CRM plans were scheduled to be developed at the start of year 1, it would have been politically more efficacious to develop an "Indicative" Master Plan for BMT also during year 1, as a vehicle for securing substantive, e.g. budgetary and legislative commitments from the LGU executives early in the project.

## 5.0 RESULTS

### Progress towards the Overall Goal and Purpose

46. Field work started in April 2002. The one-year period from March 2001, when the Project Document was signed, to March 2002 was spent in establishing collaboration with partners such as provincial and municipal LGUs, NGO partners, Silliman University Marine Laboratory (SUML), the Coastal Conservation and Education Foundation (CCEF) and JEP – with the project serving as a catalyst for cooperation.
47. The Project Management Office (PMO) was established, staffed and equipped. It took one year to set up the project organization and clarify roles, tasks and relationships: BANGON was tasked in community organizing, SUML was tasked to do the resource inventory and to provide other technical needs of the project, and CCEF was tasked to provide technical assistance to the PMO.
48. Except for the re-elected mayor of Baclayon, a fresh set of LGU executives assumed power starting July 2001. Accordingly, the PMO and FPE promoted the BMT concept to the new LGU executives, as a critical or threatened area of high biodiversity. A training and IEC needs assessment was done in the three municipalities in preparation for developing a training and IEC program that will be needed in the actual field implementation.

### Output 1: Institutional Development

49. In 2002, 19 barangay-level CBCRM plans were formulated. At the special request of the Baclayon mayor, the seven coastal barangays in the Bohol mainland municipality of Baclayon were included in the scope of the project, alongside the 12 barangays on the three islands. The MTE considers this extension to be a valuable improvement to the project.
50. The formulation of barangay-level CBCRM plans involved the following steps:
  - (a) A municipal level Technical Working Group (TWG) was formed. The TWG is a multi-sectoral group created via Executive Order signed by the mayor. The TWG served as the CRM core-group in each municipality. Members were mandated to participate in the whole CRM process from data banking to monitoring and evaluation.
  - (b) Participatory Coastal Resource Assessment (PCRA) was conducted in each barangay. The TWG members helped the project staff in the PCRA training of local community members and in PCRA data gathering and consolidation. The assessment covered both resources and resource-users.
  - (c) An exposure trip of barangay council and PO representatives was organized to other municipalities in Bohol having CBCRM programs. The participants observed the whole process of CBCRM implementation in these towns and interacted with some LGU and PO representatives there.
  - (d) The output of these activities was a CBCRM plan for each barangay. These were validated and finalized by the respective barangay LGUs.
51. Out of the 19 barangays, three – Libaong, Bolod, and sitio Balicasag (all in the Municipality of Panglao) – were able to adopt immediately their CBCRM plans through a barangay resolution.
52. In the field monitoring part of CBCRM preparation, it was observed that most of the existing MPAs in the BMT were “paper MPAs” that did not even have marker buoys to identify the boundaries. Provision of marker buoys was started in 2002 to reduce poaching incidents in the MPAs. For patrolling and surveillance of the MPAs and the rest of municipal waters, BMTF provided patrol boats for the three Municipal LGUs.

53. In 2003, an additional 12 barangay-level CBCRM plans were formulated making a total of 31. These 12 barangays included the coastal barangays of Panglao Island around Maribojoc Bay. The development of these plans involved the same process of conducting PCRA and exposure trips of PO and BLGU representatives to different towns within the province. At the end of 2003, all CBCRM plans were adopted through barangay resolutions. Some barangays immediately implemented their plans with technical assistance provided by the project staff.
54. POs were also tapped and strengthened (e.g., Basic Organizational Seminar) to help the BLGUs in implementing their CBCRM plans.
55. By 2003, the following were the accomplishments towards improving MPA management:
- MPA orientations, via film showing on marine conservation and MPA establishment, for different stakeholders were conducted in barangays having MPAs.
  - MPA Management Teams were formed; objectives and roles were clarified through process workshops.
  - The MPA Management Teams contributed to improving the barangay CBCRM plans.
  - A monitoring system for MPAs was installed using FPE's Biological Monitoring Evaluation System, with some appropriate modifications introduced by SUML.
  - Training of MPA monitors by SUML: MPA monitors comprised one committee of the MPA Management Teams and their main task is to conduct biophysical monitoring both inside and outside MPAs. The training was by lecture and actual field monitoring.
  - An evaluation of the MPAs was conducted using an MPA Rating System devised by CCEF, focused on management rather than biophysical aspects: acceptance and approval by community, conduct of education programs, formation of management body, approval by municipal ordinance, installation of anchor/marker buoys, etc. Based on the rating system, most of the BMT MPAs fall under Level II or "Fair" which means acceptance by the community, documented and approved through municipal ordinance, and IEC action programs conducted in affected neighboring areas.
55. The MPA Management Teams were networked with the Locally Managed Marine Area (LMMA) Network, a network of POs managing MPAs in Southeast Asia and the South Pacific. The BMT MPA Management Teams may be able to draw assistance from this network even after the end of the project implementation.
56. MPA Management Teams in the 12 coastal barangays were rated by SUML in March 2004 and the results are summarized below:

	Balicasag	Blilisan	Bingag	Bolod	Dao-Sn Iaidro	Danao	Doljo	Looc	Pamilacan	Poblacion Panglao	Tabalong	Tawala
Completeness of members	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Promptness	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Readiness	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Resource mobilization	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Understanding of method	✓	✓	✓	f	✓	✓	✓	✓	✓	✓	f	✓
Data retrieval and storage	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Data synthesis	✓		✓	✓				✓				
Accuracy	F	F	F	F	F	F	F	F	F	F	F	F
LGU participation			✓					✓				

Legend: F=problem with fish length estimation  
f=problem with fish census methodology



**Output 2: Policies**

57. Over 2002-2003, an inventory was made of all CRM and fishery-related ordinances. An orientation on the Philippine Fisheries Code of 1998 was conducted in 23 barangays. With assistance from the Environment Legal Assistance Center (ELAC), a member NGO of BANGON, a municipal policy dialogue was conducted in order for all the policy-makers to review and analyze the laws governing CRM and fisheries in their respective municipalities. Deputized fish wardens who undertake regular surveillance and patrolling were given paralegal training by ELAC. SMART Communications supported the Project through provision of cellular phones and satellite phones to the fish wardens.

