

**Terminal Evaluation of the Project “Strengthening
National Systems to Improve Governance and
Management of Indigenous Peoples and Local
Communities Conserved Areas and Territories”**

Final Evaluation Report

August 20, 2019

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i. TERMINAL EVALUATION OPENING PAGE

Project Name Strengthening National Systems to Improve Governance and Management of Indigenous Peoples and Local Communities Conserved Areas and Territories

GEF Project ID (PIMS#):	5389
UNDP PIMS ID:	00096320
Region:	Asia
Country:	Philippines
Focal Area:	Biodiversity
Operational Program	GEF-5 Strategic Program
Approval Date:	September 2015
Project Start Date:	December 2015 (Actual)
Project Closing Date:	28 August 2019
Executing Agency:	UNDP Philippines
Implementation Modality:	National Implementation
Implementation Partner:	Department of Environment and Natural Resources
Other Responsible Parties:	NEDA, NCIP, DILG, HLURB, DA-BFAR, Local Government Units, Civil Society Organizations
	At Endorsement USD
Project Cost:	\$6,777,173.00
GEF Project Grant:	\$1,751,484.00
UNDP:	\$1,000,000.00
CO-Financing Committed:	\$4,025,239.00
(Government (DENR, NCIP, HLURB, DILG)	\$3,369,852.00
Other Partners (NGOs, LGUs, Communities)	\$655,837.00
Evaluation Timeframe:	May-June 2019
Evaluator:	Jose Galindo & Felicisimo David Jr.
TE Reporting Language:	English

The evaluators would like to acknowledge the information and feedback provided by the interviewed Project stakeholders including the DENR BMB, FASPO, GEF Philippine Office, UNDP RO, HLURB, NCIP, DA-BFAR, NEDA, DILG, Philippine ICCA Consortium, PAFID, ICCA site Local Responsible Partners, Local Government Unit staffs, Cong. Ted Baguilat, and ICCA Project Manager and staff. Special thanks are also extended to the UNDP Country Office staff, and representatives of Indigenous Community's Council of Elders.

ii. EXECUTIVE SUMMARY

Exhibit 1: Project Summary Table				
Project Title	Strengthening National Systems to Improve Governance and Management of Indigenous Peoples and Local Communities Conserved Areas and Territories		At Endorsement (USD million)	As of 30 April 2019 (USD Million)
GEF Project ID:	5389	GEF Funding:	\$1,751,484.00	\$1,403,728.00
UNDP Project ID:	00096320	UNDP:	\$1,000,000.00	\$ 729,776.00
Country:	Philippines	Government:	\$3,369,852.00	\$1,032,480.00
Region:	Asia	Others:	\$655,837.00	\$516,652.00
Focal Area:	Biodiversity	Total Co-Financing:	\$4,025,239.00	\$1,549,132.00
Operational Programme:	GEF 5 Strategic Programme	Total Project Cost:	\$6,777,1733.00	\$3,990,444.00
Executing Agency:	UNDP Philippines	Project Approval Date:		December, 2015
Implementing Partner:	Department of Environment and Natural Resources	ProDoc Signature Date/ Actual Project Start Date:		December 2015
Other Partners Involved:	NEDA, NCIP, DILG, HLURB, DA-BFAR, Local Government Units, Civil Society Organizations	Operational Closing Date:	Original August 2019	Revised None

Note: Total Expenditures based on figures as of 30 April 2019

Project Description

The Project was designed to strengthen the conservation, protection and management of key biodiversity sites in the Philippines by institutionalizing ICCAs as a sustainable addition to the national PA estate. The long-term vision is to adequately represent the biodiversity of the Philippines in its protected area system of which the Indigenous Peoples and Local Communities Conserved Areas and Territories form an integral part. This shall be achieved through two major interventions:

(i) Policy harmonization and implementation:

Output 1.1 Relevant Policy Issuances between NCIP, Department of Environment and Natural Resources (DENR) - BMB, BFAR and Forest Management Bureau which harmonize and operationalize existing policies and regulatory frameworks that address inconsistencies and recognizes ICCAs as an innovative type of governance for protected areas and conservation.

Output 1.2 Support to advocacy for and consensus on the ICCA bill.

Output 1.3 Policy for adoption and complete roll-out of revised NCIP Guidelines and procedures for ancestral domain delineation and ADSDPP preparation incorporating the identification, mapping and documentation of ICCAs.

Output 1.4 Land use planning guidelines of Local Government Unit (LGUs) are enhanced to incorporate the identified ICCAs.

(ii) Capacity building and effective governance of ICCAs.

Output 2.1 Regional networks of at least 10 ICCAs representing the country's ethnographic regions are identified, documented, mapped, recognized and registered at the United Nations Environment Programme (UNEP) / World Conservation Monitoring Centre (WCMC).

Output 2.2 At least 10 community conservation plans, with relevant business plan sections incorporated, are developed and implemented to support ICCAs, and mainstreamed into ADSDPPs and LGUs Comprehensive Land Use Plan (CLUPs) and investment plans.

Output 2.3 Capacities of NCIP, DENR, PAWB, FMB, BFAR in all regions are strengthened to provide technical support to ICCAs.

Output 2.4 Capacity of Philippine ICCA Consortium developed to serve as the mechanism for exchange, advocacy and legal support to ICCAs in distress.

Output 2.5 Capacities of ICCs in the network of at least 10 ICCAs are strengthened to document, map, plan and implement actions to address the identified threats.

Output 2.6 A National Registry of ICCAs is established, supported by an appropriate system for validation, monitoring, and access by the public.

The expected impact of the Project is the acceleration of the process of institutionalizing and strengthening the ICCAs, as well as improving management effectiveness in formal PAs overlapping with ancestral domains; thereby resulting in Management Effectiveness Tracking Tool (METT) scores which reflect better relations with IP communities and on the ground protection and management.

Terminal Evaluation Purpose and Methodology

This terminal evaluation was conducted to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of the Project. The evaluation also aimed to identify lessons from the Project for future similar undertakings, and to propose recommendations for ensuring the sustainability of the results. The evaluation was an evidence-based assessment and relied on feedback from

persons who have been involved in the design, implementation, and supervision of the Project, review of available documents and records, and findings made during field visits.

The Project is implemented by the Biodiversity Management Bureau of the Department of Environment and Natural Resources, following the programming guidelines for national implementation of UNDP-supported Projects. This Terminal Evaluation assess the achievement of Project results and draws lessons for future interventions. The following Evaluation Table summarizes the Project’s performance for the implementation period between January 2016 until June 2019.

Evaluation Ratings

Based upon the summary described above, a rating of **satisfactory** is applied to the overall Project results achieved. The following Valuation Table summarizes the Project’s performance for the implementation period between January 2016 until June 2019.

1. Monitoring and Evaluation		
Parameter	Rating	Description of the achievement
M&E design at entry	Moderately Satisfactory	The M&E plan was put together using the template for GEF-financed Projects, contains sufficient details and funds were allocated. M&E design at entry was affected due to late engagement of Project personnel.
M&E plan implementation	Moderately Satisfactory	Regular quarterly and annual reporting using the UNDP and GEF formats provided the ICCA Project Board with regular feedback on Project performance for the overall direction of Project implementation.
Overall quality of M&E	Moderately Satisfactory	During the first half of Project, M&E Plan implementation lacked details due to late engagement of Project personnel and subsequent changes of the Project manager and the M&E staff. The Project was able to catch up on its M&E requirements through regular reporting and documentation of outputs. The overall quality of M&E is satisfactory with the availability of Project documentation of outputs and reports although delays were encountered in the application of M&E tools due to late completion of capacity building activities.
2. Implementing Agency (IA) & Executing Agency (EA) execution		
Quality of IA (UNDP) execution	Moderately Satisfactory	Execution was balanced, UNDP played a key role facilitating implementation at the political, technical and administrative levels. UNDP’s adds value through its portfolio approach, longstanding tradition with the GEF and mainstreaming of SDG’s. Overall rating is affected due to delay at start up, execution improved during the last year of implementation.
Quality of EA (DENR) execution	Moderately Satisfactory	DENR assumed a leadership role, articulating the different stakeholders and providing adequate guidance to the PMU. It provided guidance for implementation to be flexible and adaptive to national and site-based challenges. Execution was affected specially in Outcome 1, due to the fact that most policies and decision making were out of DENR’s competency.
Overall quality of Project	Moderately Satisfactory	Execution was affected by slow start up process, valuable time was lost at the beginning forcing an accelerated implementation rhythm since April 2018. There was high

implementation / execution		level participation among key officials from the implementing partners, DENR's proactive involvement of its field implementation units in the Project and availability of UNDP in supporting Project activities.
3. Outcomes:		
Relevance	Relevant	The outcomes were relevant and aligned to national priorities. They offered a balanced approach between system level and site level interventions, aiming at achieving an enabling environment and a practical model for implementing ICCA's.
Effectiveness	Moderately Satisfactory	Despite the fact that indicators 1.4, 2.3 and 2.5 have not been assessed yet, progress achieved by Outcome 2 is evident; two out of its 5 indicators have reached and even exceeded their targets. In the case of Outcome 1, only one if its four indicators were able to reach the expected target by the end of the Project.
Efficiency	Satisfactory	Value for money of this Project is remarkable considering what has been achieved with such limited resources and the capacity demonstrated to mobilize additional funding from different sources.
Overall quality of Project outcomes	Moderately Satisfactory	Unbalanced performance between the two outcomes. Outcome 1: The ICCA Project was instrumental in supporting the ICCA Bill and recently enacted E-NIPAS law recognizing ICCAs in Protected Areas. It revised ADSDPP guidelines, HLURB guidelines interfacing Community Conservation Plans in the LGUs Comprehensive Land Use Plans, DENR guidelines on NIPAS recognizing ICCAs in Protected areas. These outputs are either in draft form or in final stages of preparation. Outcome 2: The registration/recognition of eight of the 10 ICCA sites in the National ICCA Registry will be achieved by end of Project, achieving 149% of expected target. The prototype of the web based National ICCA Registry was developed by the Project.
4. Sustainability		
Financial resources	Moderately Likely	Financial sustainability for ICCAS is still uncertain, and the Bill could facilitate mobilizing funding from national and local budgets. Support to the continued implementation of key Project outputs (e.g. National ICCA Registry, Bukluran, RIAC, BDFE support to ICCA Projects) is likely to be incorporated in succeeding annual budgeting exercises of DENR, NCIP and other partners. NCIP limited budget and leadership issues prevents its full involvement in sustaining ICCA Project outputs.
Socio-economic	Moderately Likely	Project generated basic capacities that strengthened IP's governance, networking and managerial performance. Sustainable livelihood opportunities were implemented in most ICCA's. Sustainability depends on continuous commitment and support from NGAs, LGUs and LRP's, as well as new Projects to provide continuous support and adequate companionship.
Institutional framework and governance	Moderately Likely	No exit strategy developed so far. Opportunities for sustainability exist but there is no clear indication about who will take the lead after Project is over. In the short and midterm, there is no real indication that Project activities will be followed up, continued or scaled up. The national policies e.g. ICCA Bill is seen as the most fundamental element for sustainability. The Bill has already been discussed twice by National Congress and proponents

		expected the results of recent elections to schedule the final submission for approval. Apparently, there is political support and interest to approve the Bill, however there is no clear indication about when it will happen.
Environmental	Likely	ICCA's creation provides an adequate institutional, political and social framework to strengthen IP's commitment towards biodiversity conservation. National area under conservation has increased because of the Project and may be further expanded as demand for new ICCA's is likely to increase.
5. Impact		
Environmental status improvement	Significant	The Project has achieved and even exceeded impact in relation to increasing hectares of national PA state as a result of institutionalizing ICCAS as an additional conservation category in the Philippines. The Project target was exceeded by 2.66%, which means that additional 48,712 has. were added to biodiversity conservation and sustainable use of resources in the Philippines. This result alone should be considered remarkable giving the pioneering spirit of ICCAs and the limited availability of time and financial resources. It is probably too soon to see results in terms of environmental stress reduction. However, increased knowledge and valuation of natural resources has trigger renew commitment towards sustainable use and biodiversity conservation. Some ICCA's reported control and patrolling initiatives to reduce threats and pressure.
Environmental stress reduction	Minimal	
Progress towards stress/status change	Significant	
Overall project results	Moderately Satisfactory	
		<u>Barrier N1: Inconsistent or lack of clear policy to support ICCA establishment and management.</u> The Project was able to provide technical assistance, feed decision making and position the need to improve the legal and institutional framework, however final decision making and timing is out of PMU's control. <u>Barrier N2: Lack of capacities of national, provincial and local governments to integrate ICCAs into their existing planning and governance systems.</u> The Project was able to successfully test a model to implement ICCA's, the learning by doing approach improved capacities at different levels. Integration with planning and governance systems is still weak and would need further support.

