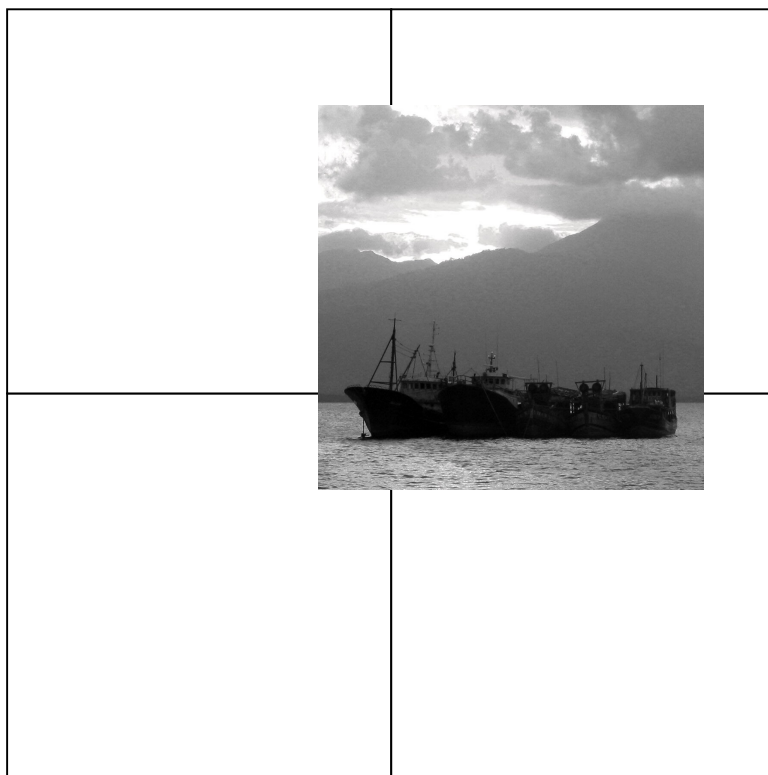




# **Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site**



## **Preliminary Evaluation of the UNDP GEF Project**

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## Acronyms and abbreviations

CLOP	Cagayancillo Livelihoods Operation Plan
CRMP	Coastal Resource Management Plan
DENR	Department of Environment and Natural Resources
DND	Department of National Defense
ET	Evaluation Team
GEF	Global Environment Facility
GIS	Geographic Information System
GoP	Government of the Philippines
KKP	Kabang Kalikasan ng Pilipinas
LGU	Local Government Unit
M&E	Monitoring and Evaluation
MPA	Marine Protected Area
NGO	Non-government organization
NIPAS	National Integrated Protected Areas System
PA	Protected Area
PAM	Protected Area Manager
PAMB	Protected Area Management Board
PAWS	Protected Areas and Wildlife Service
PCSD	Palawan Council for Sustainable Development
PENRO	Provincial Environment and Natural Resources Office
Php	Philippine Peso
PIR	Project Implementation Report
PLGU	Provincial Local Government Unit
PMO	Project Management Office
ProDoc	Project Document
SEPP	Strategic Environmental Plan for Palawan
TMO	Tubbataha Management Office
TPAMB	Tubbataha Protected Area Management Board
TPR	Tri-Partite Review
TRNMP	Tubbataha Reef National Marine Park
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Cultural Organization
US\$	United States Dollar
WHS	World Heritage Site
WWF	World Wildlife Fund

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## EXECUTIVE SUMMARY

A project to set up an effective system for management of the Tubbataha Reef National Marine Park (TRNMP), in Palawan Province, Central Sulu Sea, has been executed over the past four years by the non-government organization (NGO), World Wildlife Fund (WWF) Philippines or Kabang Kalikasan ng Pilipinas (KKP), and is to end in September 2004. An independent evaluation of the project was initiated in April 2004, with the intention of complementing three other evaluations of the United Nations Development Programme (UNDP) – Global Environment Facility (GEF) biodiversity conservation projects in the Philippines. Unfortunately, the TRNMP Project was only partially evaluated, due to inconvenient timing limiting the availability of project management staff and stakeholders for consultations.

The project design specified five components: (1) Introducing the main elements of a management system for TRNMP; (2) Raising awareness and support locally and nationally; (3) Developing supportive policy; (4) Biological research; and (5) Reducing exploitation pressure in TRNMP by improving resource management in nearby fishing communities.

Project activities have been implemented diligently over the four years and have afforded increased protection to the reef. Although data were not available, it appears likely that fishing has been curtailed effectively by the implementation of park management operations.

The preliminary evaluation raises three outstanding concerns. First, even though the project is to end shortly, several basic elements of the proposed management system are not securely in place. The project has initiated management operations rather than instituting a management system that will be maintained beyond the project. Second, the high levels of competence and resources attached to the Project office may have led to inappropriately “grand” ideas of what will be appropriate and affordable for the Protected Area’s operation in the long term. Third, inadequate consideration may have been given to the impoverished local fishing community of Cagayancillo, which has lost access to Tubbataha Reef and gained little in return.

The evaluation makes a number of tentative recommendations:

1. The evaluation exercise should be completed at the end of the Project, in September 2004, by the Project office, WWF/ KKP and UNDP. Particular attention should be paid to aspects of the Project that were not adequately assessed in April, including administrative matters and management of funds, and to the issues and comments raised in this preliminary evaluation report. The evaluation should refer to the long history of efforts to establish the TRNMP and to the view of the ET that it is highly desirable for local, provincial and national stakeholders plus tourists to be able to cover the continuing costs of protecting Tubbataha reef on their own, through instituting a management system that is not reliant on outside assistance.
2. WWF/ KKP and the Project office should strive to achieve the key project objectives by September 2004, in particular to confirm the core objectives and essential operations for the TRNMP and the policies and programs to be put in place by each of the national and local government units involved. This effort should secure commitments especially for the maintenance of an adequate enforcement regime.
3. All aspects of the governance and management of both the TRNMP and the natural resource management and livelihoods support program at Cagayancillo should be clearly and fully handed over by WWF/ KKP and the Project Management Office (PMO) to the relevant local government bodies in September 2004.
4. Finally the Evaluation Team (ET) recommends greater efforts in future to ensure the genuine participation of Cagayanons – recognizing their history in the area, their culture, language, ecological knowledge, needs and aspirations – and to enable them to be the primary beneficiaries of the operation of the TRNMP.

A number of lessons may be drawn from the preliminary evaluation of the TRNMP Project. The first concerns the need to ensure that adequate institutional arrangements are in place – permanent

agencies, capacity, resources, policy, programs – to pick up and sustain a conservation scheme that is introduced by a project.

The related second lesson is to carry out projects within a broader strategic program, rather than trying to do too much with a lone project and not achieve the key objectives or have any lasting impact. A programmatic approach can help to address a fuller range of the issues prevailing in a local area and build the permanent system and institutional framework that are required to govern and manage natural resource uses and conservation.

The third lesson is to devote greater efforts to the management of multiple use areas, buffer zones and sustainable resource use programs outside a core protected area, recognizing that these aspects are more complex and problematic, and therefore require relatively more attention and resources, compared to the easier task of designating and operating a strict protection area.

The fourth lesson is that it is important for a conservation project to facilitate development of a conservation system that is locally appropriate, affordable and therefore likely to be sustained. A well-resourced project implemented by an outside agency must avoid the tendency to introduce a system that is unnecessarily ambitious, complex and expensive to operate.

Lesson five is to recognize that a project is a relatively short, intensive, well-funded exercise to facilitate change in a system of management, and that good project supervision, monitoring and evaluation leading to “adaptive management” can be the key to making the most of the project opportunity and to ensuring that it is effective in achieving its objectives. Supervision of a UNDP GEF project should be exercised collectively and rigorously, through the Tri-Partite Review (TPR) issuing instructions to the project management office. Monitoring and evaluation (M&E) should be a continual participatory process, integral with routine record-keeping and reporting, guided by the project logical framework and subsidiary activity plans, and assessing the effectiveness, efficiency and significance of each completed action and of overall progress. Managers and supervisors must be willing and able to follow up on feedback from M&E to make the necessary adjustments.

## 1.0 INTRODUCTION

1. A project titled Conservation of the Tubbataha Reef National Marine Park and World Heritage Site is being carried out by the NGO, WWF Philippines or KKP with \$1.7 million funding from the GEF, Packard Foundation and WWF-US. It is a four year project which started in October 2000 and is on schedule to end on 1 October 2004.
2. The project is part of a portfolio of four medium and large GEF biodiversity projects being managed by UNDP Philippines. An independent evaluation of these four projects was conducted by a single team<sup>1</sup> under the supervision of UNDP in April-May 2004. The review and evaluation process for the Tubbataha Reef Project was not completed, due to a combination of cancelled meetings and inappropriate timing because of the impending national elections in the Philippines. It was agreed between the Evaluation Team (ET), WWF Philippines and UNDP that the evaluation would be regarded as provisional or preliminary, that additional work would be needed to complete the evaluation, and that it would be appropriate to do this closer to the end of the Project in September 2004.
3. This report outlines the Evaluation Team's preliminary findings and conclusions on the WWF/ KKP Tubbataha Reef Project.