**Output 3: Resource Monitoring and Inventory**

58. In preparation for biophysical monitoring, selected community members were trained by SUML to monitor mangroves, shorebirds, shell and fish catch, and large vertebrates.
59. Resource inventories were conducted over 2002-2003 by the technical team from SUML and the trainees. Copies of data obtained from the surveys were lodged with BEMO, for incorporation into the Natural Resource Database of the province. The partial salary of the staff incorporating the BMT data into the database was paid by the Project.
- 60.. Total fish densities were compared between 2002 and 2003 surveys. The lowest increase was in Barangay Tawala: 17% increase within the MPA and 41% increase outside the MPA. The highest increases were 181% within the MPA at Barangay San Isidro/Dao, and 114% outside the MPA at Barangay Doljo.
61. Between 2002 and 2003, percent changes in target fish densities within MPAs decreased in Barangays Danao (-15%), Doljo (-25%) and Bolod (-38%) but increased in Barangays Bil-isan (+214%). Outside MPAs, the changes were all positive (+205% for San Isidro/Dao, +126% for Bolod, +80% for Tawala, +65% for Doljo and +23% for Bil-isan) except for Danao (-25%).

**Output 4: IEC**

62. Information dissemination about the BMT project was the focus for IEC in 2002. BMT posters, stickers and brochures were produced and disseminated in all barangays. An information caravan about the project was also conducted.
63. A perception study on the BMT was conducted in early 2003 to provide input to IEC planning for different stakeholders.
64. A Youth Peer Environmental Educators training was conducted for the representatives of the Sangguniang Kabataan (or Youth Council, an organization under the LGUs) where they were given information on CRM, values and IEC techniques. A curriculum for elementary education was developed with the assistance of the International Marine Life Alliance. Training of elementary science teachers on coastal resources was conducted; one of the outputs of the training was a lesson plan integrating basic marine ecology in the elementary curriculum.
65. An advocacy group (BMT Watch) was also formed in 2003. Members of this group are the implementing NGOs of BANGON and representatives from DENR, BFAR, and other government line agencies. BMT Watch advocacy covered the Panglao 2003 Project, a research expedition studying marine molluscs, by the French National Museum in collaboration with the University of San Carlos in Cebu. Through Watch's efforts, proper consultation was conducted with local communities as a prerequisite to the research. The Project also educated LGU executives and communities on the Bio-piracy and Wildlife Act.

**Output 5: Conservation-enabling Livelihood**

66. JEP Consultants Inc. was engaged in 2002 to undertake a study on sustainable financial mechanisms and models that looked into the feasibility of user fees and of conservation-oriented livelihoods. JEP visited each local community and listed possible livelihood activities of interest to that community. From this study, BANGON formulated a sustainable livelihood funding mechanism in 2003. Four feasibility studies, including seaweed farming and solar power, were conducted. Selected barangays and POs were given training on business planning as well as a study tour to sites with successful enterprises, such as boneless danggit in Bantayan, Cebu.
67. Formulation of a Municipal user fee ordinance was given priority in 2003. Technical assistance was given to the LGUs of Panglao and Baclayon and further work was done on the identification of other viable SFM options. A study tour to Indonesia's Bunaken Marine Park was conducted in order to see the user-fee system of the park and to observe how a management board managed the park.
68. In an effort to increase Project funds to support livelihoods, the PMO and FPE networked with other donor agencies including PEF, Mirant Foundation and PBSP. PMO and PEF jointly worked on poverty scanning for the Bohol Province and identified areas of cooperation for the envisioned "Donor's Forum" to extend the efforts of the BMT Project.

**Output 6: Targeted Ecosystem Rehabilitation**

69. Priority areas for targeted rehabilitation were identified in 2002. Two were identified: the mangrove area in Doljo, Panglao in which a portion had been cleared, converted to fishpond and later abandoned, and the deforestation on Pamilacan Island which jeopardized the freshwater resource. Ecosystem rehabilitation in 2003 was focused on reforestation for the island of Pamilacan. A rehabilitation plan for Pamilacan was formulated and technical assistance was provided during implementation.

**Output 7: Integrated Master Plan for BMT**

70. Orientation for LGU executives was conducted in 2002. By year end, the three mayors signed a Memorandum of Agreement recognizing the BMT as a critical area of high diversity. A BMT Management Board was set up composed of the three mayors and a representative each from BEMO, BANGON, FPE and POs.
71. No substantive decisions were made by the BMTMB in 2003 because of contentious issues that divide the members: the mayors threatened to leave the Board if the number of members was increased beyond seven, and the municipal CRM plan and corresponding SB resolution in Panglao was delayed due to internal political differences.