Summary table of TE evaluations and achievements

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

Summary of Findings and Conclusions

- 1 The Project is highly relevant for the country; it is aligned with the government's objective to strengthen the conservation, protection and management of KBAs in the Philippines by institutionalizing Indigenous Peoples and Local Communities Conserved Areas and Territories (ICCAs) as a sustainable and cost-effective addition to the national PA estate, providing government's recognition for another layer of environmental protection over ICCAs. The Project contributed to strengthening IP's traditional governance system, bridging their gaps and specific needs to strengthen the legal and institutional frameworks, as well as the capacities needed to effectively identify, map, recognize and support the governance and management of ICCAs.
- 2 In the opinion of key stakeholders, the Project design was highly ambitious, considering the limited resources available, the size and number of sites prioritized and the complexity associated with implementing ICCAs in the country's 7 ethnographic regions. Despite this, the Project was able to surpass expectations, its impact goes beyond the accomplishment of its intended results and indicators, as it was instrumental to strengthen IPs role in improved conservation of KBAs.
- 3 The Project has exceeded impact in its most important indicator: "increase in hectares of national PA state as a result of institutionalizing ICCAS as an additional conservation category in the Philippines". The total ICCA documented area is 154,868.60 hectares, expanding significantly the planned ICCA area identified during design (99,999 has) with the expressed interest of the IP communities to cover additional areas important for their traditional practices.
- 4 The PMU demonstrated adaptive capacity to manage complexity with limited resources, mobilizing support and facilitating synergies between DENR, NCIP, NGOs and LGUs. The Project promoted the enabling environment and facilitating framework needed, nesting the ICCA process in the appropriate stakeholders without creating new or parallel institutions. The documentation process leading to the ICCA registry is replicable with the improved capacities of the key agencies and built capacity within BUKLURAN, NGOs and CSOs involved as Local Responsible Partners. The DENR and NCIP coordination was enhanced for implementing the ICCA approach within their respective mandates using regular budgets.
- 5 In terms of implementation gaps, valuable time was lost due to a slow start up process, until April 2018 only 20% execution was reported. The pressure to implement and the absence of an exit strategy, did not allow sufficient time to address Project's sustainability.

Recommendations

- 1 The GEF should encourage other countries to design new ICCA projects based on the lessons and experience acquired in the Philippines, as they proved to be a cost-effective strategy for biodiversity conservation, targeting the most vulnerable and generating opportunities for improved governance over natural resources management.
- 2 Design of new ICCA projects should be careful to assess capacity gaps of NGAs, NGOs and IPs, to balance ambition with implementation risks and assumptions. New projects implementing ICCA's should consider appropriate budgets to further strengthen partner's capacities at all levels, as well as to overcome technology and accessibility constrains.
- 3 In terms of enabling environment for ICCAs, the transition towards NCIP taking the lead should be planned, mobilizing support from UNDP, DENR and other related NGAs. A readiness process shall ensure systematically transfer of the capacities and tools needed to assume its mandate. Over time, NCIP should be ready to include ICCA's related costs and services in institutional budgets, leveraging support from other partners to scale up the ICCA model.
- 4 The project produced several guidelines and procedures on documentation of ICCAs for official recognition and mainstreaming ICCA in national agencies and LGU's planning processes. These results including lessons learned should be distilled into knowledge products to be made available to project partners and relevant stakeholder groups.
- 5 The Project did not have a specific gender objective, although gender mainstreaming was encouraged, it was not sufficiently reflected in Project design; during implementation, guidelines and gender capacity related activities should be transferred to the LRP and other partners.
- 6 The ICCA's exit strategy should be a long-term planning exercise involving a larger constituency, proposing strategic targets, implementation costs and concrete commitments to move the process forward. Sustainability depends on mainstreaming ICCA's into the design of new projects and the ICCA establishment process should be in the line budgets of NCIP and DENR.
- 7 An advocacy campaign should be implemented for the passing of the proposed ICCA Bill in Congress and continue provision of technical support for the drafting of the Implementing Rules and Regulations of the ENIPAS law that was passed by the previous Congress.

Lessons Learned

- 1 A Project such as ICCA may be able to feed, facilitate technical assistance and accompany decision making processes, however the final outcome and the timing to achieve a concrete result in terms of policy are out of the hands of a PMU or UNDP. The articulation of UNDP's project portfolio over time, allows synergies and opportunities to catalyze these investments, enabling projects building on previous interventions to provide a sense of process and articulated long term intervention.
- 2 The LRPs proved to be an adequate implementation strategy in terms of ensuring a differentiated and case by case approach, involving other local actors in the process. However, their institutional capacities are still a challenge, demanding additional dedication from the PMU in terms of quality control, monitoring, reporting and administrative/financial issues.
- 3 Project partners should be proactive in terms of adjusting planning to existing budget and changing environment. If no MTR takes place, there should be at least a workshop to evaluate progress and start planning the exit strategy with all involved implementation partners.
- 4 Budgetary and market constraints make it very difficult and time consuming to hire the PMU. On one hand, projects demand very specific, multitasking profiles which are very difficult to obtain in the national market, the premise to find a candidate to meet diverse attributes, lead into a time-consuming recruitment.
- 5 Internal procedures and differences among bureaus within agencies in implementing their respective mandates, results in delays or complete inaction to deliver or issue policy through Department Orders, Administrative Orders. The role of a focal person at the top management (Asst Secretary or Undersecretary) is important to shorten the time in issuing a policy directive.
- 6 Success is not necessarily determined by the institution with the legal capacity or mandate, but rather with the one who shares the vision and commitment towards achieving the final goal. Even though it is not within its institutional mandate, the DENR assumed the leadership to continue implementing the project results.
- 7 Supporting the provision of technical inputs for the ICCA Bill and other related bills in the legislature including lobbying, helps mainstream the concerns of indigenous communities. The project succeeded in promoting dialogue through the convening of an Inter-Agency Working Group that includes NGAs, IP leaders, CSOs, Bukluran and NGOs. The IAWG meetings provided clarifications on concerns of government representatives, dialogue facilitated the process of the technical committee deliberations of the proposed ICCA Bill in Congress and Senate.

iii. ACRONYMS AND ABBREVIATIONS

ADSDPP	Ancestral Domain Sustainable Development Protection Plan
BFAR	Bureau of Fisheries and Aquatic Resources
BMB	Biodiversity Management Bureau
CADT	Certificate of Ancestral Domain Title
CCPs	Community Conservation Plans
CDP	Comprehensive Development Plan
CLUP	Comprehensive Land Use Plan
CSOs	Civil Society Organizations
DA	Department of Agriculture
DENR	Department of Environment and Natural Resources
FA	Focal Area
FASPS	Foreign Assisted and Special Projects Service
GEF	Global Environment Facility
ICCA	Indigenous and Local Community Conservation Areas and Territories
ICCs	Indigenous Cultural Communities
IKSP	Indigenous Knowledge Systems and Practices
IP	Indigenous People
KBA	Key Biodiversity Area
LGU	Local Government Unit
LRP	Local Responsible Partner
METT	Management Effectiveness Tracking Tool
M&E	Monitoring and Evaluation
NBSAP	National Biodiversity Strategy and Action Plan
NCIP	National Commission on Indigenous Peoples

NEDA	National Economic and Development Authority
New CAPP	New Conservation Areas in the Philippine Project
NGOs	Non-Government Organizations
NIPAS	National Integrated Protected Area System
ENIPAS	Expanded National Integrated Protected Area System
PA	Protected Areas
PB	Project Board
PES	Payment for Ecosystem Services
PRODOC	Project Document
RI	Resource Inventory
TE	Terminal Evaluation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
WCMC	World Conservation Monitoring Center

1 INTRODUCTION

This first chapter presents the purpose of this evaluation report, its main objectives and the methodological approach that was followed to build this assignment.

1.1 Purpose of the Evaluation

The terminal evaluation is aimed at assessing the total implementation period of the Project “Strengthening National Systems to Improve Governance and Management of Indigenous Peoples and Local Communities Conserved Areas and Territories” (otherwise known as the Philippine ICCA Project). It includes revisiting the project outputs through participatory approaches, measuring to what extent the objective/outputs/activities have been achieved against the results and resources framework, and identifying factors that have hindered or facilitated the success of the Project. The lessons learned section is aimed at capturing key lessons to assess what capacity building approaches/measures were effective. This part is therefore forward-looking and is aimed at promoting Philippine ICCA Project learning lessons so that the legacies of the Project will be replicated and sustained beyond the Project lifetime.

1.2 Scope and Methodology

The evaluation was led by José Galindo as international consultant and Felicísimo David as a national consultant, it was undertaken during the period between April and August 2019. The methodology used for this document is aimed at achieving the objectives defined for the Final Evaluation ToR’s (Annex 1). During the process, there was an active relationship and interaction between the consulting team, UNDP Philippines, Project Team, Biodiversity Management Bureau - BMB and other interested parties, in order to streamline the evaluation process and enable timely feedback of the findings.

In general, the evaluation was oriented by the guidelines defined in the UNDP Guide for Assessments and its stated objectives. The methods and methodological instruments that were developed and used in the evaluation process were:

- Evaluation matrix
- Documentary analysis
- In-depth interviews with key informants and meetings-workshop
- Direct observation / visits to the implementation sites

At all times, the consultancy used a participatory and inclusive approach, based on data derived from programmatic, financial and monitoring documents, and a reasonable level

of direct participation of interested parties through interviews, meetings and workshop and review of the documents generated in this evaluation. To ensure the credibility and validity of the findings, judgments and conclusions that will be presented, the consultants used triangulation techniques, which consist of crossing the information obtained.

The Terminal Evaluation (TE) considered interculturality with the inclusive approach and reviewed to what extent the Project design took into account different impacts to IP during the Project's scope of implementation. It was evaluated how these approaches were addressed in the implementation of the Project, as well as to what extent the evaluation and monitoring of the Project addresses its impact on gender and intercultural relations, as well as the participation of stakeholders during implementation and the benefits derived from it.

From an inclusive approach, the TE also identified to what extent the Project design is aligned with the SDGs; evaluated if vulnerable groups are identified and how their integration is facilitated in the processes promoted by the Project; and if these processes contribute to empowerment for the exercise of their rights.

Initially, on April 8, a first meeting was held, with the objective of presenting the consultant team and initiating an introduction to the Project. In addition, delivery times and coordination mechanisms between the consultants and the designated counterparts, communication channels, direct supervision of the consultancy and coordination of information delivery, product delivery and organization of the mission were defined in this space. In this meeting the consulting team requested the necessary information to start the consultancy.