### Summary Project Profile:

Project Title:	Conservation of the Tubbataha Reef National Marine Park and World Heritage Site
Project Purpose:	To establish effective management of the Tubbataha Reef National Marine Park <sup>2</sup>
Duration:	four years
Starting Date:	01 September 2000
Due Completion Date:	01 October 2004
Project Location:	Tubbataha and Cagayan Reefs and Islands, Sulu Sea
Executing Agency:	KKP/ WWF Philippines
Financing:	\$1,699,7907

## 2.0 PROJECT CONTEXT and PROBLEM

4. Palawan is a unique bio-geographic region of the Philippines and is considered to be one of the most natural remaining parts of the country. In 1992, Congress passed a law, the Strategic Environmental Plan for Palawan province (SEPP), to recognize the special nature of the island and provide for a different mode of environmental governance. The Palawan Council for Sustainable Development (PCSD) was established directly under the Office of the President of the Philippines, as the highest policy body on environmental matters in the province.
5. Technically, the province is the biggest in the country, if the disputed marine territorial area of Pagasa (or Spratlys group of islands) claimed by the Philippine government is included. However, portions of this area are also claimed by the People's Republic of China, Republic of China (Taiwan), Vietnam and Malaysia. For this reason, the Western Command of the Philippines Defense Force – traditionally headed by a Navy admiral and equipped with more substantial Navy complements – is based in the Palawan capital, Puerto Princesa.
6. One hundred fifty (150) kilometers south-east of Palawan island, in the center of the Sulu Sea, lies the Cagayan group of reefs and small islands. The group rises from a submarine ridge

<sup>1</sup> The members of the Evaluation Team for Tubbataha Reef Project were Serafin Talisayon, Peter Hunnam and Gareth Porter.

<sup>2</sup> This wording of the Project Purpose was not in the Project Document but has been developed by the Evaluation Team.

running north-east to south-west for more than 200 kilometers, and includes the islands and reefs of Cagayancillo, Calusa, Cavili (Cabili), Arena, Tubbataha, Jessie Beazley and Bastera. Tubbataha is a twin atoll of 10,000 hectares of reefs and two small uninhabited islands. The Cagayan ridge is identified as one of the world's richest marine bio-geographic areas, with highly significant assemblages of corals, fishes, seagrasses, turtles, seabirds and marine mammals, within the world's richest marine region of the Sulu and Sulawesi Seas, between the Philippines, Indonesia, and Sabah (Malaysia).

7. The nearest population centers to Tubbataha are Cavili and Cagayancillo, with 6,000-7,000 residents, 120 kilometers to the north-east. The Cagayanon people are the traditional users of the whole group of reefs and islands. The small islands and poor soils support only limited agriculture. Their economy has always relied heavily on harvesting fish and other marine products.
8. The Tubbataha and Cagayan reefs attract commercial fishers also from the wider region – Palawan island, the Visayas and Southern Luzon – and from overseas fleets – from Hong Kong, Taiwan, mainland China, Sabah and eastern Indonesia. Commercial fishing activities in the area by outsiders increased markedly over the 1980s and 1990s, and included taking of reef fish, turtles and their eggs, tuna and other pelagic species, shark fin, giant clams, lobster and other molluscs and crustaceans. In common with many other areas of South East Asia and the Pacific islands, there were marked increases also in the use of destructive dynamite and cyanide fishing techniques and capture for the live fish trade.
9. The area is also a major destination for dive-tourists. Tubbataha is considered one of the world's best dive sites. Diving is organized by half-a-dozen specialized companies offering 'live aboard' boat trips, mainly out of Puerto Princesa in Palawan.
10. The importance of protecting the natural values of the area has been recognized in the Philippines for many years. Steps that have been taken towards designating and establishing Tubbataha Reefs as a protected area are summarized below<sup>3</sup>:

1967 - 1968	Presidential Proclamations declared the islands off Palawan as National Reserves in which killing or taking wildlife was prohibited.
1982	The first modern scientific studies of the reefs were conducted at Tubbataha.
1987	The Provincial Board of Palawan requested the national government to declare Tubbataha Reefs a marine sanctuary.
1988	By Presidential Proclamation 306, Tubbataha Reef and surrounding waters were declared the country's first National Marine Park (TRNMP) covering 33,200 hectares. All collection, disturbance and destruction of marine life and habitats were banned.
1990	The Tubbataha Foundation (a Manila-based NGO) was formed to assist in raising resources and building capacity for Department of Environment and Natural Resources (DENR) staff to manage Tubbataha.
1992	The area was designated part of the National Integrated Protected Areas System under the NIPAS Act. This confirmed the responsibility of DENR to protect TRNMP, and made entry to the area illegal without a permit.
1992	Enactment of the Strategic Environmental Plan for Palawan (superseding NIPAS) provided a special framework for sustainable development and conservation of the Province's natural resources and biodiversity.
1993	Tubbataha was listed a World Heritage Site (WHS).
1995	A Presidential Task Force was set up to coordinate development of management policy and programs for TRNMP. The DENR Secretary and PCSD Chairman

<sup>3</sup> The summary table does not include various Tubbataha Reef projects which have implemented by different NGOs over the years.

	were designated Chair and Co-Chair respectively. The Task Force developed a draft Management Plan for TRNMP.
1996	DND Secretary was designated Chair of the TRNMP Task Force and the DENR and PCSD delegates became Co-Chairs.
1997	WWF Philippines started annual reef monitoring studies.
1998	An interim Protected Area Management Board (PAMB) for TRNMP was formed, in accordance with the NIPAS Act. Contrary to normal practice of DENR chairing PAMBs, the Governor of Palawan (who at that time was also the PCSD Chair) was named PAMB Chair.
1999	The draft Management Plan was endorsed at a stakeholders' workshop, and approved by the PCSD.
1999	Tubbataha was listed as a Wetland of International Importance (Ramsar Site).
2000	The Project Document for "Conservation of the Tubbataha Reef National Marine Park and World Heritage Site", with financing from GEF, WWF-US, Packard Foundation, other NGOs and Local Government Units (LGU), was signed between UNDP, KKP and DENR.

### 3.0 PROJECT STRATEGY

11. When the Project was started in 2000, the Tubbataha Reef National Marine Park had been "on paper" for 12 years, but the formal steps to establish the park and bring it into effective operation had not been completed: the interim Board had not met; no specific TRNMP Bill had been prepared and forwarded to Congress for approval; the draft Management Plan had not been ratified; financing was not secured; no government funds had been appropriated; and there was no routine program of site management activities. Given this situation, the Project was planned and designed as an intensive intervention to bring the Park into effective operation.
12. The apparent intention was not only to properly establish the TRNMP, but to provide an effective demonstration model and a flagship for other MPAs in the surrounding Sulu and Sulawesi Seas and elsewhere in the Philippines.
13. The overall strategy followed by the Project has been to promote the Cagayan ridge of islands and reefs as a location of national and global conservation significance, to introduce National Park management operations on the Tubbataha reefs portion, and to support the introduction of marine resource conservation measures and alternative livelihoods on Cagayancillo island. The main tools that the Project has used include biological research, information and awareness-raising, institution development, capacity-building and training, management planning, and enforcement.

#### Preliminary Evaluation Comments on Overall Strategy

14. The executants and partners appear to have lost sight of the Project's overall purpose and, as a consequence, have not been effective in reaching their main objectives. The Project has not brought into existence a management regime for TRNMP that will be sustained in the medium- or long-terms. Rather than being used rigorously as a vehicle to facilitate establishment of a management system for TRNMP, the Project has been used to actually operate the TRNMP for four years. Park operations of a good standard have been started, but the system to maintain them has not been secured.
15. The Evaluation Team (ET) concludes that the project should have attempted to establish only an initial management framework for TRNMP, leaving lower priority aspects of management to be developed progressively over a longer time. Some of the steps that were built into the Project design and work plan do not need to be done at the initial stage of protected area establishment. For example, the ET concludes that there has been excessive attention to



biological research and to the relatively minor effects of diving on the area's ecology, and that there has not been sufficient attention to ensuring that a basic system to enforce the site's complete closure to fishing is securely in place.