**Analysis of Progress**

72. Excellent progress in Outputs 1, 3 and 5. Major strides have been made in Outputs 3 and 5, and particularly in Output 1. Under Output 1, community organizing, enhancement of community KSA (knowledge, skills and attitudes) and capability building progressed in all 12 MPAs. This is ahead of schedule and above the project performance targets, despite the one-year delay in start of field work. Almost 94 hectares of MPAs have been established, from a baseline of 14 hectares. MPA monitoring teams and monitoring committees have been trained in PCRA and BIOME. 31 barangay-level and two municipal-level CRM plans have been completed, well over the 12 in the project plan. All MPAs have been legalized via municipal ordinances, except for three where only a municipal resolution was passed

- adopting their corresponding barangay ordinances. Strong stakeholder interest and engagement in the MPA work were apparent during the field visits of the MTE Team. Clearly these achievements reflect on the forte and specialization of BANGON working well in conjunction with FPE and SUML.
73. Global environmental benefits. The latest estimations show that biodiversity parameters are generally improved, both inside and outside MPAs. Although there were a couple of operational and successful MPAs before the project started, the enhanced biodiversity conservation can be attributed largely to project interventions during the last three years. These are initial but indicative results that globally-significant biodiversity is being locally protected and enhanced.
  74. Strong community intent to sustain MPAs. When asked whether they will continue their activities after the project is over, fish wardens and MPA management teams visited and interviewed by the MTE Team clearly answer in the affirmative. The reason, they say, is their personal observations and experiences that fish catch and harvest of other marine products have generally increased after establishment of the MPAs.
  75. Focus on MPAs. The project focus and successes on establishing and strengthening MPAs is double-edged. In the short term, focus on MPAs is faithful to the focus intended in the project logframe. However, focus on MPAs may lead towards too narrow a protection-oriented conception of BMT rather than a sustainable multiple-use ICD program.
  76. Lack of focus in Outputs 2, 4 and 6. The focus intended in the project logframe was not apparent in Output 2: policy development should have focused on destructive activities, i.e. LGU enforcement of bans on commercial fishing in accordance with RA 8550, and resolution of conflicts between subsistence fishermen and local commercial fishers who traditionally fish within BMT. Under Output 4, IEC activities were mostly generic. Under Output 6, ecosystem rehabilitation was not well targeted at degraded habitats.
  77. Sustainability at LGU level. Based on a number of observations, the MTE Team has doubts whether MLGUs will be able and willing to sustain the system of governance after the project is over. In meeting one mayor and reading minutes of BMTMB meetings, there was little sense of ownership or engagement by the LGU leadership in the BMT initiative being facilitated by the project.
  78. Budgetary appropriations by MLGUs for MPA management are still very low. Barangay ordinances supportive of the system of governance of biodiversity conservation are present, but at the level of the Sanggunian Bayan that support is still weak. Significant issues such as conflicting claims on marine resources remain to be addressed through integrated planning processes. These include traditional local commercial fishermen (and the equipment they will be allowed to use) competing with local subsistence fishermen; and the interests of divers and dive shop operators conflicting with those of fishermen. One important case concerns the complaint of whale shark fishermen from Pamilacan about the lack of consultation, the immediacy of the ban imposed on their traditional livelihood, and their request for an open season every few years.
  79. "LGU prong" still weak. The basic handicaps in the project design will demand political savvy on the part of BANGON and the utmost goodwill and win-win thinking by both BANGON and LGU executives (governor, vice-governor, mayors, vice-mayors, Sanggunian Bayan and Sanggunian Panlalawigan members). An unfortunate association in the minds of some LGU executives of the previous WWF project in Pamilacan with the national ban on harvesting of whale sharks seems to remain as a hurdle to the development of goodwill between LGUs and NGOs in BMT.
  80. FPE, being a national NGO and a funding agency has better relationships with the LGUs. One of FPE's founders, Mr. Fulgencio Factoran, is a former DENR Secretary regarded highly by the LGUs. This is where the PMO can play the role of liaison for strengthening local NGOs interactions with the LGUs and formation of effective partnerships.

81. Thus, BANGON's skills in social development need to be accompanied by political skills for bringing on board the fresh set of LGU executives who will assume office starting July 2004, and for turning around the low level of trust in the existing BMTMB membership. This will serve to strengthen the "LGU prong".
82. In short, following the *bibinka* metaphor, more "heat" need to be applied at the top of the *bibinka* to better ensure political acceptability and sustainability of the BMT initiative, after the project is over. This will help to bring into existence a system of governance for biodiversity conservation and sustainable development that is effective, equitable and sustainable.

Political mandate from the top	← Needs greater attention in the remaining 2 years
System of Governance For Biodiversity Conservation	← Continuing capacity building
Participatory decision-making at the bottom	← Currently addressed well in the last 2 years

## 6.0 PROJECT MANAGEMENT

### Co-management

83. After FPE withdrew as the main implementor (FPE is still the executing agency primarily accountable to UNDP), FPE set up a lean PMO of only four people. Its functions are more multiple contract management than project management: negotiating/contracting services, and coordinating and monitoring performances of contractors, mainly BANGON and several consulting individuals (CRM specialist and SFM adviser) and organizations (such as SUME and CCEF).
84. PMO/FPE and BANGON both call their relationship "co-management" but attach different meanings to the term. PMO/FPE perceives "co-management of BMT or BMT resources" whereas BANGON wants "co-management of the BMT Project" and is disconcerted by the asymmetry in its power relations with PMO/ FPE. Nevertheless, the legal and practical reality is that BANGON is responsible to and supervised by the PMO/ FPE, which in turn is accountable to UNDP.
85. The PMO Project Coordinator is clear that these are temporary growing pains while evolving the co-management as an adaptive strategy and while Bohol NGOs become stronger and more capable – with FPE assistance – to eventually take a leading role in the BMTMB after the Project is over.

### A "Midwife" Orientation

86. The issue more relevant than clarifying the concept of "co-management" is how to re-configure the relationship during the remaining project lifetime to facilitate the sustainable post-project operation of the BMTMB and the rest of the system of governance of BMT biodiversity conservation. The challenges during the remainder of project implementation are: (a) how FPE could best devolve BMT operations to BANGON, and (b) how BANGON could best midwife BMTMB towards ownership by both local communities and LGUs. The last challenge seems to be the more difficult one because of a basic weakness in project design and a seeming political skills gap on the part of BANGON.

87. The strong sense of ownership on the part of BANGON over BMTP – which definitely is an asset at this juncture of the project – may become a liability when latter stages are reached in the project and BANGON needs to transfer ownership to LGU executives. These challenges are not so much reflective of any inability or unwillingness on the part of BANGON or all NGOs for that matter, but more the resulting dynamics peculiar to NGO-driven projects whose goal is to set up a system of governance that has to be basically community- *and* LGU-driven after the project is over. The challenge is a difficult but fundamental one for NGOs, which must maintain deep understanding of their own personal attitudes and motives in helping: how to be a good midwife including how to sense when and how best to leave the baby to its true mother.