1.2.1 Setting of documents and inception report

The following documents, as provided by UNDP and the Project Team (or Project Management Unit), were reviewed:

- Project Document (PRODOC)
- Project Identification Form (PIF)
- Project Implementation Review (PIR)
- Annual Progress Reports
- Quarterly Report on Progress and Project Achievements
- Combined Delivery Reports (CDR)
- Summary of the METT Sheet
- Audit Report
- Minutes of the Meeting of the Project Board

- Strategic Plan of UNDP, other strategic and legal national documents, and related to the Project; and other documents that are detailed in Annex.

Based on the ProDoc and implementation progress reports, an evaluation framework was established that combines the orientation questions for the five key evaluation criteria and the performance evaluation categories of the Project (Project formulation and design, Project execution, results, monitoring and evaluation).

1.2.2 Mission to project sites

The evaluation mission allowed the evaluation team to have a better view of the context of the Project. In addition, through the field visit, the evaluators were able to validate the activities carried out so far, moreover, they made direct contact with the most representative actors in the implementation of the Project, and received first-hand testimonies about the advances and barriers encountered so far. During the mission, five methods of gathering information were applied, based on the mission plan agreed on the inception report, emerging findings in project sites and actors identified and contacted.

- **Direct Observation:** This technique was applied during all fieldwork. During the mission, observations were compiled in a notebook and documented through photographs. Both records served to complement the information collected through interviews, workshops and focus groups.
- **Semi-structured interviews:** More than 30 interviews were conducted with authorities, organizations linked to the management of protected areas, implementing partners, Project team personnel, other related Projects and relevant actors participating in the Project intervention framework (Annex 5.3). Each interview had an estimated duration of an hour and a half, and were carried out individually, thus ensuring the confidentiality of the answers provided by the interviewees.
- **Meetings - workshop and focus groups:** It was carried out with organizations that have been linked to the Project. This technique was also used with the Project team.
- **Non-formal conversation spaces:** It was necessary to complement the information collected through the techniques mentioned above, non-formal communication spaces were practiced during field trips, phone calls and chats.
- **Field visits:** In addition to interviews, workshops and focus groups, the Evaluating Team visited the infrastructure, demonstration activities, and other actions carried out by the Project to complement or expand the collection of information. The selection of the sites considered the geographic spread of the ICCAs, progress of LRPs in implementing activities at the site level (advanced, satisfactory and

encountering significant delays). Of the four sites visited, one is in Northern Luzon, two in Central Luzon and one in Mindanao (Caraga region). The long travel time to reach the sites limited the number of sites that can be covered by the field visit.

Regarding the quality of involvement, it should be noted that the selection of people who participated in interviews and focus groups was adequate and included a diversity of actors from different backgrounds such as technicians, authorities, representatives of indigenous peoples and or other informants who maintain the memory of the processes and were able to share information and perceptions about the Project.

Although the methods mentioned above have a number of advantages, it is important to recognize their limitations and possible biases of these. The following are the limitations defined and how they were addressed:

- The evaluation must be objective and verifiable, the evaluators were careful to intentionally introduce their personal perceptions and opinions in the process. The broad participatory process with different actors had the objective of reducing subjectivity with both the tools and the diversity of interviews.
- It is a multi-stakeholder and multilevel Project, the evaluators considered possible difficulties for dialogue between national entities and regions. Likewise, particular attention was paid to the difficulties that have existed with the full participation of indigenous peoples in this type of process.
- The responses and opinions of the interviewees to the general population were not generalized. The conclusions are relevant for the actors of the Project, but in no case do they constitute the opinion of the entire population.

On respondent's participation at the local level, the target key officers of the IP groups council of elders not available during the consultations, were represented by IP community leaders/members involved in the planning and implementation of project activities facilitated by the LRPs. For key LGU officials not reached during the interviews, the Planning Officers and the Chief of Staff of the LCEs provided feedback on the LGUs participation in the project and use of the outputs in LGU planning and implementation of policies and projects. The location of some of the offices regional line agencies (DENR-CAR, NEDA CAR, NCIP-CAR) involved in the ICCA activities and time available for the ET did not allow for face to face meetings or interviews. The geographic spread of the sites was a challenge to cover more ICCA sites with the allocated field mission duration. The team was not able to meet regional directors of DENR, NEDA, NCIP and HLURB (members of RIAC) during the field visits.

1.2.3 Presentation of Preliminary Findings

The information gathered and analyzed was presented to the Project Team, representatives of UNDP Philippines and Representative of BUKLURAN. At the end, their feedback was obtained, which facilitated the formulation and justification of conclusions and lessons learned, which in turn will feed the definition of recommendations for future Projects.

1.3 Structure of the Evaluation Report

The structure of the Evaluation Report reflects the outline suggested by the ToR (Annex 7-F).

2 PROJECT DESCRIPTION AND IMPLEMENTATION CONTEXT

This chapter provides the necessary background to understand the context and the different issues influencing the Project design. After justifying the major institutional gaps that inspired the intervention, the chapter describes the Project in detail, including its implementation strategy and expected outcomes.

2.1 Project Start and Duration

The project was conceptualized in 2014, the concept went through a number of iterations until it was approved by the GEF Secretariat in May 2014. The project document was approved by the GEF Secretariat in September 2015, and the signing of the Prodoc and Inception Workshop was carried out immediately in December 2015, considered the official start date. It took almost 7 months (or about 15 % of total Project duration to hire a Project Manager (PM) (June 2016) and set up the Project Management Unit (PMU).

2.2 Problems that the Project Sought to Address

The establishment of protected areas has been the main strategy to conserve the country's rich biodiversity. To date, the only legislation that supports this program is the NIPAS Act and its expanded version, "Expanded National Integrated Protected Area Systems (ENIPAS) Act of 2018. Since it was legislated, a total of 240 protected areas (PAs) have been established, covering a total area of 5.45 million hectares or 14.2% of the country's territory. Of these, 4.07 million hectares are terrestrial areas, while 1.38 million hectares are marine areas. Out of the 128 terrestrial KBAs in the Philippines, approximately 91 of these are part of the ancestral lands of IP communities.

The country has identified the value of diversifying the governance system of protected areas to include other forms of conservation. One of these options are indigenous and local community conservation areas and territories (ICCAs), which are currently facing the following two barriers:

Barrier 1: Inconsistent or lack of clear policy to support ICCA establishment and management

When the project was designed, the policy framework stated that the effectiveness of an ICCA declaration over an area outside the ambit of the NIPAS Act, was dependent solely on the continuous and repeated decision by ICCs not to allow any activity proposed in their area that is detrimental to biodiversity. For ICCs, this was extremely difficult as it comes at the expense of foregone economic benefits often promised by the proponents of said activities. Whether these benefits were real, it remained extremely taxing to a community where economic opportunities come by few and far in between. That also explained why many IP communities were often left divided in the aftermath of a controversial FPIC process.

Unless the policy barriers were changed, an ICCA declaration would not amount to much. A persistent registration company could repeatedly request a court permit at a declared ICCA site, the government agency would only continue to approve it, the NCIP would automatically initiate the FPIC process, until the community finally yields and approves it. The project was thus come in to give formal recognition to the ICCA concept within the Philippine jurisdiction at the administrative level and remove any legal ambiguity on the standing of ICCAs in the country.

Barrier 2: Lack of capacities of national, provincial and local governments to integrate ICCAs into their existing planning and governance systems

Another major ICCA barrier was in terms of capacities of the ICCA stakeholders. For instance, one glaring capacity deficit is with the National Commission on Indigenous Peoples or NCIP, the implementing agency of IPRA. The ICCA capacity requirements needed to be saw from what is entailed in making the ICCA concept work. Aside from the policy changes that were needed was need for mapping, documentation of IKSPs and preparation of community development plans.

The NCIP was not the only agency that needed to enhance its capacities. As implementing agency, the BMB also needed to be capacitated on IP processes. There was a need to ensure that concerned personnel are not only knowledgeable about what

has to be done (the policies and procedures), but also how these should be done in a culturally-sensitive manner. The fact that the lead agencies—the NCIP and BMB—have only begun working together under NewCAPP and had a limited history of interagency cooperation presented a challenge since the success of the project depended on their close collaboration.

LGUs were key players, as they rely on their respective land-use plans as a spatial tool for development planning. While higher level LGUs had more skills and resources available, it also meant that more coordination was needed because they are comprised of smaller LGUs.

2.3 Immediate and Development Objectives of the Project

The expected impact of the Project is the acceleration of the process of institutionalizing and strengthening the ICCAs, as well as improving management effectiveness in formal PAs overlapping with ancestral domains, thereby resulting in Management Effectiveness Tracking Tool (METT) scores which reflect better relations with IP communities and on the ground protection and management. It aimed at strengthening the conservation, protection and management of key biodiversity sites in the Philippines by institutionalizing ICCAs as a sustainable addition to the national PA estate.

2.4 Baseline Indicators Established

Indicator	Baseline
Number of hectares of national PA estate as a result of institutionalizing ICCAs as an additional PA category in the Philippines.	5,581,927 hectares
Capacity scores of BMB, NCIP and Philippines ICCA Consortium illustrating institutional support to ICCAs	(2015) BMB = 2.35 > Capacity for engagement = 2.53 > Capacity to M&E = 2.94 (2015) NCIP = 1.15 > Capacity for engagement = 1.60 > Capacity to M&E = 0.67 (2015) Philippine ICCA Consortium = 0.71 > Capacity for engagement = 1.20 > Capacity to generate, access, and use of info and knowledge = 1.17
Number of years to officially recognize an ICCA	Average of 3.5 years from community orientation and mobilization to completion of CCP
Percentage of CADTs and ADSDPPs that clearly identify and map ICCAs	(2017) 20%

Number of LGUs where ICCAs are integrated into CLUPs	(2015) 0
Management effectiveness of NIPAS PAs overlapping with Philippine ICCA Project Sites	Baseline METT Scores of: <ul style="list-style-type: none"> • Mt. Apo Natural Park- 77% • Bataan Natural Park – 53% • Mt. Pulag National Park = 65% (2018) • Bataan Natural Park = 53% (2015) • Subic Bay Protected Area = 59% (2017)
An appropriate satisfactory rating form will be developed together with the communities in the first year.	(2018) TBD
Hectares of ICCAs recognized in the national PA system	(2015) 9,297 Has
Capacity scores of ICCs in three areas: a) Information Generation; b) Implementation; c) Monitoring and evaluation	(2017) <ul style="list-style-type: none"> • Egongot CADT-Aurora Sector = 4.0 • Esperanza = 4.0 • Mt. Apo = 4.33 • Kanawan, Bataan = 2.6 • Ikalahan/Kalanguya CADT = 3.2 • Balabac = 1.6 • Tinoc = 3.0 • Sote = 4.0 • AGMIHICU CADT 054 = 2.75 • Mt. Taungay = 2.5
National ICCA Registry is established	(2015) None
Management effectiveness of 10 ICCAs	<ul style="list-style-type: none"> • Mt. Taungay = 52 (2015) • Tinoc = TBD (2018) • Ikalahan/Kalanguya (Imugan) = 60 (2015) • Kanawan, Bataan = 53 (2015) • Egongot CADT - Aurora Sector = TBD (2018) • Balabac = 29 (2015) • AGMIHICU CADT 054 = 48 (2015) • Mt. Apo = 77 (2015) • Esperanza = 43 (2015) • Sote = 34 (2017)

2.5 Main Stakeholders

The Project is implemented by the Biodiversity Management Bureau (BMB) of the Department of Environment and Natural Resources (DENR). BMB is accountable to UNDP for the disbursement of funds and the achievement of the Project objective and outcomes, according to the approved work plan. The DENR works in close cooperation with the National Commission for Indigenous peoples (NCIP). Both BMB and the NCIP have mobilized their field offices in support of Project implementation. The NCIP is responsible for providing policy and technical support to Project implementation and ensure that rights of indigenous peoples are at the core of the Project implementation.