#### 4.0 PROJECT DESIGN

16. The goal of the Project is to protect the biodiversity of the area, via Component Objective 1, which essentially is the Project purpose, of bringing the Tubbataha Reef National Marine Park into effective operation.
17. The other main Project components are subsidiary, concerned with: 2. increasing stakeholders' support for conservation management; 3. creating a supportive policy climate; 4. studying the ecological condition of the reef system; and 5. promoting local community management of marine resources and development of alternative livelihoods.
18. The Project was designed and is being executed by WWF/ KKP in conjunction with other key stakeholders, including national, provincial and local government, local NGOs and local communities. Over the course of the Project, the capacities of the stakeholders are to be developed so that they progressively take over management of the park from WWF/ KKP.
19. A four-year timetable was planned, to run from October 2000 to October 2004. It appears that the implementation plan was to embark on all five components more-or-less in parallel, but to follow a sequential process to produce the various outputs within each component. The summary logical framework is shown below:

##### Summary Logical Framework

<b>Goal</b>	To conserve the unique and relatively pristine condition of the globally significant biological diversity and ecological processes of TRNMP, and to manage the area on a sustainable and ecologically-sound basis
<b>Objective 1</b>	<b>Bring about the effective long-term management of TRNMP</b>
Output 1.1	TPAMB and infrastructure
Output 1.2	Management Plan implementation
Output 1.3	Effective law enforcement and deterrence around Tubbataha and Cagayancillo
Output 1.4	Capacities of relevant authorities, PAMB, project staff and local communities for resource management
Output 1.5	Dive tourism rules implementation
Output 1.6	Sustainable financing (plan) in place
Output 1.7	Park Zoning planned and implemented
Output 1.8	Jessie Beazley and Bastera Reefs included in TRNMP
<b>Objective 2</b>	<b>Raise awareness regarding the importance of conserving TRNMP such that stakeholders are actively supporting conservation efforts</b>
Output 2.1	Local communities, Government, five operators and tourists are aware, supportive and involved in conservation
<b>Objective 3</b>	<b>Ensure that relevant policies and regulations support conservation and resource management in TRNMP</b>
Output 3.1	A policy climate that is supportive of conservation and management of TRNMP
<b>Objective 4</b>	<b>Conduct research and monitoring to detect and document changes in the condition of the reef system</b>
Output 4.1	Biological knowledge of the reef system increases and changes in the condition of the ecosystem are documented

Output 4.2	A GIS database on TRNMP and Cagayancillo has been established and is used in management and decision-making
<b>Objective 5</b>	<b>Establish an effective local community resource management program that is linked to reserves and alternative resource use regimes</b>
Output 5.1	Better understanding of resource use and socio-economic factors leading to resource depletion in TRNMP, Cavilli and Cagayancillo
Output 5.2	Exploitation pressure on TRNMP decreases as communities sustainably manage their natural resources....
Output 5.3	Exploitation pressure on TRNMP decreases as communities are benefiting from community-based alternative livelihood programs....
Output 5.4	Criteria, indicators and best practice guidelines for biodiversity conservation are incorporated into economic activities, plans and strategies

20. The total project budget was US\$ 1.7 million. Sources of funds were GEF (\$750,000), WWF-US (\$395,530), the Packard Foundation (\$343,146), and the local government and other NGOs (\$246,031).

#### Preliminary Evaluation Comments on Project Design

21. The TRNMP Project faced a number of major hurdles that appear to have been underestimated and inadequately presented in the Project Document. The ProDoc states that “the Government of the Philippines is committed to establishing a nationwide system of protected areas, as demonstrated by the NIPAS Act of 1992.” However, support for applying NIPAS is weak in Palawan. In addition, the process of actually establishing and bringing a protected area into effective operation is described on pages 3 and 5 as though it is a simple, straightforward process with a foregone conclusion. The risk that a TRNMP Bill would not be passed into law was assessed as low. The ProDoc does not acknowledge that, in the eight years since the NIPAS Act, very few of the 200+ sites listed as the initial elements of the protected areas system had progressed through the prescribed steps and been formally established. Although “the uncertainty of Government support in terms of appropriations” is acknowledged (ProDoc p.7), no substantial strategy is prescribed to tackle the major steps of getting a specific TRNMP Bill written and enacted, legitimizing a suitable Management Board, developing an effective Park Management Plan, and securing a basic appropriation for management operations. The risk that the national government would not respond adequately to the Project’s efforts seems to have been disregarded. No contingency planning for that eventuality appears to have been done.
22. The overall framework for the Project is not sufficiently well-structured to provide a clear key to the actions required and the processes to be followed to establish an effective and appropriate management scheme for the target area. It would have helped to have “upgraded” Objective 1 to be the purpose of the Project, and this might have helped in turn to articulate more clearly and succinctly the crucial main components and middle-level objectives required to achieve the purpose. The logical framework does not make clear the links between the proposed activities and outputs, and tends to mix “means” and “ends”. For example, Objective 3 is about developing policies and regulations, but so are Outputs 1.1 to 1.8. Objective 4 is about improving knowledge but this is also the means by which to achieve Objective 3. Outputs 1.3 to 1.8 could usefully be reduced to activities under Output 1.2.
23. The Project goal, the component objectives and many of the outputs and indicators are worded too imprecisely to provide a useful guide for project management and executants. Some are merely descriptions of a proposed activity. Most are unmeasurable. Lack of clarity and precision increases the risk of the project becoming irrelevant, inefficient and ineffective. For example, the double-goal statement, “To conserve the unique and relatively pristine condition of the globally significant biological diversity and ecological processes of TRNMP, and to manage the area on a sustainable and ecologically-sound basis”, contains many unnecessary and some misleading words. It would be more useful in a more succinct and precise form, such as: “To conserve the natural ecology and biological diversity of the

Cagayan reefs and islands.”<sup>4</sup> Similarly, it would be clearer and more useful to management, to state Objective 4. as “Well-informed decision-making...”. The current wording, “Conduct research and monitoring to detect and document changes in the condition of the reef system”, leads management to look for research reports and databases rather than strengthened public policies, regulations, zoning, guidelines, etc.

24. Component (objective) 5. in particular is not well-integrated with components 1 - 4. The design does not make clear (a) whether or not the tools to be used by the Project around Tubbataha reef (i.e. research (Objectives 4 and 5), awareness-raising (2), management planning and zoning (1), policy and guidelines on uses (1, 3 and 5), and enforcement (1)) are to be used equally around Cagayancillo and Cavili reefs; nor (b), whether or not Cagayancillo and Cavili reefs are to be made parts of the “TRNMP” in the same way that the Project aims to extend the Park to Jessie Beazley and Bastera Reefs (Output 1.8).

## 5.0 RESULTS

### Progress towards the Overall Goal and Purpose

25. The stated Goal of the Project is “to conserve the unique and relatively pristine condition of the globally significant biological diversity and ecological processes of TRNMP, and to manage the area on a sustainable and ecologically-sound basis”. The ET concludes that the Project has increased the protection afforded Tubbataha reef. The Project has provided support to the various agencies and interest groups in Palawan Province who have been concerned with establishing and operating TRNMP over the years. The various components of the Project appear to have been implemented efficiently and competently, aided by dedicated and professional staff members, both of the Project and of key partners, and by the good will of the majority of the stakeholders.
26. Although not stated in the log frame, it is clear from the Project Document that the central purpose of the Project is to establish or bring into operation an adequate and suitable conservation management regime for the Cagayan ridge region of the Sulu Sea. A key question is whether the Project has achieved this purpose or made adequate progress towards it. The provisional conclusion of the ET, 5 months before the end of the Project, is that overall it has not. None of the key steps for establishment of the Marine National Park has been completed; its legal basis, institutional capacity and financial viability are not secure. The long-term futures of Tubbataha and how it will be safeguarded and of Cagayancillo and how it will be conserved and developed are still uncertain. The aim was for TRNMP management to be a model leading MPA developments across the Sulu Sea and the Philippines, but it has not yet reached this stage.

### **Component Objective 1: Management of TRNMP**

27. To achieve objective 1, “To bring about the effective long-term management of TRNMP”, the Project has planned and worked towards a series of eight outputs.
28. *Output 1.1 Management Board and Infrastructure:* A Tubbataha Protected Area Management Board (TPAMB) has been formed with good size and composition, and has met at roughly quarterly intervals. An Executive Committee is scheduled to meet monthly. The Project has also organized the Tubbataha Management Office (TMO) and has paid for a Park Manager (PM) and four Park Ranger staff. TMO office premises have been set up in Puerto Princesa, a sub-office built in Cagayancillo, and a Ranger base constructed on one of the small islands on Tubbataha Reef. The Project has also purchased capital equipment for the TMO office and field operations, and has also installed a number of permanent moorings on the reef for visiting boats.