#### **The Delayed Operations Manual**

88. Another observation that stands out is the fact that the project's Operations Manual was finalized only in February 2004 – almost three years after the Project Document was signed. Most likely this is not due to incompetence or negligence, but due to the simple fact that operational and administrative procedures themselves have been evolving; the long drawn-out period of negotiations between March 2001 and April 2002 among Bohol NGOs and between BANGON and FPE, the continuing adaptive adjustments in the FPE-BANGON "co-management" relationship since April 2002, some perceived advantages in not codifying what are still unfinished power/authority negotiations between FPE and BANGON, and the very lean PMO staff that can be easily preoccupied by daily details in all phases of multiple contract management.
89. Perhaps project time could have been saved from the long levelling-off process between NGO members of BANGON, as well as between BANGON and PMO/ FPE, if the executives in the various organizations had gone together in 2001 through a Project Management Course. A group trip to learn from the experiences of an existing PMO or management body of an appropriate marine conservation area in the Philippines, followed by a Project Planning Exercise would have been helpful too in saving precious project time.

#### **Livelihood and SFM are distinct and separable outcomes**

90. There appears to be confusion among BMT Project stakeholders about a sustainable financing mechanism, user fees and a livelihood support scheme. It is recommended that these should be re-thought, planned and developed more clearly.
91. A significant step would be to pursue the idea of a livelihood support scheme separately from the idea of user fees financing conservation activities (see more on Recommendations 3 and 4). Both are going to require distinct skills and efforts.
92. A scheme to support the development of livelihoods, perhaps targeting as a priority the poorest people in the BMT area and those whose livelihoods had to be stopped for the sake of conservation, needs to be established purposefully and strongly as a distinct or separate and additional Output. It will not be adequate to the task if it is merely an add-on component to the SFM scheme. A clear indication of success in this aspect of the BMT initiative over the next few years will be solid attention to the needs and aspirations of the local population of Badjao people, who are clearly more dependent on local marine resources for their survival and livelihoods than any other group.

## 7.0 CONCLUSIONS and RECOMMENDATIONS

1. A broader “informal project” has adaptively evolved alongside the conservation-driven formal GEF-funded project, as a result of the strong motives of project stakeholders for development in general and livelihoods and poverty alleviation in particular. The challenge now is to better tap the synergies between conservation and development that mutually reinforce both goals.
2. “Co-management” between FPE and BANGON was not originally planned during project conceptualization and project development. It is an interesting adaptive management set-up that has spawned a mix of advantages and disadvantages that now need to be recognized and managed. One disadvantage is the time consumed in experimenting and evolving towards an effective co-management relationship, and the consequent delay in codifying this into an Operations Manual.
3. Project design is basically focused on setting up an effective, equitable and sustainable system of governance for biodiversity conservation. However, there are inherent weaknesses in the GEF framework (funding only incremental costs of conserving globally-significant biodiversity and other environmental goods) that give rise to management gaps and distortions of both the GEF conservation objectives and co-financiers development objectives. Furthermore, another weakness in the project design is that setting up that system of governance entails factors external to the project that are not always within the control of PMO.
4. Excellent progress has been achieved in Outputs 1, 3 and 5. Indicators of performance for Output 1 have generally been above and ahead of targets. As a result of good community organizing work there are now strong community commitments to sustain the MPAs. Biological surveys show that in general, globally significant biodiversity parameters have increased in and around the MPAs in BMT.
5. Project activities under Outputs 2, 4 and 6 should have more strategic focus.
6. SFM and livelihood are two distinct objectives that may be better treated as two project outputs that can be better pursued separately than force-fitted together.
7. The “LGU prong” of the system of governance for biodiversity conservation affecting sustainability at the MLGU and PLGU levels is still weak. Community participation below the *bibingka* has been very good, thanks to the skills of BANGON implementors in social development. However, stronger political mandate at the top of the *bibingka* is needed which needs more political skills on the part of BANGON. There is a need for effective win-win means to recruit the innate political motives of LGU executives and for PMO/FPE to adopt a “mid-wife” orientation.

### Recommendation 1: Clarify Project Goal and the BMT Vision

93. Managers, implementors and key stakeholders of BMTP need to re-think what exactly they are trying to achieve and how to go about achieving it. Different stakeholders appear to have different ideas about the overall purpose of the BMT initiative and the component objectives of the Project – the BMT Board, CRM planning, livelihoods development, user fees collection and the financing mechanism.
94. The purpose of the Project is to conceive, promote and facilitate establishment of an overall scheme or program for governing and managing the special area of the “BMT” in the long term.
95. It would be valuable to spell out clearly what this overall “BMT Scheme” is to be. The key stakeholders should agree among themselves on a clear, succinct, inspiring Name, Vision and Mission for the “BMT Scheme”. This would be helpful both **politically**, to promote, communicate, persuade and get champions lined up, and **managerially**, so that those involved in managing and implementing the Project, know exactly what they are aiming for – their objectives.