Other Responsible Partners (RPs) are Koalisyon ng Katutubo at Samahan ng Pilipinas (KASAPI, Inc.) and Philippine Association for Inter-cultural Development (PAFID).

2.6 Expected Results

The two expected results are: 1) Expansion of national PA estate as a result of institutionalizing ICCAs as an additional PA category in the Philippines; 2) Improved capacities of BMB, NCIP and Philippines ICCA Consortium illustrating institutional support to ICCAs.

The Project was taking-off from the gains and it was intended to scale-up efforts initiated during the UNDP-BMB NewCAPP project. The Project is looking for catalyze the expansion of the country's PA estate, through the integration of ICCA processes in the documentation of IP claims, delineation of ancestral domains, documentation of Indigenous Knowledge Systems and Practices (IKSPs) and traditional governance mechanisms that contribute to the sustainability of ICCAs, and the formulation of Ancestral Domain Sustainable Development Protection Plan (ADSDPPs) that strongly feature biodiversity conservation objectives.

3 EVALUATION FINDINGS

This chapter analyses the adequacy of the Project document as a guiding tool for implementation. It reviews the logical framework, the expected results, assumptions and risks considering Philippines's context, national ownership and stakeholder participation.

3.1 Project Design

3.1.1 Results Framework

The Project follows a logical process that articulates at least 10 years of UNDP- GEF support to create and strengthen PAs in the Philippines. The Project design was in alignment with the Philippine Development Plan (2017-2022) strategic actions under Subsector Outcome 1: Strengthen sustainable management through the issuance of appropriate tenure and management arrangement. Tenurial instruments were proposed to clearly establish the accountability of communities in the management of forestlands and PAs. It is also consistent with the strategic actions outlined in the Philippine Biodiversity Strategic Action Plan (2015-2028). The Project conforms closely to the GEF's Operational Strategy, objectives and eligible activities under the Biodiversity Focal Area (FA) Strategy. More specifically, it supports directly Strategic Objective 1, "To improve the sustainability of protected area systems", mainly through Outcome 1.1: Improved management effectiveness of existing and new protected areas.

As reflected in the indicators, the Project is highly ambitious considering the budget available to effectively incorporate additional 150.000 hectares to the nation PA state, while simultaneously addressing complex and long-term oriented challenges such as capacity building and governance for ICCAs. Ambition is also reflected in the size and number of sites prioritized, the complexity associated with implementing ICCAs in the country's 7 ethnographic regions, and its innovative nature as it aims at positioning a new conservation approach that involves a paradigm shift for national authorities, IP's, international cooperation and other national stakeholders. It involves a particular sensitivity and capacity to deal with the complexity of working with vulnerable groups, in a context where there has been a tradition of conflict and mistrust around PAs.

Considering that the Project proposed to pilot a relatively new approach, the Results Framework was balanced, mobilizing support at the local and central levels. It targets barriers and capacity constraints at the systemic level, while aimed at achieving implementation at the site level, combining a diversified portfolio of sites, conservation areas, ecosystems and cultures.

The log frame included management tools widely adopted on UNDP-GEF biodiversity Projects, i.e. the management effectiveness tracking tool (METT), for measurement of achievement of targets on improved management capacity. The METT was developed mainly for large government managed Protected Areas (PAs). During the design stage, the difficulty on administering the METT was recognized since not all indicators in the tool are applicable to ICCAs. The issue was discussed during the initial implementation stage and the plan was to develop a suitable management effectiveness assessment (modified METT) tool for ICCAs. According to information provided, IUCN through the project: Governance Review Process, intended to develop the assessment tool for ICCAs. This was not implemented as the SGP funding for the activity did not materialize.

The administration of the METT involved the Local Responsible Partners (LRPs) assisting the ICCA communities. The PMU briefed the team on the scope of the METT, how to administer in the ICCA, and with the communities identified indicators that were applicable to ICCAs. Considering that applying the METT is complex specially in the context of ICCA's and that some LRP's were technically weak, it could have been better if the PMU would apply these tools directly with full participation from all LRP's. This could reduce subjectivity and align all sites into a homogenous interpretation on how to apply these tools in the context of ICCA's.

3.1.2 Assumptions and Risks

In terms assumptions and risks, design was careful to acknowledge that achieving policy reform and harmonization will require work which goes beyond the life of the Project. The mitigation actions were appropriate, positioning the Project as a resource center for timely information, technical papers and constant consultation with key stakeholders.

The project design failed to assess the real national and local capacity of the relevant stakeholders, as well as ensure that the agencies' commitment was maintained throughout the Project. This is the case of actors such as the NCIP, who was very involved and had the capabilities at that time to fulfill the responsibilities of the Project. However, along the way there were changes in NCIP that overshadowed to assume a leading role in the implementation of the Project. Although the DENR-BMB had the capacity and experience implementing Projects with international cooperation, their mandate is relatively limited with regards to IP's. This apparent absence of a clear leadership role could perhaps suggest that the Project concept was not necessarily championed and incubated with large appropriation from national authorities but from other stakeholders and interested parties.

The most relevant assumption affecting design is that the Project was originally supposed to be a GEF full size Project, the original design required US \$3.6 million support from GEF covering three Project outcomes but actual amount approved was US \$1.7 million. It was severely reduced during the final submission to adjust to the country allocation of GEF resources, as a consequence, the PRODOC was submitted and approved with the third outcome: Sustainable Financing removed from the design.

3.1.3 Lessons from other Projects

With relation to lessons from other Projects and linkages with other interventions, the Project bridges the gap left by NewCAPP. The project builds on the results of NewCapp and scaled up the approach by strengthening the policy environment and improvement of capacities of key support organizations in the 10 ICCA sites. It further explored and provided sustainability to the national processes initiated in terms of exploring opportunities to expand the conservation area through innovative and inclusive approaches. NewCAPP generated a momentum for exploring new conservation approaches.

In addition, the pilot test and moving the ICCA, conducted by NewCAPP, allowed documenting the experience of 8 ICCAs covering 86,000 hectares. These experiences

fed lessons learned from the Project. The Results Framework built on the results of the NewCAPP Project by focusing on Indigenous Communities that practices traditional cultural forest conservation and protection practices to be formally recognized ICCAs as viable addition to Protected Areas (PAs).

The Philippine ICCA Project and the Small Grants Programme (SGP) converge on two project sites and LRPs, creating synergies for capacity building, transfer of tools and guidelines to facilitate the on-ground demarcation and mapping, as well as to assists the local communities in nursery establishment, reforestation, and development of biodiversity-friendly alternative/ supplemental livelihood initiatives. Another project with whom coordination was reported is USAID's Protect Wildlife, the possibility of collaboration was explored in order to prevent duplication of efforts, particularly in Balabac, Palawan.

3.1.4 Planned stakeholder's participation

With regards to stakeholder's participation, the Project design considered wide stakeholder participation schemes such as the RIAC, providing a forum for stakeholders at the national, regional and local level. The Project Board allowed large participation of different institutions involved directly and indirectly, although it could perhaps had been more effective to convene a more compact Board complemented by a larger Technical Advisory Group. The Project acknowledged and supported the sustainability of BUKLURAN, which was originally created as an IP specialized task force for ICCAS during NewCAPP.

Participation of the DENR as the lead national agency was quite good, while NCIP (for Indigenous Peoples and their Ancestral domain) participation as the other key national agency stakeholder was not as envisioned during the project design. Frequent changes of key officials at the policy level and limited resources (budget and staff) affected participation in project activities, although field level participation appears good in the sites visited.

The DENR regularly convened the ICCA Project Board with all members represented by the principal or designated alternate representative. DENR BMB assigned the National Parks Division to oversee the ICCA Project Management Unit and coordinate the participation of other units within DENR during implementation phase. The active participation of the members of the Project Board facilitated decision making for measures to improve implementation pace. NEDA and UNDP participation was

consistent in the PB meetings. The key national government agencies responsible for contributing to the key outputs of the project (DILG, HLURB, DA-BFAR) participation was sustained with the planning tools, manuals or guides developed or in the process of being mainstreamed in LGU planning. In the many PB meetings, the principal national agency representatives delegated to their alternate representative participation in the meetings.

At the regional level, the ICCA Regional Inter Agency Committee were convened with the key regional officers of national agencies, LGUs, IP leaders, NGOs represented. The DENR central office directly supported and coordinated the RIAC through the DENR regional offices. DENR regional/provincial/CENRO level and the NCIP at provincial and field officers also participated in RIAC meetings. Frequency of meetings was not uniform in all regions, with one region opting to convene Provincial coordination meetings since the sites are far from the regional center.

The project succeeded in engaging LGUs at the municipal level for the implementation of field activities and sees the ICCA CCPs as important component of their local development plans. One LGU (Sta. Fe, Nueva Viscaya) passed local resolution incorporating the CCP into the Municipal Development Plan. Community participation was sustained during the implementation of capacity building and ICCA documentation activities. The site LRPs considered the local practices (agricultural and cultural) of the IP communities in scheduling project activities. Changes in Local Chief Executives affected the sustained participation of LGUs, but the project reached out to the newly elected officials to seek their support through orientation meetings and consultations.

Bukluran provided the venue for the IP communities participation in embracing the ICCA concept with IP leaders, participating in the national level discussions for the proposed ICCA bill in Congress and the recently enacted law E-NIPAS that contains specific section on ICCAs. The project supported the regular convening of the Bukluran and provided capacity building for its members at the field level. Sustaining the role of Bukluran will involve continuation of logistics support, either from PAFID or the DENR.

3.1.5 Replication Approach

The project design had a replication and scaling dimension direct up of the establishment of ICCAs. This was achieved through embedding ICCA recognition and support to these areas in the policies of both NCIP, BMB and BFAR.

In addition, future actions in the preparation of ADSDPPs and CADT documentation will also systematically identify ICCAs within the domains and specific management

measures will be determined. This was achieved based on the fact that the Project supported the issuance of the improved ADSDPP guidelines and the revision of CLPI to incorporate the ICCA.

In addition, the results, in draft, of the DENR guidelines on NIPAS recognized by ICCA in protected areas are an important input for replication in ancestral domains within the established PAs. Therefore, once the final guidelines are available, all PAs will benefit from this new policy and will carry with them the implementation force, the basis for management planning and zoning, as well as the budget for PAs.

The Project supported the strengthening of the capacities of DENR and NCIP at the regional level. Currently, these agencies are able to provide assistance to ICCA in other parts of the Philippines. In addition, the Project contributed to improving the synergy between NCIP and DENR through better complementation of the implementation of the program at the field level.

The project succeeded in demonstrating the ICCA process through by capacitating the DENR-BMB and to some extent NCIP in implementing the documentation of ICCAs leading to their formal recognition. In the interim, the DENR BMB National Parks Division will continue to lead in coordinating ICCA related activities in DENR. This will include follow-on actions in mobilizing resources in its annual budget appropriations for replication of the ICCA initiatives beyond the M&E of the ICCA project results. For NCIP, the Policy, Planning and Research Office was directly involved in ICCA activities, mainly on the development of ADSPP in IP ancestral domain (CADC/CADT). This office is not yet capable to lead the replication of ICCA initiatives despite the capability building activities provided by the project to NCIP. For similar ICCA initiatives, it will still be the DENR BMB as the agency with built capacity to lead in the implementation.

3.1.6 UNDP Comparative Advantage

UNDP possess a longstanding tradition of biodiversity conservation Projects worldwide, including the Philippines. It offers a valuable network overseen hundreds of Projects that provide quality support services during Project design and implementation. This allows opportunities for capacity building, learning and exchange of information that no other GEF implementing partner can equal so far. Though this is a clear comparative advantage there is yet still space to optimize information transfer, dissemination of lessons learned and networking capacities across the national and regional portfolio.