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<sup>4</sup> It is be more useful to state that “Tubbataha reef”, rather than “the TRNMP”, is to be conserved.

29. *Output 1.2 Management Plan implementation:* A Management Plan for TRNMP was first drafted in 1995. A new one has been drafted under the Project, and is intended to come into force in 2004. It has been ratified by the TPAMB and PCSD. Implementation of the Management Plan is a matter for all other Outputs.
30. *Output 1.3 Law enforcement and deterrence around Tubbataha and Cagayancillo:* The Project has invested considerable resources in organizing for the Navy, Coastguard and TMO staff to carry out a joint patrolling function around Tubbataha from the field base on the reef. The procedure seems to be to use a small boat to approach some or all vessels which visit the area, presumably to inform them about the Park and to check their permits to enter and use the area. The fall-back option is to call in patrol boat reinforcements from the Navy or Coastguard in Puerto Princesa.
31. *Output 1.4 Capacities of relevant authorities, PAMB, project staff and local communities for resource management:* Considerable training has been provided by the PMO/ KKP to project staff, partner agency staff, and Cagayancillo representatives. This activity was not evaluated.
32. *Output 1.5 Dive Tourism Rules:* A comprehensive set of Rules and Regulations for the Conduct of Activities in the TRNMP and WHS was written in August 2003. It covers the issues of wildlife and environmental protection, entry permits, fees, vessel size, moorings, fishing and fishing gear, research, filming, and prohibited acts. Presumably the Rules and Regulations will form a supplement or annex to the Management Plan.
33. *Output 1.6 Sustainable Financing Plan in place:* The Municipality and Provincial LGUs have apparently contributed direct funds to TMO operations, but not the national government. The TPAMB has authorized collection of fees from each dive boat and diver entering the Park, and these fees are being collected by the TMO. The revenues have been disbursed by TPAMB against annual work plans. A future financing plan for TRNMP has been drawn up but apparently is not acceptable to the PMO/ KKP and has not been implemented.
34. *Output 1.7 Park Zoning planned and implemented:* A basic zoning plan has apparently been conceived by the PMO but not formally adopted.
35. *Output 1.8 TRNMP extension to Jessie Beazley and Bastera Reefs:* Jessie Beazley Reef has apparently been surveyed and is now considered part of TRNMP. Bastera Reef has not been surveyed and is considered too far from Tubbataha (and under another Province's jurisdiction), and a decision has apparently been made to not incorporate it into TRNMP. No consideration seems to have been given, in either the Project design or implementation, to the concept of extending the Marine Park regime to cover the whole of the Cagayan ridge, including Cagayancillo. The ET considers that this would be worthwhile, given the need to manage the whole area for conservation and sustainable resource utilization.

Preliminary Evaluation Comments on Component 1.

36. *TRNMP Management System:* Objective 1 is in fact the overall purpose of the Project. The other components are subsidiary or contributing to the prime objective of establishing the management system and, as noted above, they duplicate or overlap with component 1 outputs.
37. A conventional model for conservation management of Tubbataha has been initiated, with attention to biological resource inventory and monitoring, specific PA legislation, multiple stakeholder PAMB, sustainable financing mechanism, substantial management plan, patrols, enforcement, and site management for tourism. A preliminary conclusion of the ET is that the TPAMB members should have made more use of the Project to critically analyze the underlying objectives for TRNMP management, and to test the most effective, efficient and appropriate options for working towards those objectives. Clear agreement should have been reached on the core objectives of the TRNMP and the essential operations to be maintained.

What are the critical policies and actions for agencies to get into place with the project's assistance? Have these been achieved? Is the TPAMB the most suitable, efficient and effective structure? Can it operate adequately as a coordinating and policy advisory body? Has it delegated sufficient authority to its executive, the Park Manager and TMO? Will members sustain their involvement after the Project ends?

38. *Management Plan implementation:* The Management Plan will be subsidiary to the TRNMP Act and it is important for them to be developed with regard to one another so that they are complementary. The TRNMP Act, Plan, Rules & Regulations and any subsidiary guidelines need to form a hierarchical regulatory framework governing the use of TRNMP and its resources. The ET considers that it may be wise to remove the detailed specific provisions from the current draft Bill into the Management Plan. This may allow more flexibility and ability to progressively amend and develop the decision-making framework provided by the Plan.
39. The Management Plan need not attempt to be comprehensively “complete” and to anticipate every eventuality in its initial drafting. Rather it is good practice to establish management of the park progressively through a sequence of stages. Initially, the Management Plan can be a simple framework, setting out only the main objectives, structures and decision-making mechanism. It should remain an open “source book”, with more detailed provisions added at later dates. The ET recommends that the Management Plan should be reviewed and re-drafted more clearly and in a more-structured framework before being approved for implementation.
40. *Law enforcement and deterrence:* A suitable system of law enforcement and deterrence around Tubbataha is a critical issue, given the nature and history of the area. The legal status of the Rules and Regulations document was not clear to the ET. Given the substantial core costs involved, the ET is concerned that there has not been a sufficiently rigorous analysis of the options for an enforcement system. For example, according to the TRNMP Business Plan (2004) prepared for KKP, there are no data on the actual numbers or types of commercial fishing boats operating around TRNMP. The ET recommends conducting such an analysis in order to determine exactly what deterrence and enforcement system to deploy. Questions to be addressed include the following:
  - What is the history of infringements? What patterns do the main types of infringements follow? Are there repeat offenders who could be tackled more directly than others?
  - What level of deterrence is feasible and desirable?
  - What proportion of infringements must be detected and apprehended?
  - What alternative strategies are available for reducing the numbers of infringers or levels of infringements? Which is the most cost-effective?
  - What technologies and systems are available for detecting, identifying and apprehending law-breakers?
  - Would it be cost-efficient to cover Cagayancillo as well as Tubbataha?
41. Most of the work carried out by the rangers based at the reef seems to be concerned with checking on the vessels entering and operating in TRNMP under a specific permit. It may be possible to devise a simpler regulatory system that would be much easier and cheaper to run and sustain. For example, the issuance of a permit to each operator could be made into a more rigorous exercise, in which the exact details of how the operator will enter and use the Park would be negotiated and explained (dates, numbers of passengers, exact sites and conduct of all activities). The onus to comply would be placed firmly on the operator; reporting back following each visit would be made mandatory; a refundable bond could be required from each operator; annual awards could be made to the best operators. These management tasks could all be done off-site, i.e. by the TMO in Puerto Princesa. Enforcement of these users could be reduced to a random spot-check conducted just a few times each year.
42. Given the importance of actual convictions in deterring illegal fishing, it is important also for the Project to devise a clear strategy for the TRNMP management to promote and support a strong judicial system, perhaps by hiring lawyers to work on the highest priority cases, secure

meaningful penalties and establish some precedents. Tactics which appear to have worked in the past – despite ultimately disappointing outcomes – include rallying local popular and media support for major apprehenders to be treated sufficiently firmly by the courts.

43. *Financing mechanism:* One of the important objectives for the Project was to devise and facilitate establishment of a financing mechanism that will generate sufficient funds for the management system to be sustained indefinitely. KKP and the TPAMB had planned on securing a reasonable annual appropriation from national government following the passage of the TRNMP Bill by Congress. The draft Bill itself stipulates a financing mechanism for TRNMP that is contrary to the Integrated Protected Area Fund (IPAF) guidelines set out under the NIPAS Act, and this is understood to have been one reason why the Bill was not passed by Congress.
44. A TRNMP User Fees scheme was introduced in 1998 and applied to visitors. Foreign and local divers are each charged \$50 and \$25 respectively to enter and use the Park. Other foreign and local tourists are charged \$20 and \$10 respectively.
45. The numbers of dive-tourists were 692 in 2001 and 858 in 2003 (divided roughly 50:50 between foreign and local). This amounted to 1.7% of all tourists to Palawan in 2003 (>100,000). Revenues from these fees are shown in the following table:

Year	1998	1999	2000	2001	2002	2003
Revenue (Php ,000)	92	157	1,719	1,701	1,223	1,753

46. A Business Plan for TRNMP, prepared for the Project in 2004, discusses these figures and assesses options for increasing revenue. It suggests that TRNMP could develop a combination of six financing mechanisms that would be sufficient to meet the projected management costs. It calculates that the six proposed mechanisms might generate over Php12 million annually, as shown in the following table:

Proposed Funding mechanism	Potential annual revenue (Php)
A. Tourist user fees (increased numbers of tourists)	6 million
B. Government appropriations	500,000
C. Income from a Trust fund of endowments from international donors and NGOs	3.75 million <sup>5</sup>
D. Donations from private businesses	1.65 million
E. TRNMP merchandise sales	225,000
F. Membership fees from a Tubbataha organization	200,000

47. The reality facing TRNMP at the end of the Project is that it has secured revenues of only around Php2 million a year, from user fees and LGU donations. Further, apparently it is drawing on its capital endowment funds to fund its current operations, rather than using only the interest earned.
48. It is a major concern that the management system devised for the TRNMP is not affordable. According to the Business Plan, the projected annual management costs are Php10.4 million

<sup>5</sup> The ET notes that a Trust fund of around Php40 million would be required to yield Php3.75 million annually.

per year. This comprises “core costs” of PhP3.5 million (34%) and “program costs” of PhP6.9 million (66%). See Table below.