96. A suitable name for the Scheme might be "BMT Seascape", "BMT Conservation Area", "Bohol Marine Park", "Bohol Marine Haven" or even "the PamBalPang Special Management Area". There could be a local competition to find and promote the best name, one that gets the message across clearly about the special nature of the place and of the scheme. A translation into the Bohol dialect may also facilitate quick understanding and acceptance. "BMT Seascape" may be close to what is intended, considering the definitions of "landscape" and "seascape" in R.A. 7586 or NIPAS Act, but the term may not have popular appeal. Although there is no intention among BMT stakeholders to place BMT under NIPAS, the term "park" is not useful either because the term is legally defined under the NIPAS Act as an area "not materially altered by human activity or where human settlement, occupancy and resource exploitation has been or should be withdrawn." For the meantime, let us use the term "Bohol Marine Haven" or BMH. "Haven" is convenient because it is not part of the language of protected areas and its definition as applied to BMT is thus open to whatever BMT stakeholders wish it to be.
97. The vision seems to be for the area of sea and islands dubbed "the Bohol Marine Triangle" to be recognized, promoted, governed and managed as a special place and in a special way. This "special-ness" derives from the area's highly diverse, productive and attractive marine and island life, combined with the local people's strong desire to live lives that are balanced with this local ecology, make a living by using the area and its resources only in ways that are ecologically sustainable and socially acceptable. Such a Vision, widely held, would be valuable to all the local stakeholders and influential decision-makers. It would give a competitive advantage to the area – political kudos, tourism promotions, private sector investment, return of Boholanon expats, etc.
98. The Mission of the "Bohol Marine Haven" is to achieve this Vision, by governing and managing the ways in which the area's natural resources – land, sea, flora and fauna – are used.
99. The Project's task has become clearer: it is to facilitate the setting up of the governance and management system for the BM Haven, with a vision of conservation and sustainable development for the area.

#### **Recommendation 2: Move towards a collective vision**

100. If adeptly handled, the collective crafting of the vision of a "Bohol Marine Haven" can impress and trigger the right awareness and motivations among all key stakeholders. This could sustain the BMT initiative for an effective, equitable and sustainable system of governance for both biodiversity conservation and sustainable development. Here the leadership role of the provincial governor and his BEMO staff could be a key factor in the political process of recruiting the support of LGU executives all the way down to the municipal council.
101. A planning initiative, preferably with FPE-brokered co-financing, could achieve four objectives: (a) recruit the vision, participation and ownership of newly-elected LGU executives starting from the Bohol governor; (b) pave the way for a BMT-wide and pro-poor Sustainable Livelihood and Ecotourism Development Program that can be promoted to a subsequent Bankers and Donors Forum; (c) produce an important Output 7 deliverable, the BMT Master Plan; and (d) establish rational links upwards to higher policy and planning mechanisms: BEMO and Provincial Planning and Development Office plans (PPDO), National Economic and Development Authority (NEDA) plans for Bohol and Region VI, Department of Tourism policy and Philippine Tourism Authority programs on tourism estates, and policy imperatives from NBSAP and RA 8550.
102. With technical expertise, the planning process can address interactions between BMT and the rest of Bohol, including (a) employment for Balicasag and Pamilacan residents to relieve some population pressure from their island ecosystems; (b) management of liquid and solid pollution from Tagbilaran that affects BMT; (c) increasing demand for fresh water for future

growth of Panglao Island tourism and commercial establishments that can be met only from mainland Bohol watersheds; and (d) how to deal with fishing interests from other parts of Bohol and the Visayas islands. The planning process would also be the best vehicle for settling resource use conflicts that may involve decisions at the national level, e.g. joint resource use arrangements with local commercial fisheries consistent with RA 8550; guidelines to reconcile the different interests of fishermen and divers/ dive shop operators; the request of former Pamilacan whale shark fishers to designate open seasons once every few years; and exclusion of commercial fishing from main dolphin habitats or migratory routes.

103. With seed funding from FPE or an FPE-brokered co-financing for program development, additional financial resources would be available for this crucial exercise.

### **Recommendation 3: Distinguish livelihoods from user-fee based SFM**

104. A clear distinction needs to be made throughout the BMT Project between "SFM" and "Livelihoods". The Project Document confuses the two by describing Output 5 as both "sustainable financing mechanisms" and "alternative conservation-enabling livelihood activities". These are two distinct propositions which should be covered by two separate components of the Project.
105. A "Sustainable Financing Mechanism" means securing a continuing source of funds to pay for conservation measures. One approach is to charge resource use fees. For example, if a fisherman benefits from increased fish stock because of a regulation closing an area or banning a particular type of gear, that fisherman should contribute to the cost of introducing and enforcing the regulation.
106. On the other hand, "sustainable or conservation-enabling livelihoods" means a way of making a living which is ecologically-sustainable. This could be any type of economic or subsistence activity which does not degrade any natural resources. Any resources are used only in a way or at a level that allows rapid replenishment of the resource.
107. The purpose of the "Bohol Marine Haven" is to conserve the special nature of the area, by ensuring that the area and its resources are used only in ways that are ecologically sustainable and socially acceptable. The BMH will allow only livelihoods and other economic development activities that are ecologically sustainable, i.e. those that are compatible with the conservation provisions of the BMH. It will ban or limit the ways in which the marine life and coastal resources in the area can be harvested or otherwise used.
108. The attractiveness of the BMH for activities that are allowed can be promoted – by the BMH authority, the three MLGUs, the private sector and local community. Thus, economic development of the area will be enhanced; more money will come in.
109. It is recommended that Output 5 be implemented based purely on collection of user fees. The project can help set up a system whereby eventually BMH authority or LGUs could levy a tax on those who derive benefit from the BMH area and resources. The purpose of the tax would be to pay for the management of the area. Besides the readily apparent costs of, for example, providing information or enforcement patrols, management costs could include contributing to improved infrastructure – roads, sewage, water, jetties, etc – that would be demanded by tourists and businesses attracted to the area. It is recommended that such a program should be attached to the LGUs and additionally funded from a combination of LGU mainstream appropriations and tax revenues, plus special assistance funds from development agencies or NGOs if they are available.
110. Taxation of BMH users could be extended to all those who are benefiting from the presence of the BMH and the conservation of its assets, i.e. all local commercial enterprises, not just dive tour operators. The revenue to the LGUs to manage the BMH would be additional to any other appropriations or tax revenues received by the provincial, municipal or barangay LGUs.



The main part of infrastructure development costs and government service costs would continue to be borne by these mainstream revenues.