UNDP's portfolio maintains coherence and consistency with national policies as reflected in the UN – Philippines Framework for Sustainable Development, as well as synchronize with the emerging trends and priorities from the UN conventions. UNDP marks a difference in its integral and holistic approach that integrates a wide range of different development challenges, and its capable of adding value in terms of political dialogue and mainstreaming human rights. This was reflected in a respectful and careful approach towards IPs across the Project; however, it could also have been better reflected in mainstreaming gender.

There has been almost 10 years continuous collaboration to support the Philippines to achieve the Aichi Targets. This could be traced back to the NewCAPP Project which achieved important milestones in terms of expanding and strengthening the PA system. NewCAPP set the ground to incubate ICCA and various interventions of the Small Grants Program, supported key landscapes and specific impact activities connecting conservation and human development. This proves the capacity, credibility and institutional memory to be an adequate GEF implementing agency for this kind of Projects.

UNDP in the Philippines has a good reputation for quality and delivery of biodiversity Projects, recognized as one of the best in the region. Has been able to achieve respect and recognition from the governmental counterparts, due to the impact of its portfolio, respectful interventions, consistency and quality in delivery and staff. It is one of the countries within the region with the lowest rate of Project extensions.

3.1.7 Linkages Between Project and Other Interventions Within the Sector

The project had established links with the DA BFAR in the documentation of marine protected areas in the Balabac site in Southern Palawan and in BFARs recent initiatives/program that targets to improve the economic conditions of Indigenous Peoples. The ongoing 4K program (Kabuhayan at Kaunlaran ng Kababayang Katutubo) will provide livelihood and agricultural productivity projects in the ancestral domains of IPs. The ICCAs Community Conservation Plans livelihood projects maybe supported by the 4K program.

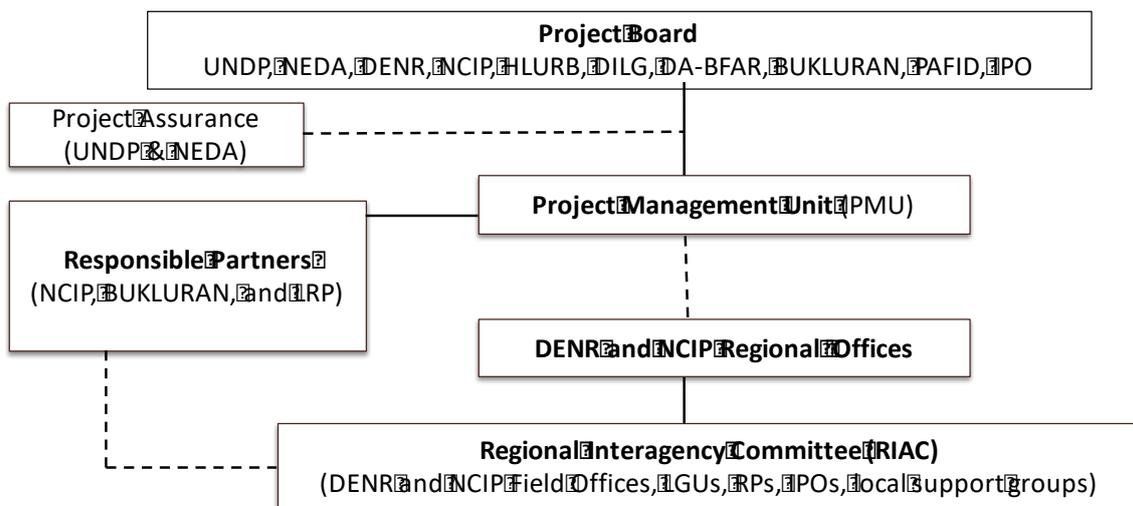
On terrestrial areas, the project established linkage with the Philippine Eagle Foundation Inc., the LRP engaged in the Bukidnon ICCA site as the contractor. With its involvement as LRP in ICCA documentation process leading to the preparation of CCPs, PEF recognized the value of implementing the ICCA in protecting or conserving areas

identified as nesting or forage sites of the Philippine eagles. PEF is implementing ICCA approach in Agusan Del Norte as the project expansion area using its own resources and intends to replicate the ICCA process in other PEF areas.

The project established links with the ongoing ADB funded Integrated Natural Resources Management Project (INREMP) that implements activities in Bukidnon province and Cordillera region), two sites of ICCA project. INREMP extended support to the implementation of livelihood activities in these two sites. Other projects that ICCA collaborated includes USAID funded B+WISER project for Mt. Apo and Mt. Kitanglad sites and GEF Small Grants Programme managed by UNDP.

3.1.8 Management Arrangements

The Project followed a National Implementation arrangement, allowing an adequate level of appropriation and control from national authorities fueled with a more expedite an efficient procurement process from UNDP. The following Project structure reflects the complexity related to engaging multiple stakeholders at central and site levels.



The large composition of the Project Board was considered a strength, keeping partners informed and engaged, as well as facilitating transparent decision making. Site level implementation through the Local Responsible Partners (LRPs), was an appropriate way to allow customized Project implementation to local needs and to touch base with local realities to articulate coordination with stakeholders at the local level. This presents a wide array of particular management arrangements to facilitate output delivery, that adapt to the local capacities and existing conditions. The weakness resides in the effort and time dedicated to implement these management arrangements, considering the limits imposed by human and financial resources.

3.2 Project Implementation

3.2.1 Adaptive management

The Project execution was not homogenous throughout the implementation period. Therefore, in terms of adaptive management two differentiated moments could be identified, characterized by different challenges and management teams:

A slow start up process; the project was approved in September 2015, the signing of the Prodoc and Inception Workshop was carried out immediately in December 2015. However, it took almost 7 months (or about 15 % of total Project duration) to hire a Project Manager (PM) (June, 2016) and set up the Project Management Unit (PMU), this could be explained at least for two different reasons. On one hand, since this Project has a NIM implementation arrangement, the government was in charge of selecting the PM. Besides the complexity involved in recruiting staff following the government's regulations, the Department was affected by a restructuring process, so after some time it requested UNDP to assume this procurement. On the other hand, the profile and selecting criteria made it very difficult to find the right candidate, consuming additional time until a more flexible approach towards hiring was pursued. This resulted in a PM with experience working for cooperation Projects, but with no experience working with IP's. Although the different actors recognize that the PM was able to work and learn fast, it was not enough to catch up with the time lost at the start up.

The rest of the PMU posed more or less a similar challenge, given that the limited resources led to the need to search for multitasking profiles, such as the case of the anthropologist expert in IP's who will also combine a capacity building expertise.

This first period was characterized by setting up the implementation arrangements and hiring the LRP's. It should be recognized that this task is extremely relevant and complex, considering the need to approach authorities at the different levels, refresh their political support and confirm the engagement of the different Project partners from the national to the IP level.

This period demanded a high level of adaptive management, considering that before starting implementation, each site had to pass through informed consent process which in some cases took longer than expected, while in others such as Aurora, Balabac and Bislig City, it was not successful leading into minor changes in terms of the original sites. LRPs selection and hiring was also complex considering that not all were able to meet the UNDP criteria for disbursement of funds. This was solved with a certain degree of

flexibility, in some cases consolidated NGO's such as PAFID endorsed and signed the contract on behalf of the LRP. This presents a wide array of particular management arrangements that adapt to the local capacities and existing conditions. However, the limited resources did not allow to undertake a proper capacity building and technology transfer to this LRPs, leading into further delays and difficulties to start up in areas such as planning, budgeting, reporting and accounting.

This first phase could have been critical to adjust the original design to the available funding, or to propose a strategy to bridge the funding gap. The inception meeting took place without the PMU on board, which could have been an opportunity to land expectations and further engage stakeholders towards co-financing and filling the gaps.

All these aspects were determinant to explain a considerable delay in implementation; since the signing of the PRODOC in December 2015 until April 2018 only 20% execution was reported. By this time the PM and the person responsible for M&E left the team.

An accelerated implementation phase; this second moment in the lifetime of the Project started since April 2018, it was marked by an intense implementation rhythm after the new PM and M&E were hired. This period is characterized by increased managerial capacities, the new team members were able to add value complementing the existing technical capacities at the PMU and facilitate the tools and enabling environment to recuperate the time lost at the start up. The new PM was experienced with IPs and ICCAS and therefore familiar with the national and local stakeholders, allowing greater communication and empathy to solve the bottlenecks and pending barriers to move the implementation forward.

A revised implementation plan, together with improved M&E tools allowed greater follow up and managerial capacities as well as a comprehensive approach to align and strengthen response capacities from LRPs. The PMU was more present at the site level and embraced a hands-on approach to support LRPs in budgeting, reporting and coordination. These improvements were key to move the Project back on track, during this period (April 2018 to date) execution increased from 20% to 80%.

As reported by the PMU, execution was not balanced in all sites; one site (Kalinga) is lagging behind, one practically accomplished all expected outputs and the rest is moving towards accomplishment as it will be presented in the next chapter. There is a relatively good chance that most of the Project sites would be able to achieve their ICCAs registration until the end of the Project. As for the Kalinga site, the PMU is mobilizing

support to the LRP in the analysis of the data gathered and assist in the preparation of the required outputs.

An area where the intervention could have a consistent and homogenous approach was the prioritization and implementation of sustainable livelihood Projects. Process to define and prioritize sustainable livelihoods was not consistent, as no methodological guidelines were produced to guide implementation through; in some sites it had low relationship or rationality with CCPs, while in others it has not been implemented at all. Limited technical and institutional capacities of most LRPs, facing delay in overall implementation has left very limited time for sustainable livelihood's design and implementation.

Concern was mentioned regarding the quality and consistency of CCPs in certain sites, even though uniformed formats were required, the technical level and accomplishment varied depending on the availability of technical capacities in each LRP. These include incomplete or inaccurate maps, absence of implementation budget, omission of community profiles, inventories without wildlife information. Some LRPs did not follow the ICCA process preparation of the Community Conservation Plans e.g. proper use of maps for planning and decision making. The PMU review of LRP outputs allowed the correction of the gaps found in the CCPs on a timely manner such that resources were not wasted, however it demanded a considerable time and effort for the PMU.

On a positive note, the PMU was that despite the limited resources at all times, multi-area profiles were sought to meet the needs of the Project. Likewise, it is valued that the PMU was more present at the site level, not always balanced, and adopted a practical approach to support LRPs in the preparation of budgets, reports and coordination. These improvements were key to increase project execution. The negative note, the execution was affected specially in Outcome 1, where increased cooperation among agencies involved could have overcome gaps in policies and decision making.

3.2.2 Partnership arrangements

As the Project was run under a national implementation modality (NIM), the signed Project document formalized the partnership arrangements with the lead implementing partner, the DENR-BMB, and responsible partners such as NCIP and DILG. The work activities completed under the various outputs were arranged through contracts with service providers or individual consultants, and mostly based upon competitive bidding.

The partnership among DENR BMB and DILG at the national level allowed for the timely implementation of ICCA activities at the local/site level. It is during the change of LCEs

following local elections that some delays were encountered but were resolved by the project team. NCIP commitment to facilitate the conduct of site activities is expressed by the NCIP representative to the Project Board but encounters delay when implemented at the site level. NCIP field Offices interpretation of the national office directive is not uniform and oftentimes causes delays. However, since IPs and their ancestral domain are involved, the project has to overcome the documentation requirement for getting permission to start implementation of activities in the ICCA sites. Although not a full FPIC was required since the IP communities are directly involved in the activities, some legal issues still have to be resolved in some sites causing more delays in actual start of field activities or stoppage of ongoing activities.

The LRPs proved to be an adequate implementation strategy in terms of ensuring a differentiated and case by case approach, involving other local actors in the process, however their institutional capacities were weak, consuming considering time from the PMU to coach and encourage them to move faster and improve their delivery quality.