“Core Costs”	Php / year
Administration staff	596,596
Technical staff	1,548,000
Office running cost	108,008
Field running cost	177,231
Operation and maintenance	480,000
Reporting/ audit	120,000
Sundries	476,140
Depreciation	8,750
Sub-Total	<b>3,514,725</b>
TRNMP “Program costs”	Php / year
“Public awareness”	400,000
“Capacity building”	4,394,025
“Regional policy and advocacy”	650,000
“Marine research and monitoring”	1,000,000
“Sustainable resources management and livelihoods”	450,000
Sub-Total	<b>6,894,025</b>

49. These projected cost figures appear to derive simply from the budget of the current TRNMP Project rather than from an analysis of actual needs. The TRNMP Business Plan has automatically chosen a “deluxe” Protected Area operation that cannot realistically be afforded. The ET recommends that the proposed Business Plan should be put aside, and that the TMO and TPAMB should conduct a careful planning exercise to define priority operations and design and cost a management scheme that is adequate for the specified tasks.
50. The ET considers that it is highly desirable for local, provincial and national stakeholders plus tourists to be able to cover the costs of protecting Tubbataha reef on their own. It would be valuable to see a clear discussion, with figures, of the counter argument that some level of continuing support from foreign donors is essential.

#### **Component Objective 2: Active stakeholder support for TRNMP**

51. The objective of component 2. is “to raise awareness regarding the importance of conserving TRNMP such that stakeholders are actively supporting conservation efforts”. Planned Output 2.1 is “Local communities, Government, dive operators and tourists are aware, supportive and involved in conservation”.

#### **Preliminary Evaluation Comments on Component 2**

52. The Project appears to have been reasonably successful in building up local support or at least acceptance of the TRNMP in Palawan Province and Puerto Princesa. Conservation efforts in Palawan generally have a long and varied history, and it appears that the TRNMP Project has contributed significantly to the raising of awareness locally about the need and opportunities for conservation. The Project’s efforts have included engagement of the key

agencies represented on the TPAMB and providing a variety of trainings and study tours for their staff.

53. The ET is concerned that attention to perhaps the most significant part of the “local stakeholders” – the residents of Cagayancillo – may have been inadequate. It is clear that the Project has worked hard to introduce and explain the need for conservation of Tubbataha to the local Cagayanon people, and to promote and facilitate complementary resource management measures on Cagayancillo itself. Nevertheless, there is considerable poverty on Cagayancillo, and resentment of the TRNMP and its advocates among disaffected residents could threaten the long-term sustainability of the management regime. The Stakeholder Analysis conducted prior to the Project gives clear indications that conservation is not a priority and will be jeopardized if local people remain poor and gain no security of access to the means of making a living.
54. The ET recommends that the TRNMP and TPAMB give greater consideration to the interests of the Cagayancillo people themselves – their history in the area, their culture, language, ecological knowledge, needs and aspirations – and do more to enable Cagayanons to be the primary beneficiaries of TRNMP. This could usefully be extended to future work in the following areas:
  - Study and understanding of the area’s anthropology;
  - Consideration of Cagayanons as an integral part of the area’s ecology;
  - Conferring or confirming the priority rights of local people to access, use and benefit from local marine resources;
  - Self-assessment by Cagayanons of the feasibility and desirability of alternative futures for their community and social, cultural and economic development;
  - Natural resource inventory and documentation in Cagayanen language;
  - Facilitation of resource-based management and livelihoods research by local people.

Cagayancillo is one of the most isolated municipalities in the Philippines. Cagayanons have developed a local culture that is uniquely their own. Intertwined religious and superstitious beliefs prevail. For example, cutting of a mangrove tree is taboo. Because of this rule, mangrove stands remain healthy in the island – a fortunate situation for coastal ecosystem health. Religious icons and images are much revered and another taboo is against treating them as commercial items (i.e. antiques). Someone who did this, according to stories well-known in the island, later died. Visitors report experiencing creepy feelings as a result of dogs in the entire island howling together just before midnight every evening.

Recognizing why Cagayanons behave the way they do, their social ideals, personal lives and livelihood ambitions is pertinent to helping Cagayanons devise and choose alternative strategies when faced with the proposed no-catch and no-entry rules imposed by the Philippine government over some of their traditional reefs and islands. The preferred goal for Cagayanons is an empowered local community, planning and implementing their own development consistent with the conservation regime, and taking a role in the local governance of that regime.

### **Component Objective 3: Policies and Regulations**

55. Objective 3 is to “Ensure that relevant policies and regulations support conservation and resource management in TRNMP”. Planned Output 3.1 is “A policy climate that is supportive of conservation and management of TRNMP.” The substantial Output of getting a TRNMP Act passed by Congress is not specified.

#### **Preliminary Evaluation Comments on Component 3**

56. Under Project component 3, an analysis of the current policy framework has apparently been conducted, although the ET was not able to consult it. Legal advice was obtained also by the



Project on the legitimacy of the interim arrangements for TPAMB and TMO. It is not clear whether there has been any systematic effort, for example by individual members of the TPAMB, such as PCSD, DENR, or Palawan Province and Cagayancillo Municipality LGUs, to develop or amend the government policy and regulatory framework to serve the objectives of TRNMP.

57. The legal status of the TRNMP, TPAMB, Management Plan, Rules and subsidiary guidelines does not seem to be clearly resolved or understood. Jurisdiction over PAs in Palawan Province rests with the PCSD, in line with the SEPP (1992). This arrangement was challenged by DENR in 1993 but the Department of Justice ruled in favor of PCSD. Thus the Tubbataha PAMB, formed by resolution of PCSD, is under PCSD instead of under the Protected Areas and Wildlife Service (PAWS) of DENR. In 1998, perhaps as an act of goodwill or in order to obtain additional technical guidance, PCSD asked DENR to co-chair all PAMBs in Palawan.
58. It is not clear why the TPAMB was formed in line with the NIPAS Act of 1992, when the SEPP was enacted subsequently to the NIPAS and therefore presumably supersedes it. The TPAMB was created during the term of the late Palawan Governor Socrates, who insisted that TRNMP management should not be limited by NIPAS law but should be an experimental, independent set-up. However, the Project does not appear to have given serious consideration to the options for devising a management authority and institutional arrangements specifically tailored to the needs of TRNMP, even though such an activity would be clearly within the intent of Component 4.
59. The main action representing policy-making by PCSD and TPAMB was to insert a clause in a draft TRNMP Bill that would allow all Park “user fees” to be kept in a local account dedicated to TRNMP management. However, it is not clear whether a specific TRNMP Act is actually required, or whether this is a hang-over from NIPAS thinking. Given the poor national record of passage of PA Bills through Congress, and the existence of the SEPP and PCSD, it is odd that an alternative mechanism to a specific Act, such as a PCSD Executive Order, has not been tried as a test case by TRNMP. It is also unclear why the Project Document itself makes little or no reference to the need for a specific TRNMP Act. Nevertheless, the Project has supported drafting of a TRNMP Bill and consultations in Puerto and Cagayancillo. The Bill was submitted but not passed by Congress. The ET understands that one stumbling block was the clause on retaining all user fees locally.
60. PCSD does not have any budget for TRNMP, TPAMB or the TMO. PCSD advised the ET that they made a series of attempts over several years to secure an appropriation from the national government for TRNMP management, but had not succeeded. TPAMB appears to consider PCSD as its governing institution, for instance submitting a draft TRNMP Management Plan to PCSD for ratification. However, TPAMB does not report or send regular monitoring information to PCSD. It appears to the ET that the vertical (supervisory downwards, reporting upwards) relationship between TPAMB/ TMO and PCSD is a matter of convenience on the part of TPAMB/ TMO and reflects a weak PCSD role in management.
61. It was not clear to the ET that Palawan Provincial government agencies are adequately engaged in the management of TRNMP. For instance, the only interest of PAWS-Palawan in TRNMP seems to be “to monitor implementation of the Management Plan”. “*Wala kaming taya sa Tubbataha*” (We have no stake in Tubbataha) is the view of the PAWS chief in the Palawan Provincial Environment and Natural Resources Office (PENRO). However, the Provincial government, as well as the Cagayancillo Municipality both contributed to the 2003 budget for TRNMP operations.
62. The ET recommends that a concerted effort be made prior to the end of the WWF/ KKP TRNMP Project to assist PCSD, PLGUs and TPAMB to resolve these issues and confirm their mandate and the legal status of the arrangements being put in place – management plan, rules and regulations, and user fees scheme.