**Recommendation 4: Formally adopt “Sustainable Livelihoods” as a new Output 8 distinct from Output 5**

111. “Livelihoods” in the sense of Output 5 is severely limiting. Strictly interpreted, Output 5 concerns income that comes mainly from resource user fees, licenses and similar charges, and expenditure of that income mainly for purposes of maintaining MPAs and other conservation measures. Stretching the meaning of the term “livelihood” in Output 5 to approach the commonly understood meaning held by local communities and LGUs does not do justice to Output 5 nor to the pressing needs of communities and LGUs.
112. It is recommended that “Sustainable Livelihoods” be adopted as a new Output 8, to formalize what FPE is already doing. Output 8 can be stated formally as “A BMT-wide pro-poor Sustainable Livelihood and Ecotourism Development Program, as the means for local governments and local communities to identify and pursue sustainable livelihood projects.”
113. Output 8 does not mean that BMTF will undertake livelihood projects or feasibility studies thereof. It does mean assisting local government and communities make market-driven choices. The Sustainable Livelihood and Ecotourism Development Program could include (a) identifying products and services for feasibility studies most appropriate to each barangay; (b) setting up of a Livelihood Project Development Fund to support POs/CBOs/SMEs conduct of feasibility studies on projects identified from the Program, (c) organizing and capacitating SMEs, cooperatives, cooperatives federations as well as marketing organizations, and, (d) armed with the Program and various Feasibilities Studies on hand, convening an Investors and Donors Forum to bring in needed capital.
114. Adding an Output 8 is possible only with additional co-financing because it cannot be financed from GEF funds. FPE had already committed seed fund for livelihood; additional co-financing can be brokered by FPE.
115. Helping BMTMB formulate the Program is the sole Output of the PMO under this proposed Output 8. Raising the needed capital – an ambitious task – would be the responsibility of BMTMB. For this to succeed, the Program must be market-driven, take advantage of unique locational assets and resource mixes of BMT, doable in view of capacities of SMEs and cooperatives in BMT, consistent with provincial and national priorities, supportive of BMT conservation objectives, etc. In short, the Program must identify bankable projects. The LGUs, acting together via the BMTMB, would be the implementors of the Program.
116. LGU executives would not suffer from lack of political will to implement such a pro-poor Livelihood and Ecotourism Development Program – which is a politically visible and attractive one. However such a program is ambitious for a second reason: most members of BMTMB are probably neither trained nor experienced in entrepreneurial thinking. Mayors get to be mayors primarily because they are proven vote-getters, not because they are best in development management or entrepreneurship. Short-term entrepreneurial or business courses can help in enhancing their appreciation, but requirement for hard-nosed expertise in livelihood development would mean bringing in the socially-enlightened business sectors or business management schools to assist the BMTMB.

**Recommendation 5: More strategic planning towards a BMT Master Plan**

113. The Project has made “CRM Planning” at barangay and higher levels the lead mechanism of the governance and management system that it is promoting and trying to get established. It is recommended that these plans should be made more strategic, with much clearer specification of objectives. Otherwise the plans will tend to be simply wish-lists for actions to be done, with no context of why the actions are needed or what they are contributing towards.

The plans should make it clear how much has to be done, where, by when, by whom, in order to meet these strategic objectives.

114. The lower level plans should each lead up towards the overall vision. The idea of a "Master Plan" should perhaps be transformed into a 10-year Strategy for the BMH.

#### Strategic Framework for the Bohol Marine Haven

Major Strategies	Lead Partners
Promotion and facilitation of livelihoods and economic developments for the area which are ecologically sound, socially beneficial and equitable; Creation of a BMH Sustainable Living Resource Center as a knowledge/extension center on marine resource use, management and conservation	LGUs, industry associations, development agencies, DOST Philippine Council for Marine and Aquatic Resources Research and Development, NGOs
Control of all development and resource use activities, to ensure "conservation compatibility" : legislation, development control planning, EIA, enforcement	LGUs, community organizations
Banning and removal of industries and practices that are unreasonably ecologically destructive : licensing, regulation, environmental impact assessment, enforcement	LGUs, industry associations
Enhancing the natural values of the area : rehabilitation, coastal landscaping and clean-up activities	NGOs, community organizations
Separation – in space and/ or time – incompatible/ conflicting resource use activities: PAs, zoning, permits, enforcement	LGUs, community organizations
Promotion, communication and education about conservation and the special nature of the BMT area	LGUs, schools, media, industry associations, community organizations
Financing BMH management operations: LGU grants, user fees, fines, donations.	LGUs, BEMO

115. The Master Plan should define an appropriate and holistic conservation and sustainable development regime for BMT that embraces more than just MPAs: wider environmental protection; monitoring and control of environmental impacts; control of invasive species; enforcement of local and international laws governing trade in fish and other marine/aquatic resources; coastal zoning and management; common guidelines across the Comprehensive Land Use Plans of the three municipalities.
116. BMTP should consider including Tagbilaran City in the Master Plan for several reasons: it is the biggest source of pollution in the BMT area; it is the most feasible provider of targeted employment for Balicasag and Pamilacan residents to relieve some population pressure from their island ecosystems; increasing demand for fresh water for future growth of Panglao Island tourism and commercial establishments can be met adequately only in relation to the water supply system of Tagbilaran and mainland Bohol. The BEMO is the most appropriate institution at the provincial level for overseeing the consistency of BMT planning with that of Tagbilaran and the rest of the province.

**Recommendation 6: More political savvy and “midwife” orientation on the part of PMO and BANGON**

117. The PMO, FPE and BANGON need to substantively engage the LGUs and their executives in co-creating a vision for BMT and themselves spearheading, owning and implementing the BMT initiative as a politician's dream project. As a starting point, the project executants should study the post-election political landscape in Bohol and BMT, identify potential “connections” to the new set of political leaders, study their political platforms and personal interests, and deploy project spokespersons with proven public relations skills to help recruit the needed support at the top.