Partnership among the LRPs and LGUs generally facilitated the implementation of field activities. The LRP for the ICCA site in Sta. Fe Nueva Viscaya (KEF) did well in getting the support of the municipal LGU. With the completion of the ICCA documentation and the CCP, the LGU enacted local resolution incorporating the CCP in its Municipal Development Plan. On the other hand, the LRP of Dipaculao site in Aurora appears to be struggling in completing its contract deliverables and has not adequately communicated the status of ICCA activities to its LGU counterpart at the municipal and provincial level.

High levels of participation were reported, although not all sites achieved same levels of stakeholder's appreciation and ownership. This is related with the LRPs, in some cases they are closer to the local government units but in other cases probably there was not relationship or the relationship was not given.

3.2.3 Feedback from M&E activities used for adaptive management

The ICCA Project Board meetings served as the venue for monitoring progress of activities, formulate corrective actions and deciding on measures proposed by the Project Team. These frequent meetings were the main decision-making mechanisms used for adaptive management and were fed by M&E sources to assess the status of different outcomes and outputs. It was reported that the participation was consistently good, and issues were openly and constructively discussed. The PB is composed of

designated representatives of agency partners, UNDP, NEDA, DENR, NCIP, HLURB, DILG, DA-BFAR, BUKLURAN, PAFID, IPO. Alternate permanent representatives were officially designated to represent the principal Project Board member in the meetings.

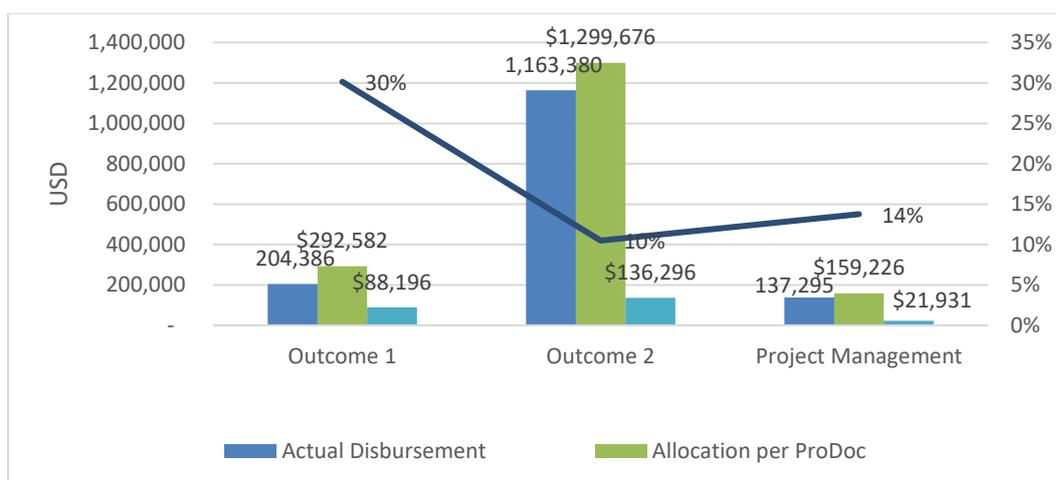
The PB has participated in the project implementation reviews (PIRs) and annual progress reports (APRs). These reports were sufficiently detailed, with input provided by key implementation stakeholders.

3.2.4 Project Finance

The original GEF budget for the Project as stated in the PRODOC ascends to USD 3.6 million, but it was reduced at USD 1.75 million for the 4 years of implementation. The reduction is due to the removal of Outcome 3. Up to first quarter 2019, USD 1.5 million has been executed, equivalent to 86% of the total available resources. Almost 90% of these resources (USD 1.13 million) have been allocated to Outcome 2, while 70% (USD 204 thousand) were executed for Outcome 1 (Figure 1).

Available budget was a central issue for the Project, it posed an extraordinary challenge for implementation considering the geographic extent, the cultural and logistical challenges and the relative weakness of implementing partners at the field level. The Project provided an opportunity to pilot the concept of inclusive conservation with important replication opportunities, however available funding did not allow to embrace a large learning and systematization exercise, as well as to move forward towards scaling up the ICCA model to cover development of sustainable financing for the ICCAs.

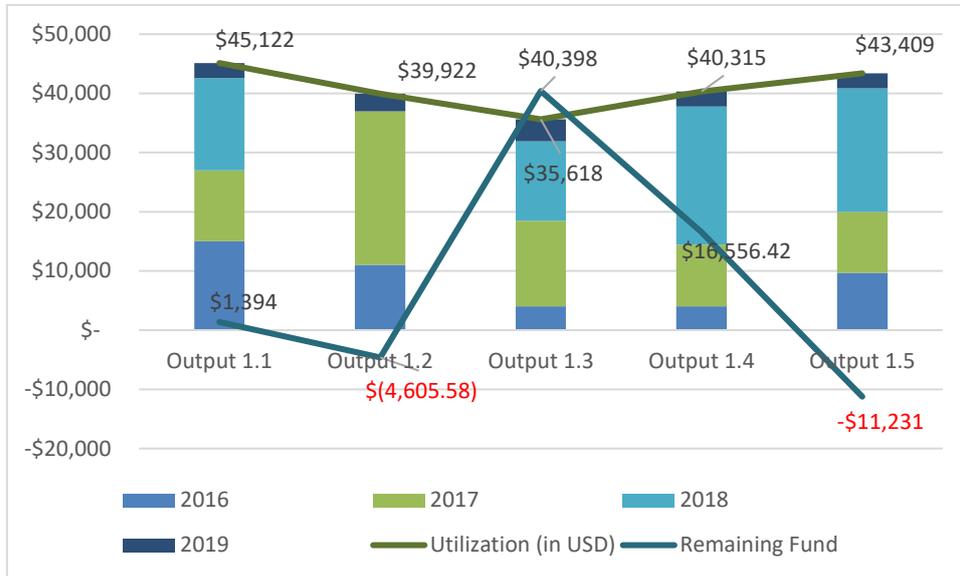
Figure 1 Budgetary Execution by Outcome



Source: Project Utilization Document, April 2019

In a more detailed view of Outcome 1, budget was allocated homogeneously across the five outputs. Three out of five Outputs still have pending values to be executed.

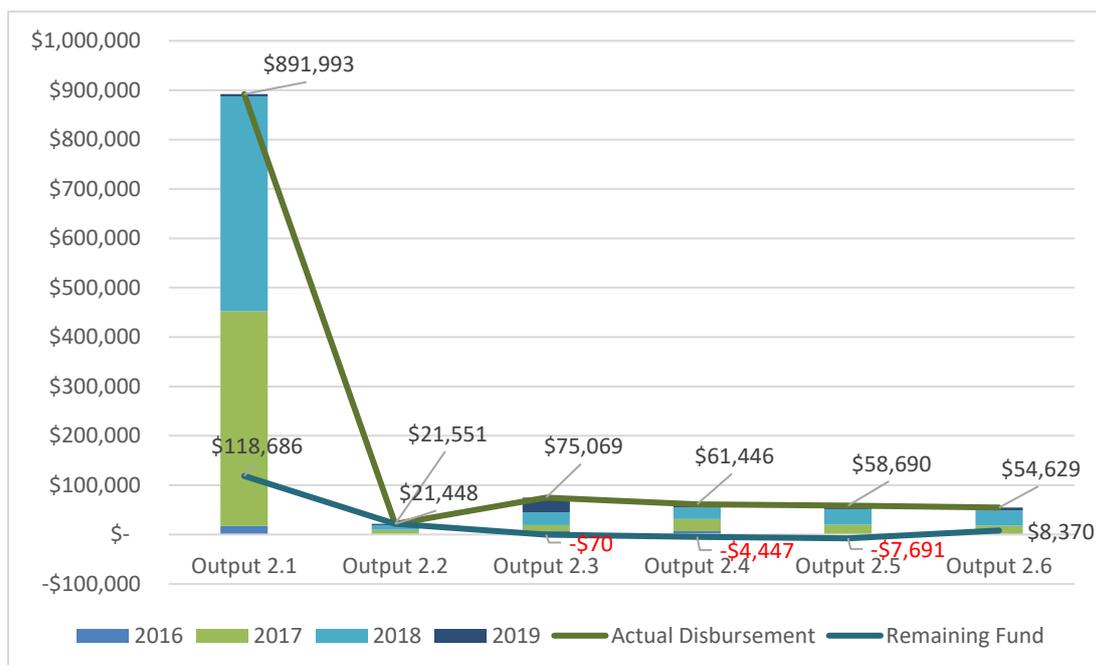
Figure 2 Budgetary Execution by Output – Outcome 1



Source: Project Utilization Document, April 2019

In the case of Outcome 2, it is evident that Output 2.1 (ICCA Documentation, Declaration and Registration) concentrates most of the expenditure. This Output shows an outstanding balance of approximately USD 118.000.

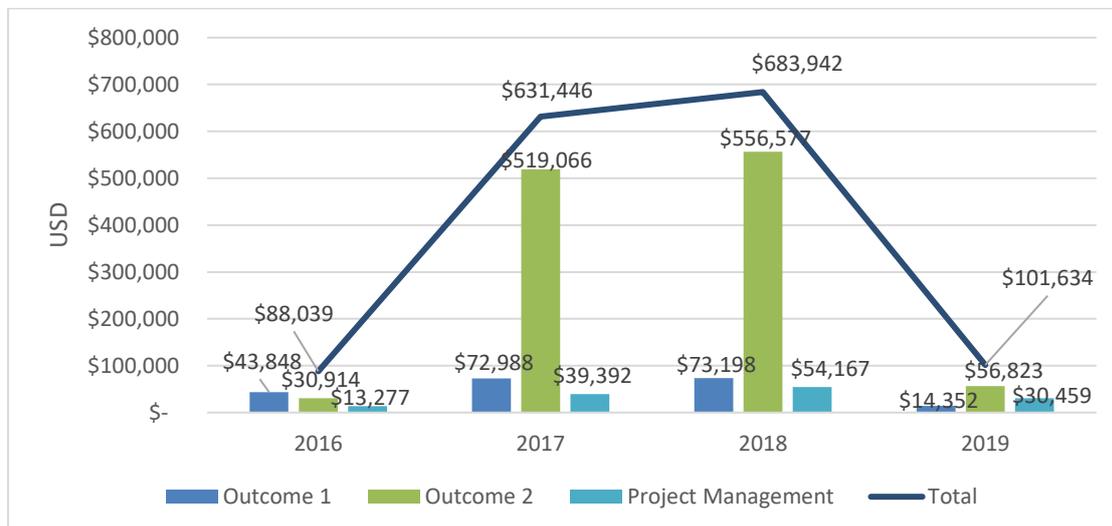
Figure 3 Budgetary Execution by Output – Outcome 2



Source: Project Utilization Document, April 2019

Figure 4 shows the improvement in budget execution over time, evidencing the low start up process reflected in less than 5% of total budget execution during the first year. Execution improved after the second year and reached its peak by 2018. Execution improved after the second year and reached its peak by 2018.