#### **Component Objective 4: Reef Research and Monitoring**

63. Objective 4. is to “Conduct research and monitoring to detect and document changes in the condition of the reef system”. There are two planned Outputs, as follows:
- Output 4.1 Biological knowledge of the reef system increases and changes in the condition of the ecosystem are documented.
  - Output 4.2 GIS database on TRNMP and Cagayancillo established and used in management and decision-making.

#### **Preliminary Evaluation Comments on Component 4**

64. Biological research has been one of the major activities implemented by the Project office. The work appears to have been carried out to a high standard and to have produced a substantial amount of information on the biota of Tubbataha. The PMO/ KKP has placed an emphasis on establishing baseline data suitable for long-term monitoring of the health of the reef ecosystem. The data have been valuable for communicating the wonders of Tubbataha to stakeholders and potential new partners and visitors.
65. At the end of the Project, local capacity for continuing the research program remains very limited. It appears that WWF/ KKP has only recently started talking to local institutes and academics, trying to get them interested in continuing the Project’s research program. The PMO is now concerned that the research program will cease abruptly when the Project ends. They are working to secure funding for another project which will enable the research and science-based planning to be continued for TRNMP and extended to other sites in the Sulu-Sulawesi Seas.
66. The research conducted by the Project has been concerned primarily with surveying the biota of the site. The ET considers that a greater research emphasis should have been placed on strengthening the management system by investigating a range of prevailing issues bearing directly on potential threats to the Park, such as the deployment and impacts of FADs around the Park; local traditional knowledge; patterns of illegal fishing; sustainable harvesting rates for local marine stocks; options for conducting surveillance and enforcement of the site’s closure. While the purported aim of the existing research program has been to inform policy-making, there seems to have been little new policy formulation as a consequence of the Project.
67. The ET concludes tentatively also that more could have been done to engage the Project’s main target beneficiaries directly in the research studies, in particular through the use of participatory action research techniques. This could have included (a) local people and displaced fishers of Cagayancillo, and (b) planners and policy makers in the LGUs and national agencies.

#### **Component Objective 5: Local Community Resource Management**

68. Objective 5. is to “Establish an effective local community resource management program that is linked to reserves and alternative resource use regimes.” There were four planned Outputs under this objective:
- Output 5.1: Better understanding of resource use and socio-economic factors leading to resource depletion in TRNMP, Cavili and Cagayancillo.
  - Output 5.2: Exploitation pressure on TRNMP decreases as communities sustainably manage their natural resources....
  - Output 5.3: Exploitation pressure on TRNMP decreases as communities are benefiting from several community-based alternative livelihood programs....

- Output 5.4: Criteria, indicators and best practice guidelines for biodiversity conservation are incorporated into economic activities, plans and strategies.
69. For Output 5.1, a Socio-Economic Profile for Cagayancillo was prepared by the Project in 2000, and a Livelihoods Operational Plan in 2002. The latter identified lack of socio-economic information and baseline data on resources as major constraints. Provisional conclusions of the ET are that the socio-economic profile is a very limited assessment, based on an elementary survey of 200 respondents, and that it is inadequate as a baseline for the Project and as a reference guide for development of livelihood activities
  70. For Output 5.2, training and assistance have been provided to Cagayancillo Municipality to form a Coastal Resource Management Plan (CRMP). Barangay LGUs have been encouraged to set aside a series of small marine reserves around Cagayancillo and Cavili. The ET provisional conclusion is that the CRMP document does not provide adequate guidance or assistance to the Municipality when it comes to implementation; it may be advisable to first put in place a simple, sound, basic framework within which management decisions and actions can be made.
  71. Output 5.3 concerns development of community-based alternative livelihood programs. The Project's livelihoods program has been merged with the Municipality's, which would seem to be good practice. The Cagayancillo Livelihood Operations Plan (CLOP) has been prepared and a credit scheme initiated. Technical assistance has been provided to seaweed farmers. However, the ET found the CLOP a disappointment, because it contained little advice on how Cagayanons might improve their livelihoods or economy.<sup>6</sup>
  72. Output 5.4 concerns incorporation of "Criteria, indicators and best practice guidelines for biodiversity conservation... into economic activities, plans and strategies." This area of Project activity requires further evaluation, as no examples of this output were provided to the ET.

Preliminary Evaluation Comments on Component 5.

73. The following are provisional comments that require further assessment. The impression formed by the ET is that the Project has not been able to give sufficient consideration to the lack of economic development opportunities for the people of Cagayancillo and Cavili, and how that might relate to their involvement with TRNMP. Despite the identification in the ProDoc of "the lack of sustainable resource use alternatives (and) livelihood opportunities" as a key issue and a primary root cause of continuing resource degradation at TRNMP, and of failure to improve the economic situation of these local communities as a risk to project success, the Project's response seems to have focused on local fishers merely as a problem rather than as key stakeholders in the future of the area.
74. The ET wonders whether a different strategy, with more attention to the following areas, might be more effective in the long term:
  - recognizing the prior rights of Cagayanons to use and derive benefits from the Cagayan reefs and islands;
  - helping local fishers and Municipal authorities to understand the dynamics of their local fishing-based economy, and to plan and make adjustments to make it sustainable;
  - exclusion of outside fishers from Cagayancillo and Tubbataha;
  - formation of cooperatives to control marketing in favor of local fishers rather than outside middlemen;
  - diversification of the economy including development of tourism businesses at Cagayancillo and Tubbataha;
  - allowing local fishers to continue to fish Tubbataha (by non-destructive methods) until their home reefs and stocks have recovered;

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<sup>6</sup> This conclusion needs to be checked further; apparently there may be different versions of the CLOP.

- regulating the development of Tubbataha tourism to give local people some equity in the businesses, rather than 100% to outsiders;
- adding 'Park ranger' to the list of livelihood and employment options for Cagayanons;
- reducing the costs of enforcement at Tubbataha by giving responsibility, ownership and direct involvement to Cagayanons;
- using the savings to allocate a higher proportion of TRNMP revenues to community and economic development at Cagayancillo;
- provision of basic productive infrastructure and services for Cagayancillo community and economic development.

## 6.0 PROJECT MANAGEMENT

75. The Project has been executed by a dedicated office and team (PMO) appointed by WWF/ KKP and based in Puerto Princesa, the closest large population and service centre to Tubbataha. It was agreed that from the start of the Project, the PMO would work alongside the permanent managers of the TRNMP – the TPAMB and the TMO – and that responsibilities for Park management functions would be transferred progressively as capacities were developed. This arrangement appears to have worked reasonably well, despite the inherent difficulties encountered in such counterpart or partnership schemes. Towards the end of the Project, it appears that the PMO has provided solid guidance and administration of the Project, and that at the same time, the TMO has been soundly and competently established, equipped and made responsible for TRNMP operations.
76. There does not seem to have been a great deal of adaptive management of the Project. The periodical reporting of progress by the PMO to the governing body, the Tri-Partite Review (TPR) of UNDP, GoP and WWF/ KKP has not apparently led to any major adjustments to the size, shape or direction of the Project. Minor changes in personnel, consultants, timing, work plans and budgets have been managed by the PMO.
77. The logical framework has been used as the main planning, monitoring and reporting framework for the Project, which is good practice. Unfortunately, the value of this practice is undermined by the poorly-developed log frame in which the substantial objective underlying each component and action is not clear or precise (as commented on under Project Design above). The Project could have been strengthened by developing a more rigorous logical framework progressively over the life of the Project, but this was not done.
78. Supervision of the project by the TPR may have been too loose. Some of the adjustments to direction flagged by this Preliminary Evaluation could have been proposed by the Project management, the executing agency or the TPR following the annual Project Implementation Reviews (PIR). Similarly, it is regrettable that the Mid-Term Evaluation, carried out in 2002 but only as an internal review by WWF, was not used as an opportunity to reconsider some of the components and make some strategic adjustments to the Project work program.
79. The ET considers that the TPR and/or UNDP should have organized a thorough independent Mid-Term Evaluation of the Tubbataha Project rather than relying on the simple check-list of each component that was made by the PMO in 2002.
80. The ET is concerned that the key local stakeholders – PCSD and other TPAMB members – have not made enough use of the WWF/ KKP TRNMP Project to address issues that concern them directly, to explore ways of changing or developing aspects of the systems within which they work, or to try new approaches and arrangements which may prove more effective or efficient than existing ones. The late Governor of Palawan gave a clear lead in this direction, insisting on an experimental and independent thinking about how to conserve Tubbataha and manage it as a Marine National Park.