**Recommendation 7: Extend the project by 10 months, from February 2006 to December 2006**

118. One year was lost in setting up the co-management structure between FPE and BANGON. It is desirable to allow more time for preparing the bases for post-project sustainability of BMT initiatives, and to synchronize with the term (July 2004 to June 2007) of the incoming set of LGU executives.
119. Financial data available to the MTE indicates that total annual expenditure averaged Php 6.423M in the years 2001, 2002, and 2003, and that at the end of 2003 around 50.6% of the initial 5 year budget had been spent. At this burn rate, the BMT Project could be extended for an additional 10 months, to end on December 2006.

**Recommendation 8: More strategic focus within each Output**

120. The priority under Output 1 is on establishing MPAs and their management, first at the community and barangay level and then at the municipal and provincial levels. However, the concept of no-take protection areas is a very narrow view of an integrated marine conservation and sustainable development system. It is a reasonable starting point but the danger is to view MPAs as synonymous with that system (see Recommendation 5).
121. Focus in the implementation of Outputs 2, 3 and 4 can still be improved. Formulation and enforcement of local policies and guidelines (Output 2) should be more focused on elimination of destructive activities. IEC activities (Output 4) should be targeted at priority audiences and for specific messages, i.e. compliance of environmental guidelines as per project design. Output 3 should focus more on research to establish sustainable harvest rates, e.g. for seashells and selected fish species, and whether sustainable harvest rates allowable from areas of current MPAs are commensurate with expected future growth of demand for various marine products. Given acceptance and implementation of an Output 8 (Recommendation 4), Output 5 should now properly focus on its original intent, namely, establishment of a long-term mechanism to finance marine and coastal conservation measures introduced across the BMT.

## **8.0 LESSONS**

### **LESSON 1. LGU “buy-in” from Project Start to Post-Project Sustainability**

122. The participation and engagement of all significant stakeholders, particularly the national, provincial and municipal governments, must be secured during pre-project conceptualization and design, and through the implementation stages, in order to enhance the effectiveness of the project and the sustainability and replication of the overall initiative. Because elected government stakeholders come and go every three years, a process of securing the buy-in of newly-elected officials must be built into the project design and budget. In addition, engaging and working with the permanent civil servants could reduce the politicization of the project.

These efforts need to be accompanied by development of more effective skills in political networking, negotiation and advocacy on the part of PMO and NGO implementors.

## LESSON 2. More Systematic Project Inception Processes

123. Project management skills among PMO and NGO implementors cannot be assumed to be adequate. These skills must be assured through an acceptable and professional process of skills assessment combined with a requirement that all concerned should go through a Project Management course. This inception mechanism can be a valuable opportunity to identify and iron out any outstanding issues.
124. Thereafter, a group trip to learn from the experiences of government and non-government agencies successfully managing ICDPs elsewhere in the Philippines, followed by a briefing by UNDP on lessons learned from similar past and current projects would be very useful. A subsequent Project Planning Exercise among PMO and NGO executives would effect the needed levelling-off on matters such as activity planning, tasking and responsibilities, project procedures and other management items that could immediately be input to codification into an Operations Manual.

## LESSON 3. *Bibinka* Approach

125. Setting up an effective, equitable and sustainable system of resource use governance at the local level requires **both** social acceptability below (communities, POs and BLGUs) and political acceptability above (MLGUs, PLGUs and national government), coupled with technical skills from top to bottom. The process must be **both** bottom-up and top-down.

## LESSON 4. Reform GEF methodology to better address livelihood imperatives

126. Livelihood requirements must be addressed programmatically and starting at the earliest project development stage. Co-financing for this and other more development-oriented components need not be forced into the GEF project logframe but treated as separate, valid components which synergize or mutually reinforce both conservation and development objectives.

## LESSON 5. Broad planning context for BMT Master Plan

127. Master planning for a marine ICDP or for a multiple-use marine seascape needs to be integrated or embedded within existing higher-level LGU and national conservation and development policies and plans.

## 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/G36 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>
15 April 2004	Initial briefing with FPE	Metro Manila
5 May	Initial discussion with Project staff	Bohol
	Stakeholders Meeting	
	Dinner meeting with Project staff and other Partners	
6 May	Courtesy Call to the Mayor of Panglao	Bohol
	Meeting with Dive Shop Operators	
	Site Visit to Tawala and Bil-Isan MPAs	
	Courtesy Call to the Mayor of Dausi	
	Site Visit to Bingag MPA	
	Site visit to San Isidro-Dao MPA	
	Dinner Meeting with FPE and BANGON Staff	
7 May	Meeting with PIDWWO	Bohol
	Meeting with PAFIA	
	Meeting with Shell Vendors and BIUPOP	
8 May	Stakeholders Key Actions and Recommendations	Bohol
16 May	Consultation on Key Recommendations with the Project Stakeholders	Metro Manila
19 May	National Workshop on UNDP GEF Biodiversity Projects	Metro Manila

**ANNEX III People Consulted during the Evaluation**

Adiposa,	Judah	FPE
Alcala,	Benedicto	Municipality of Panglao Mayor
Aliposa,	Judah	FPE
Alo,	Ireneo	Baclayon
Apale,	Marvin Francis	MPDC - Baclayon
Arabejo,	Calixta	Social Welfare Officer
Arafiel,	Brenda	DWA
Arafol	Lito	San Isidro Barangay Local Government Unit
Araniego,	Numeriano	DAFA
Arbastro,	Rodrigo	BIFA
Arbastro,	Sergio	BIFA
Arbilera,	Sabino	TUO
Balan,	Froctoso	BIUPOP
Basalio,	Marcelina	Dausi Barangay Local Government Unit
Bayo-ang,	Victoria	DWA
Bernard	Francis	BFI
Bompat,	Bartolome	BIFA
Bompat,	Carlos	BIFA
Bongac,	Fliemon	TUO
Bongalos,	Antonio	San Isidro Barangay Local Government Unit
Bongay,	Gracelita	DWA
Bongay,	Julian	BIFA
Bongcac,	Bonifacio	TUO