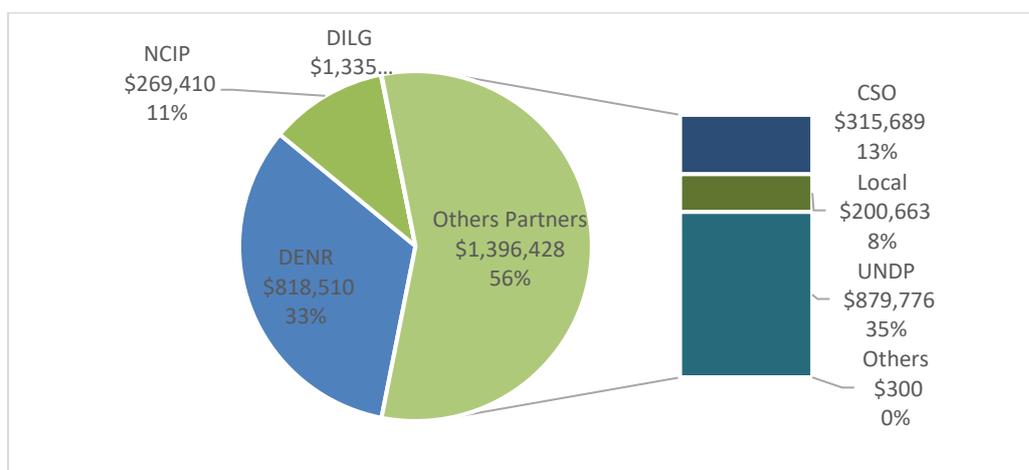
Figure 4 Time Line of Budget Execution by Outcome



Source: Project Utilization Document, 31 March 2019

With regards to co-financing, out of the 5 Million expected originally from government and different partners, the total contributions reported by the end of 2018 is USD 2.48 million. It is still necessary to quantify the co-financing contributions of 2019, until the closing of the Project. Co-finance commitments are difficult to realize as they depend on political factors that are out of the control of the Project, but these commitments are also usually not easy to assess and follow up.

Figure 5 Co-financing contributions by institution

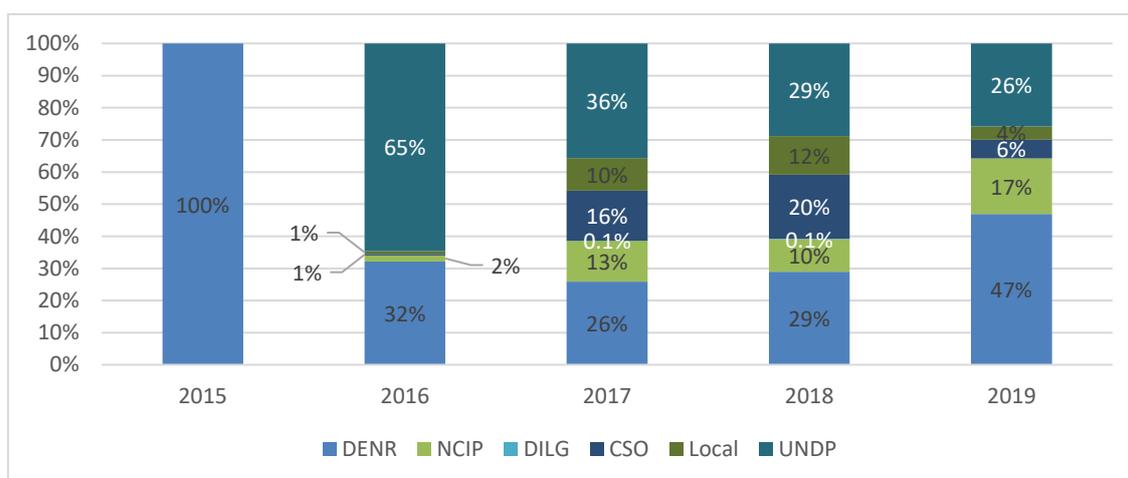


Source: PowerPoint Presentation Meeting of April 29 and 30; Match Fund Monitoring Report, March 2019

The majority co-financing (56%) comes from non - governmental sources, while DENR, NCIP and DILG account for 44% of the budget. Within the contributions of the agencies, it is important to recognize the role of DENR - CAR, as well as others, who financed the training for subsistence from their regular budgets. In addition, it is noted that 7 out of 10 sites received additional funding support for biodiversity friendly livelihoods.

Figure 6 shows that as implementation progress increased, co-funding sources diversified considerably since year 2016.

Figure 6 Percentage of co-financing contributions per institution and per year



Source: PowerPoint Presentation Meeting of April 29 and 30; Match Fund Monitoring Report, March 2019

Among the areas for future improvement, Project stakeholders consider that administrative and financial management could have been more flexible and adaptive to the reality of IPs. It was also frequently mentioned that some Local Responsible Partners were not able to engage in contractual relationships with UNDP, because they did not meet the criteria for funding disbursements. This could have been acknowledged as an opportunity to strengthen partner’s capacities for further replication and sustainability.

3.2.5 Monitoring and Evaluation

Overall Quality of Monitoring & Evaluation is rated as: Moderately Satisfactory

M&E Design at entry is rated as Moderately Satisfactory

The M&E plan was put together using the template for GEF-financed Projects, contains sufficient details and funds were allocated. The ProDoc specified the budget for Audit and Final evaluation and annual Project budgeting process provided allocation for M&E activities (e.g. measurement of means of verification and field validation).

M&E Plan Implementation is rated as Moderately Satisfactory

The Project has followed the different milestones and monitoring and evaluation tools established in the PRODOC i.e. Project Logical framework, ICCA Results Framework, Annual Workplan and Budget, M & E Plan. In support of the UNDP Home Office - Inclusive and Sustainable Development (ISD) unit, the Project has executed several processes such as the Inception Workshop, Annual preparation of the Annual Progress Reports (APRs), Quarterly Progress Reports for UNDP, Quarterly Progress Reports for DENR FAPS, Annual Report for the NEDA ODA Portfolio Reviews, the PIR reports and holds regular meetings of the ICCA Project Board. The project submitted regular quarterly reports to the DENR FASPS that specified reporting of results as well as the overall project performance comparing financial utilization rate with the percent physical accomplishment.

The Project M&E staff reviewed and enhanced the Logical Framework with the PMU Team. Also, there was a coordination with the UNDP M&E specialist was on clarifying higher level indicators and the Project targets during the earlier period of the Project. The enhanced version provided clarifications on the indicators and means of verifications that allowed Project Management to effectively manage implementation of activities while focusing on the Project outcome indicators.

The ICCA Project Board meetings served as the venue for monitoring progress of activities, formulate corrective actions and deciding on measures proposed by the PMU.

At the regional level, the Project convened the ICCA Regional Inter Agency Committees (RIAC) composed of DENR and NCIP Field Offices, LGUs, RPs, IPOs, and local support groups. The main function was to coordinate the activities at the site level. Some of the RIAC regularly convened meetings for monitoring and coordination of ICCA site activities, however, some regions did not regularly convene the RIAC but organized the provincial level inter agency committee due to the physical distance of the sites to the Regional Government Centers.

Convening the ICCA PB meetings with the principal agency representatives in attendance was a challenge. The regular PB meetings are attended by alternate representatives that defers decision to their principal, on key recommendations during the meeting.

The Project manages the GEF monitoring tools (GEF Tracking tool/METT scorecards) and capacity assessment scorecard to assess progress of improved capacities and

management effectiveness of the ICCA, PAs, BUKLURAN Assistance to ICCAs, and key partner agencies.

The delay in the engagement of the PMU affected the timing of the conduct of baseline measurement. The engagement of the LRPs for the 10 sites affected the actual conduct of capacity building activities and training of local planning teams that were engaged in the conduct of site documentation, mapping, resource inventory and preparation of Community Conservation Plans. The implementation of priority livelihood Projects that were identified in the CCPs started late and opportunities or time to learn from the operation and sustainability of the livelihood Projects was not enough.

The inception workshop conducted on December 2015, 3 months after Project approval while the DENR and BMB is in the process of procuring the Project team. The workshop served as the venue for Project stakeholders to revisit, review and agree on the Projects results framework. The Project Annual Workplan and Budget was prepared later, in August 9-11, 2016 with the Project team on-board. The M&E reports prepared by the Project allowed Project management to identify issues that needs closer supervision and propose recommendations. The ICCA Project Board was informed on overall progress of ICCA activities and outputs and make decisions proposed measures referred by PMU.

The implementation of a catch-up plan by the new Project manager and M&E specialist starting their engagement in March 2018, allowed the accomplishment of about 50 percent of Project target in 2018. Overall, the M&E established and provided good documentation of activities, outputs and outcomes and made this available to ICCA Project management and partners. The M&E of ICCA satisfied the reporting requirement of UNDP, GEF, DENR BMB, FASPO, NEDA and other partners including regional offices involved in ICCA activities in the Project sites. One limitation of the M&E was on the assessment of indicators of capacity improvement and management effectiveness. The actual capacity building interventions were delayed and would not merit timely administration of the various assessment tools to be available for the conduct of the Terminal Evaluation. The preliminary results of improved capacities to date indicates positive outcomes of the trainings conducted.

The implementation of priority biodiversity friendly livelihood activities identified in the CCPs started late with Dipaculao, Aurora site still in the process of finalizing its Community Conservation Plan (CCP). The sustainability of the livelihood Projects will not be adequately covered by the Project M&E due to the late start of most of the Projects.

The Project designed a monitoring tool for determining co-financing by partners. The template allows the computation of counterpart contributions (staff time and equivalent cost, use of facilities, supplies, equipment, and transportation) including actual budget support to Project activities. The Project M&E was effective in providing Project management, updated information necessary for making key decisions that allowed the implementation of its catch-up plan.

The project regularly assessed the risks during project implementation, providing quarterly updates on the Risk Log and indicating management response or actions to counter the risk. The PMU provided the project board updates on issues affecting the performance of the project that called for mitigation.

Nine risk factors were identified during project design, three were rated medium risks i.e. 1) Political - Policy harmonization and complementation will require work which goes beyond the life of the Project, 2) Institutional - There will be difficulty in coordinating with partners of the Project given their different mandates and expertise, and 3) Environmental - Climate unpredictability will affect the achievement of outputs and outcomes of the Project. The project implemented mitigating factors for all risks with the most interventions done on the 3 risks factors identified above.

The regular meetings of the Project Board used the M&E information provided by the project team. The reports of the LRPs and the project partners at the national and field level were analyzed and consolidated to provide updated status on project activities incorporating proposed measures for action by the PB. At the field level, the PMU team regularly conducts site validation and consultations using the M&E reports of the LRP and NCIP field units for identifying bottlenecks and recommending measures to improve progress. The availability of accurate and timely M&E information for decision making supported the accelerated implementation phase of the project.

On knowledge products for sharing lessons learned, the project produced some materials but mainly for information dissemination on the ICCA concept and process. Draft Guidelines and Manuals were prepared and being finalized for incorporating ICCA in the HLURB planning manuals for LGUs, in the ADSPP Planning guidelines of NCIP, and for DENR technical bulletins on ICCAs in PAs. The project catches up activity on sharing good practices and strategies is the preparation of case studies on implementing ICCA approach in selected sites.

Overall quality of the M&E is rated Moderately Satisfactory.

3.2.6 UNDP and Implementing Partner implementation / execution coordination, and operational issues

Quality of Implementing Agency (UNDP) Execution is rated as: Moderately Satisfactory

UNDP has a strong comparative advantage, which allowed the lessons learned and best practices of other projects within the framework of Indigenous Peoples and Local Communities Conserved Areas and Territories, to be considered in the design and the implementation of the Project. In addition, UNDP's extensive experience and seriousness places it in a favorable position before the Government of the Philippines.

In relation to the execution of the Project, UNDP provided regular technical, political and administrative support, including active participation in the project governance and assistance in procurement, logistics and financial reports. A satisfactory rate could had been considered; however, overall rating is affected due to the delay at start up.

Quality of the Implementing Partner Execution is rated as: Moderately Satisfactory

High level and consistent participation by the Biodiversity Management Bureau of the Department of Environment and Natural Resources was reported, chairing the project board and providing regular assistance to the implementation team. Although the mandate of DENR-BMB is relatively limited with respect to IPs, its capacity and experience in the implementation of projects with international cooperation is highlighted, which contributed to the development of the Project.