## 7.0 RECOMMENDATIONS from the PRELIMINARY EVALUATION

### Recommendation 1: Completion of a Project Terminal Evaluation

81. The ET has not been able to conduct an adequate evaluation of the Project. The evaluation mission was not able to consult with relevant government agencies, scientific institutions, NGOs, private businesses and local communities, nor especially with TPAMB members, the TMO and residents of Cagayancillo. This is particularly unfortunate, as the termination of the WWF/ KKP Tubbataha Project in September 2004 will mark a significant stage in the long history of efforts to protect Tubbataha Reef.
82. It is recommended that UNDP, WWF/ KKP and PCSD work together over the final months of the Project to compile an adequate terminal evaluation, based on (a) this preliminary evaluation report; (b) the results of the current GEF Local Benefits Study<sup>7</sup>; and (c) the final Project Manager's Report to the TPR.
83. The PM's Report should pay particular attention to the following aspects:
  - (a) documenting the performance of Project administration – personnel, offices, equipment, management information;
  - (b) evaluating the management of Project funds, particularly with regard to the expenditure pattern of funds from multiple sources;
  - (c) reporting on achievements in the final months of the Project in relation to the comments and recommendations made in the current report.
  - (d) the attitudes of Cagayanons toward TRNMP and conservation and the need for a longer-term program of work on livelihood alternatives aimed at reducing their poverty.

### Recommendation 2: Completion of Key Project Objectives

84. The Project has not achieved its main objective of getting a secure management system in place for the TRNMP. It seems likely that important aspects of management which have been started by the PMO – in particular, enforcement of the fishing ban at the site, and support for conservation and development at Cagayancillo and Cavili – will not be sustained by the institutions that have been set up, the TPAMB and TMO.
85. The ET recommends that the opportunity provided by the final 4-5 months of the Project should be taken to confirm and secure the main elements of the management system for TRNMP. The following actions should be facilitated by the Project:
  - (a) review and agreement by PCSD and other TPAMB members on (i) the core objectives of the TRNMP; (ii) critical policies and programs to be developed by each member/ stakeholder; (iii) the essential operations to be maintained at TRNMP.
  - (b) confirmation of the functions and resources to be provided by each of the members of TPAMB in the collaborative management of both the TRNMP and the "Cagayancillo program" of support for marine resource management and sustainable livelihoods;
  - (c) resolution of the overlapping authorities of PCSD and DENR with respect to TRNMP;
  - (d) a legal or executive instrument to confirm the status of TRNMP, TPAMB, the Management Plan, the Rules and Regulations and subsidiary guidelines; the authority of the TPAMB and TMO to manage the TRNMP; the user fees system;
  - (e) introduction of an appropriate financing mechanism for TRNMP core operations.

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Fieldwork for a GEF Local Benefits Study is to be conducted at Cagayancillo after the May 2004 elections.

86. The ET recommends that particular attention should be given in the final months of the Project to securing an adequate enforcement system. This will require analysis of needs and options as outlined in the current preliminary evaluation report. It will also require the Project to devise and introduce to TPAMB members a clear strategy for prosecuting future illegal activities through the judicial system.

### **Recommendation 3: Hand-over of Responsibilities**

87. The ET considers it inappropriate and unwise for PCSD, the Palawan provincial and municipal authorities and the national government agencies involved to continue to rely on external assistance projects merely to operate TRNMP for a few more years. The ET recommends that all aspects of the governance and management of both the TRNMP and “the Cagayancillo program” should be clearly and fully handed over by WWF/ KKP and the PMO to the relevant local government bodies in September 2004.
88. If further external assistance project funding is secured, it should be made available directly to the TRNMP governing body, which will then have the option of sub-contracting implementation of all or part of the new project’s activities to (an) appropriate executing agent(s).
89. In the final months of the Project, it is recommended that the following actions should be taken by the TMO, with support as necessary from the PMO:
  - (a) Confirm the funds that are likely to be available for FY 2005 – from (i) user fees; (ii) allocations from Provincial government; (iii) appropriation by PCSD from national funds.
  - (b) Prepare an operations plan for 2005 that is tailored to the likely available funds. Prepare additional contingency plans, in case the actual funding achieved in 2005 turns out to be higher or lower than anticipated.
  - (c) Submit the plan and budget to TPAMB for approval.

### **Recommendation 4: Genuine Participation of Cagayanons**

90. The ET recommends that the TRNMP and TPAMB should endeavor to give greater consideration to the interests of the Cagayancillo people – their history in the area, their culture, language, ecological knowledge, needs and aspirations – and enabling Cagayanons to be the primary beneficiaries from TRNMP.

## **8.0 LESSONS**

### **LESSON 1. The Need to Institutionalize Conservation Measures**

91. Where a natural resource management or conservation scheme is initiated or developed by an external assistance project, the long-term institutional arrangements for managing the scheme – the responsible agency, additional capacity, resources, policy and programs – should be determined during project design. Over the course of the project, these arrangements should be confirmed and put in place, and responsibilities transferred deliberately to the nominated agency. New regulations and policy are likely to be required, and it may be necessary to resolve overlapping or conflicting mandates between agencies. The role of the project is to facilitate the planned changes. It can be used to experiment with and pilot novel approaches. It is usually not appropriate for the project itself to somehow become the long-term conservation scheme, nor for the project executing agency to assume the role of providing the long-term institutional home.

**LESSON 2. Carrying out a Project within a Program**

92. Projects like the WWF Tubbataha Project – relatively-short, intensive and narrowly-focused – are useful supplements but cannot substitute for the permanent institutional framework that is required to govern and manage natural resources for conservation and development. It would be more effective and efficient for series of projects to be carried out as elements within an extended broader strategic program, which should be planned to address the full range of prevailing issues in the local area. Such an integrated program should be defined under a common strategic framework that is drawn up and owned by all the main stakeholders operating in partnership.
93. The current Tubbataha Project would be more effective if it was clearly part of a strategic framework concerned with sustainable reef fishing, rural poverty alleviation, nature conservation in Palawan, marine biodiversity conservation in the Philippines or across the Sulu Sea. Without defining a broader program or securing any commitments to its implementation, a lone project tends to try to do too much in too short a time, stops short of achieving its objectives, and leaves little lasting impact. Immediate issues may be addressed, but typically the project is given little opportunity to facilitate an enabling environment, particularly with regard to developing the capacities, programs or policies of the relevant, permanent, resource management institutions.

**LESSON 3. Conserving Nature beyond Protected Areas**

94. It is relatively easy to designate and operate a strict protection area, compared to the multiple difficulties of managing multiple use areas, buffer zones or sustainable resource use programs. Such programs require more technical expertise, more scientific data, more participation and more time to establish and succeed, yet the tendency is for them to receive less attention and only a minor proportion of available management resources. Often, it is not even clear how “conservation outside the protected area” is to be institutionalized and managed. One lesson is that the primary focus of conservation management efforts needs to be shifted towards addressing threats to the ecological sustainability of resource uses, rather than protecting no-take areas.
95. In the current case, the long-term conservation of Tubbataha Reef is dependent on maintaining an effective program of ecologically sustainable development over the neighboring reefs of Cagayancillo and Cavili. Such a program is more complex and demanding, yet is less secure. Relatively little effort has gone into starting this program or providing for its continuation; the emphasis has been on establishing protection operations on Tubbataha. Specific institutional arrangements, policies, programs and resources to manage these “buffer zone” reefs need to be determined and put in place.

**LESSON 4: Establishing Conservation Schemes which are Locally Appropriate and Affordable**

96. The purpose of a conservation project is to facilitate development by the relevant local stakeholders of a conservation system that is locally appropriate and affordable, and therefore likely to be maintained beyond the project. This can be a challenge for a well-resourced project implemented by an outside agency, where there may be a tendency to introduce a system that is unnecessarily ambitious, complex and expensive to operate.
97. The current TRNMP Project is generously funded by the GEF, Packard Foundation and WWF US, and is being carried out by well-trained and skilled employees of the large national NGO, WWF Philippines/ KKP. Nevertheless, the task is to use this facility to nurture the capacities of the relevant Provincial, Municipal and national agencies so that they may finance and operate a suitable management scheme for Tubbataha Reef and the surrounding area. The lesson is to adopt strategies which require realistically modest financial and staff resources.