Bonggot,	Pascasio	Bolod
Bongo,	Francisco	TUO
Bongo,	Leon	TUO
Bongo,	Paciencio	TUO
Bunani,	Lorenza	DWA
Buntag,	Gregorio	TUO
Cabayao,	Doris	BMT
Calumpang,	Hilcorida	Siliman Univerity
Calumpay,	Nida	Siliman
Cavero,	Julieta	BIDEF
Cimaco	Jay	FPE
Cohan,	Mario	Totolan
Cravilliego,	Jovenicito	San Isidro Barangay Local Government Unit
Cubian,	Domiciano	BIFA
Cunanan,	Jose	FPE
Daat,	Leonardo	FPE
Darunday,	Zenaida	BFWC
de Quiros,	Tita	Department of Agriculture
dela Cruz,	Gilbert	BFAR
Diviva,	John	FPE-BMT
Dollisen,	Vicente	BIFA
Domasin,	Nicanor	MAPOBO
Domingo,	Fe	Documentor
Dominguez,	Grace	FCBFI
Dominisac,	Isidro	BIFA
Dumaluan,	Venicia	DWA
Estano,	Arlie	Dauis Barangay Local Government Unit
Flores,	Liza	BANGON
Fudolin,	Manuel	DOPAFIAS
Fudolin,	Marieta	BMTF
Fudolin,	Ramel	TUO
Gallares,	Grace	BANGON
Galvez,	Julio	FPE
Gamoto,	Apiosa	DWA
Gamoto,	Charita	DWA
Gamoto,	Condida	DWA
Gayas	Fernando	
Grencio,	Mario	Member
Grumo,	Cham	BIDEF
Gubot,	Joel	Process
Guevarra,	Gilbert	FTCP
Guicho,	Rameo	KMC
Guicho,	Romeo	KMC
Guimalan,	Alicia	Department of Education
Guioguo,	Milagros	Panglao Barangay Local Government Unit
Guivencan,	Anastacia	Pamilacan
Hormido,	Gerondia	Pamilacan
Horn,	Holger	Private Sector
Hotohot,	Lourdes	LGU
Iman,	Sabino	DOFA

Lontiong,	Juanita	DWA
Lood,	Ranel	BIDAFO
Loreche,	Anecito	TUO
Loreniana,	Daniel	TUO
Loreniana,	Exequiel	TUO
Loretero,	Pascasio	TUO
Lumuthang,	Beth	Davis Local Government Unit
Lumuthang,	Elizabeth	Agricultural Technologist
Lusterio,	Lucy	Pamilacan
Lusterio,	Susana	Pamilacan
Magallanes,	Soteria	DWA
Mejos,	Hilaria	Dao Women s Association
Mendoza,	Rhea	Baclayon LGU
Meneses,	Anna	CCE
Mercuit	Serenia	
Mercuit,	Generoso	
Miculob	Felix	
Miculob,	Elvie	
Miculob,	Jerry	
Miculob,	Tarcisio	
Micutuan,	Ofelia	DWA
Micutuan,	Phoebe	DWA
Micutuan,	Virginia	DWA
Mila,	Faustino	TUO
Milallos,	Flora	DWA
Milan,	Gerardo	BIFA
Milan,	Isidro	BIFA
Milca,	Nicolas	BIFA
Minorias	Darwin	
Misobolo,	Severio	San
Myrna	Leora	Robles,
Nistal,	Christopher	San Isidro Barangay Local Government Unit
Nistal,	Jose	San Isidro Barangay Local Government Unit
Norido,	Manda	ELAC
Osero,	Liza	CCEF
Paculba,	Concepcion	Pamilacan
Pajo,	Dr. Ma.Lilia	BIDEF
Pajo,	Ma. Lilia	BIDEF
Palapar,	Phillip	BANGON
Palo,	Maita	Bangon
Penales,	Algerico	LGU
Perol,	Nilo	BIFA
Pialago,	Wilson	Baclayon
Pineda	Adolfo	
Pinefreda	Epifanio	
Piquero,	Doni	ELAC
Puguso,	Florencio	BIUPOP
Quachon,	Judy	BTO
Quintal,	Toiomeo	TUO
Ramirez,	Fer	FPE

Ramirez,	Fernando	FPE
Regacho,	Remedios	PLGU
Remonde,	Victoriana	DWA
Renales,	Regino	SFAF
Rondez,	Victoriano	BIFA
Rosales,	Diosdado	Philippine Toursim Authority
Rosalinda,	Emilia	PROCESS
Sales,	Betty	BIUPOP
Salgudasa,	Aurelio	BEMO
Salinas,	Mercedes	Municipal Government Unit
Sarahina,	Junmer	BIFA
Supetran,	Amelia	UNDP
Tabao,	Myrissa	FPE
Tagoc,	Gloria	Pamilacan
Tagoc,	Panfilo	BIUPOP
Tahakin,	Marcelina	Totolan
Talaboc	Virgilio	
Tan,	Julio	FPE
Tejido,	Resh	BIPC-GO
Tercero,	Ann	FPE - BMT
Tuazon,	Ernesto	Dauis Barangay Local Government Unit
Tuazon,	Gilbert	Dauis
Tuazon,	Zaldy	BIDAFO
Tumulak,	Lare	BANGON
Valeroso	Gomer	
Valeroso,	Ibay	
Valeroso,	Rufa	PIDWWO
Villaber,	Rene	BEMO

#### ANNEX IV Reference Documents

Date	Title	Author/ Publisher
January-March 2003	1 <sup>st</sup> Quarter Accomplishment Report for BMT	BANGON
Year 2003	2 <sup>nd</sup> Quarter Accomplishment Report for BMT	BANGON
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Year 2001-2002	BMT Project Annual Reports	
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	CO Framework	BMT PMO

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