## **LESSON 5: Supervision, Monitoring and Evaluation of Projects**

98. A project is a relatively short, intensive, well-funded exercise to facilitate change in a system of management. Good project supervision, monitoring and evaluation leading to “adaptive management” are needed to make the most of the opportunity and to ensure that the project is effective in achieving its objectives.
99. For a UNDP GEF Project, supervision is vested in the Tri-Partite Review mechanism (TPR). In the case of the current TRNMP Project, this entails periodic meetings between delegates from UNDP Philippines, the national government and the executing agency, WWF Philippines/ KKP. The TPR represents the partnership responsible for governing project implementation. It is good practice for TPR members to exercise their supervision over the project collectively and rigorously, by means of regular review of the overall project framework, work plans and performance, and instructions to the project management office to make adjustments to its plans, activities or methods.
100. Monitoring and evaluation (M&E) should be organized by project management as a continual participatory process. Monitoring and documenting results and impacts achieved as well as activities carried out should be integral with routine record-keeping and reporting, and should be guided by the project logical framework and subsidiary activity plans. Evaluation should also be an integral part of the project management routine, not an extraordinary event tagged on at the end. The effectiveness, efficiency and significance of each completed action and of overall progress each quarter and each year should be evaluated. Monitoring and evaluation should be overseen and used by each responsible manager as feedback on performance against what was planned or intended. Managers and supervisors must be willing and able to follow up on feedback from M&E to make the necessary adjustments. In this way, the project is “managed adaptively” – i.e. through a continual learning and adjustment from feedback during implementation – throughout its life.



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

Thursday, 4 March, 2004

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## II. Objectives

### A. Main Purpose

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

The main purposes are:

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

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

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

- Review any partnership arrangements with other donors and comment on their strengths and weaknesses;
- Assess the level of public involvement in the project and recommend on whether public involvement has been appropriate to the goals of the project;
- Describe and assess efforts of UNDP and the Executing Agency in support of the programme 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 WWF Philippines	Metro Manila
29 April	Initial discussion with Project staff Dinner meeting with local stakeholders	Puerto Princesa
30 April	Meeting with Chief of PAWS, Palawan Meeting with PCSD Meeting with Philippine Navy, Palawan	Puerto Princesa
1 May	Visit to Tubbataha Reef (aborted due to unfavorable weather)	Puerto Princesa
14 May	Discussion of Draft Report with WWF Philippines	Metro Manila
19 May	National Workshop on UNDP GEF Biodiversity Projects	Metro Manila

**ANNEX III People Consulted during the Evaluation**

Adriano, Prescilla	DENR-PAWS
Bauber, Mary Grace	KKP
Calagui, Eulalio	KKP
Catain, Virginia	PCSD
Conales, Segundo	KKP
Dygico, Marivel	KKP
Lamug, Lt. Philip	Philippine Navy
Latumbo, Zoe	KKP
Ledesma, Michela	KKP
Manlabao, Vivian	KKP
Martinez, Malou	PCSD
Sabater, Marlowe	KKP
Songco, Angelique	TMO
Tan, Lorenzo	WWF
Tongson, Edgardo	WWF

**ANNEX IV Reference Documents**

<b>Date</b>	<b>Title</b>	<b>Author/ Publisher</b>
Year 2003	2003 Research and Monitoring Annual Report	Ledesma, Micaela C. and Marlowe G. Sabater
December 2001	A Long-term Monitoring Program for Tubbataha Reef National Marine Park and areas along the Cagayan Ridge Program design 2002 - 2006	Dygico, M., M. C. Ledesma and M. C. Quibilan

	A Proposal for a Research Policy for the Local Government Unit of Cagayancillo, Palawan	Sabater, Marlowe G.
	An Ordinance Regulating Fishing and Fishery Activities in the Municipality of Cagayancillo	
Year 2002	Annual Research and Monitoring Report Year 2002: Spatio-temporal variations in the community structure of various ecosystems in Tubbataha Reefs and other Sites along the Cagayan Ridge	Sabater, Marlowe G.
Year 2002	Cagayancillo Livelihood Operations Plan (LOP) Year 1, Sustainable Resource Management 2002	World Wide Fund for Nature Philippines
Year 2003	Cagayancillo Livelihood Operations Plan (LOP) Year I	World Wide Fund for Nature Philippines
	Cagayancillo Office of the Sangguniang Bayan; Excerpts from the Minutes of the Regular Session of the Sangguniang Bayan of Cagayancillo held December 9, 2002	
December 2003	Cagayancillo Pangabuhian Project: 1st Annual Report	Pangabuhian Foundation, Inc.
	Cataloguing and Analysis of Fishery-related Cases	
	Coastal Resource Management Plan 2002-2012: Municipality of Cagayancillo	
March 2003	Conservation of the Tubbataha Reefs National Marine Park PHI/00/G36: Audit Reports for the Years 2000 to 2002	World Wide Fund for Nature Philippines
	Conservation of Tubbataha Reef National Park: Stakeholders' Analysis	
Year 2003	Conservation Plan for Sulu-Sulawesi Marine Ecoregion: Abridged Version	
	Conservation Trust Fund for the Tubbataha Reef National Marine Park	Dygico, Marivel
Year 2004	Enhancing Community Participation in Resource Management: The Cagayancillo Experience	WWF-Philippines - Tubbataha Project and the Local Government of Cagayancillo
	Framework for a Network of Marine Protected Areas in the Sulu-sulawesi Marine Ecoregion	World Wide Fund for Nature Philippines
	House Bill No. ____: An Act Establishing the Tubbataha Reef National Marine Park in the Province of Palawan as a Protected Area under the Category of Natural Park and Providing for its Management	Twelfth Congress: House of Representatives
	Letter to Dr. Preciosa S. Soliven, Secretary General. UNESCO National Commission of the Philippines on the Periodic Monitoring Report on Tubbataha reef national Marine Park and World Heritage Site	Fortes, Miguel
March 2003 (Revised)	Management Plan for the Tubbataha Reef National Marine Park and World Heritage Site	
	Marine Biodiversity Conservation in the Tubbataha Reefs, Cagayancillo Islands and the Bohol Marine Triangle	Dygico, Marivel, Marlowe Sabater and Mary Ann Tercero



August 2003	Marine Protected Area Management Planning Workshops with the Local Government Units and Local Stakeholders of Cagayancillo, Palawan	Poyatos, Ma. Roscela Pamela
Year 2001	Monitoring Tubbataha Reef National Marine Park and areas along the Cagayan Ridge 2001 Report	Ledesma, Micaela C.
Year 2000	Monitoring Tubbataha Reef National Marine Park Year 2000 Report	Ledesma, Micaela and Manuel N. Nejia
	Overview and Status of Fisheries and Coastal resources Management in Palawan, Philippines	Sandalo, Adelwisa
	Rules and Regulations for the Conduct of Activities in the Tubbataha Reef national Marine Park and World Heritage Site	
December 2000	Socio-Economic Profile of Cagayancillo, Palawan	World Wide Fund for Nature Philippines
Draft as of April 2004	Standard Operating Procedure for the Research and Monitoring Component of the Tubbataha Conservation Project prior, during and after Research Expeditions	Sabater, Marlowe G.
Year 2002	Sustainability Assessment of the Live reef-fish for food insutryin palawan philipine	Braganza, Gilbert, Nilo Brucal, Samuel Mamauag, Alvin Morales, Jose Padilla and Dennis Yu
	Sustaining Conservation Efforts through Strengthened Partnerships: Annual Report 2002	World Wide Fund for Nature Philippines
April 2004	Sustaining the Benefits of TRNMP: A 10-year Business Plan	Armedilla, Ma. Celeste, Dr. Michael Pido and Dr. Giselle Samonte-Tan
	The Sulu Sea Region	Sabater, Marlowe G.
	The Sulu-sulawesi Marine Ecoregion: Crucial Cradle of Life	World Wide Fund for Nature Philippines
December 2001	The Training Needs Assessment Conducted for the Municipality of Cagayancillo, Palawan	World Wide Fund for Nature Philippines
Year 2003	TRNMP APR/ GEF PIR 2003	
3rd Quarter 2003	Tubbataha News	Tubbataha Management Office and World Wide Fund for Nature Philippines
October 2002	Tubbataha Protected Area Management Board: Manual of Operations	World Wide Fund for Nature Philippines
	Tubbataha Reef Marine Park Inspired Marine Biodiversity Conservation in Cagayancillo Islands	Dygico, Marivel and Marlowe G. Sabater
	Tubbataha Reef National Marine Park	DENR, UNESCO, Marine Parks Center for Japan and Environment Agency Japan
January 2004	Tubbataha Reef National Marine Park and World Heritage Site: State of Conservation Report	World Wide Fund for Nature Philippines
October 2001	Tubbataha Reefs National Marine Park Conservation Project Capacity-Building and Training Component	World Wide Fund for Nature Philippines