The DENR assumed a leadership role, articulating the different stakeholders and providing adequate guidance to the PMU. It provided guidance for implementation to be flexible and adaptive to national and site-based challenges. Execution was affected specially in Outcome 1, due to the fact that most policies and decision making were out of DENR's competency. A satisfactory rate could had been considered; however, overall rating is affected due to the delay at start up.

Overall IA-EA Execution: Moderately Satisfactory

3.3 Project Results

3.3.1 Overall results

Overall quality of Project outcomes: Moderately Satisfactory

3.3.1.1 Outcome 1: Policy Harmonization and Implementation

The ICCA Project design identified four (4) outcome indicators to gauge progress of achievement with each of the indicators having corresponding outputs and set of activities. The complete objective statement for outcome 1: “Legal and regulatory framework and administrative procedures that harmonize the mandates, plans and activities amongst all key stakeholders such as NCIP, BMB, BFAR and relevant local government units are established and effectively implemented for the identification, mapping, recognition, and management of ICCAs”. The Project’s progress on all four indicators (1.1, 1.2, 1.3, & 1.4) will be achieved by the end of Project. For indicator 1.1, the average reduction in duration (from 3.5) to officially recognize an ICCA will be reduced to about 3 years. All the sites have completed in less than 3 years, respective Community Proclamation of their ICCAs in the presence of key partners (NCIP, DENR, LGU officials, HLURB, DA & government agencies, LRPs/NGOs/CSOs and the private sector). The ICCA documentations produced satisfies the requirement of the national ICCA registry. Moreover, the LRPs have already submitted the ICCA documents for registration in the UNEP-WCMC International ICCA Registry.

The lost time at Project start-up due to procurement issues (key staff and LRPs), site related issues and change of key Project staff (Project Manager and M&E Associate) at mid-Project has contributed to delays in the work at the site level. The experience in one of the sites (Imugan, Sta. Fe, Nueva Viscaya) indicates that the duration in the process of ICCA recognition/registration can be further reduced to about 2.5 years for the PMU and LRP to complete the ICCA process.

The Project worked with national agencies (DENR, HLURB, NCIP and DILG) for the issuance of polices addressing gaps in recognizing and supporting ICCAs. The NCIP mandate covers IPs ancestral domains that are officially recognized or issued tenurial instruments as CADT/CADC. Part of the requirement for being issued a CADT or CADC is the preparation of the ADSDPP. Most of the existing ADSDPPs are due for updating and the revision of the NCIP manual/guidelines for preparing ADSDPP incorporating the ICCA documentation process comes at the right time,

The HLURB oversees the preparation of LGU plans (e.g. Municipal/city land use plans, Comprehensive development plans, Annual investment plans) and conducts capacity building for LGUs on the use of its planning tools/guidelines. HLURB welcomed the ICCA initiative on making available detailed documentation of the ICCAs that are part of LGU jurisdiction and is working with the project in mainstreaming the ICCA Community Conservation plans in the Local Development Plans.

The studies and technical inputs supported by ICCA Project resources produced the revised ADSDPP guidelines, HLURB guidelines interfacing Community Conservation Plans in the LGUs Comprehensive Land Use Plans, DENR guidelines on NIPAS recognizing ICCAs in Protected areas. These outputs are either in draft form or in final stages of preparation. The ICCA Project will complete the guidelines and manuals including drafts of the directives, circulars or administrative orders but actual issuances of the official directives to implement the policies may not be feasible at the end of Project. The Joint Administrative Order between DENR and NCIP is a challenge with the present impasse in the top management of the NCIP. Key decisions are on hold while the current set of Commissioners at the En Banc level awaits replacement.

The Project activities in the legislative process involves advocacy for and consensus on the ICCA Bill. ICCA Project activities implemented includes: 1) support for increasing critical mass and create champions in the Senate and House of Representatives to lobby/push for the passage of the ICCA Bill, 2) provision of policy and technical inputs to the bill sponsors, 3) support to the technical working groups (TWGs) and to the active participation of IP representatives to the Senate and Congressional committees' technical deliberations and hearing activities, and 4) technical support to ensure the complementation of the ICCA Bill and the E-NIPAS Bill. The activities showed positive results e.g. a) organizing the Philippine ICCA Consortium and b) creation of an Interagency Working Group (IAWG) composed of NCIP, DENR BMB and FMB, and DA-BFAR and representatives of IP groups to continue the lobbying for support in the enactment of the ICCA Bill and providing technical assistance during congressional and senate committee meeting on the proposed ICCA bill. The Phil ICCA consortium or BUKLURAN and the IAWG increased public awareness on the importance of ICCAs in contributing to environmental conservation and protection.

The ICCA Project was instrumental in supporting DENR activities incorporating a very important provision (Section 13) recognizing ICCAs in Protected Areas in the recently enacted E-NIPAS law. The project produced the "Guidelines for the Recognition,

Respect, Development and Promotion of Territories and Areas Occupied and Conserved for and by Indigenous Cultural Communities or Indigenous Peoples (ICC/IPs)”, revised title of draft guideline submitted to the ICCA Project Board on 15 July 2019. The Guidelines are designed to be issued as a Technical Bulletin for implementing Section 13 of the ENIPAS Law and its corresponding Implementing Rules and Regulations.

DENR continues to provide technical inputs to the Implementing Rules and Regulations of the E-NIPAS law to ensure the ICCAs role in conservation and environmental protection are adequately covered. The table below describes the progress on the outcome indicators.

Table 1 Progress towards results Outcome 1

Indicator (Outcome/ Output)	Baseline	Final Goal	Terminal Evaluation Findings
Outcome Indicator 1.1: Number of years to officially recognize an ICCA	Average of 3.5 years from community orientation and mobilization to completion of Community Conservation Plan (CCP)	Reduced to 3 years as measured for the 10 targeted sites	<p>Achieved average reduction of ICCA documentation to less than 3 years. The participatory process of completing the documentation involved the hiring of Local Responsible Partners/NGOs that worked with the community members. The ICCA documentation leading to ICCA recognition showed significant reduction to about 2.5 years from the mobilization of LRPs. The total duration of the ICCA process will be about 3 years if the time for the procurement of LRPs is included. The process followed by the LRPs is prescribed by the project for all the sites. The technical assistance provided to the communities through the LRPs in implementing the ICCA documentation approach leading to the preparation of CCPs is the main factor for reducing duration to complete the CCPs.</p> <p>KEF in Nueva Viscaya site showed the ICCA documentation process leading to the preparation of the CCP and self-declaration can be accomplished in less than 3-years. The LRP took less than 2.5 years to complete the ICCA process from start of work in the site up to registration in the ICC Registry Online Reporting system.</p> <p>Site problems extended the start-up phase of four (4) sites namely: 1) Balabac, Palawan-LRP not acceptable to the IP community, 2) Aurora-Internal conflict among groups within the IP community, 3) Bukdinon-NCIP commissioner’s non-approval of the selected site, and 4) Kalinga-tribal war among the IP communities in the site. Delays in procurement related issues for some LRPs likewise affected the actual start of site-based activities.</p> <p>While the establishment of the National ICCA Registry is awaiting the legal mandate from DENR and NCIP, all the indigenous communities have completed their respective ICCA proclamation involving key partners (NCIP, DENR, LGUs, national government agencies, LRPs/NGOs/CSOs and</p>

			private sector). The LRPs likewise have submitted documents to UNEP-WCMC ICCA Registry.
Outcome Indicator 1.2: Percentage of CADTs and ADSDPPs that clearly identify and map ICCAs	17%	100 %	<p>67 % Equivalent has. of ICCA incorporated in ADSDPP of CADT areas.</p> <p>The guided participatory process in the Resource Inventory (RI) and Indigenous Knowledge Systems and Practices (IKSP) documentation, and mapping ICCA sites produced more detailed information that are not present in the existing ADSDPPs and CLUPs. The NCIP provincial focal persons contacted during the mission (Dipaculao, Bislig City and Agusan del Sur) have either completed or in the process of clearly identifying the ICCAs in the ADSDPP.</p> <p>As of reporting period, 5 sites have already clearly identified and mapped their ICCAs and CADT, namely: Ikalahan/Kalanguya, Kanawan, Dipaculao AGMIHICU CADT 54, and Mt. Apo sites.</p> <p>The target will be accomplished at Project completion (August 2019)</p>
Outcome Indicator 1.3: Number of LGUs where ICCAs are fully integrated into CLUPs	0 LGUs	2 LGUs	<p>1 LGU (Sta. Fe, Nueva Viscaya)</p> <p>The LGU incorporated the ICCAs in the updated FLUP and CLUP. With the completed ICCA documentation, the Indigenous Peoples Representative (IPMR) to the Municipal Development Council (member of the IP group) and supported the process of integrating the ICCA in the local development plans (CLUP).</p> <p>Esperanza LGU in Agusan Sur completed updating of CLUP and incorporated the ICCA CCP prepared by the Project. The LGU Sangunian (legislature) is in the process of issuing the Municipal Board Resolution adopting the revised CLUP.</p> <p>The MPDC of Bislig City LGU is awaiting the completion of the ADSDPP which is under preparation by NCIP. The ICCA areas covered by the Sote site will be incorporated in the New City Comprehensive Land Use Plan under preparation.</p> <p>The Project outputs in the ICCA documentation process produced information in greater detail and accuracy about the area of the LGU that are not clearly visible in the present Comprehensive Land Use Plans.</p> <p>Comprehensive Land Use Plans once approved and adopted by the LGUs will be covered by zoning ordinance to guide the physical development of the LGU (e.g. promoting development in specific areas and restricting or preventing socio economic activities in environmentally critical areas, no build zones and areas of importance to cultural practices of IPs)</p>
Outcome Indicator 1.4: Management effectiveness of NIPAS	Baseline METT scores: Bataan Natural Park:53 (2018);	BNP - 63 SBPA - 69	<p>The PMU is in the process of completing the assessment of management effectiveness in the 2 sites, Mt. Pulag and Bataan Natural Park.</p> <p>METT administered in SBPA shows positive results of 72.0 from baseline of 59.0 and target of 69.0 or a significant improvement in the management</p>

PAs overlapping with Philippine ICCA Project sites	Subic Bay Protected Area:59; Mt. Pulag National Park: 65	MPNP - 75	effectiveness in the PA with the Kanawan ICCA in Morong Bataan. The other 2 sites also received similar intervention and likely show positive results in the Management Effectiveness of the PA.
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3.3.1.2 Outcome 2: Capacity building for effective governance and management of ICCAs

This outcome has 5 indicators to show achievement of the objective: Capacity of key stakeholders for the effective governance and management of ICCAs strengthened. It is directed at establishing the system of recognizing ICCAs in the national Protected Area system led by DENR and NCIP. The Project covered 10 ICCAs and has progressed well in implementing the menu of activities leading to the completion of the requirements for ICCA registration in the National ICCA Registry or UNEP-WCMC.

The registration/recognition of all the 10 ICCA sites in the National ICCA Registry will be achieved by end of Project. The participatory process of ICCA site documentation involving: resource inventory, IKSP documentation on traditional resource management, community mapping, and ICCA declaration by the community will be completed in the ten sites including the expansion site of Philippine Eagle Foundation (PEF), a Local Responsible Partner. The total ICCA documented area is 154,868.60 hectares. The planned ICCA area identified during the design (99,999 has) was significantly expanded with the expressed interest of the IP communities to cover additional areas important for their traditional practices.

The prototype of the web based National ICCA Registry was developed by the Project. The system will host the information on ICCAs with its content subject to concerned IPs consent on disclosure of the information to the public. The policy guidelines for the establishment of the National ICCA Registry was drafted with the Prototype of the ICCA registry system developed by the Project. While hosting of the operation of the ICCA registry system is still being discussed by DENR and NCIP, it will be initially hosted by DENR BMB with NCIP providing technical support related to Indigenous community concerns.

All ten sites have completed their respective ICCA documentation, the Project through the LRPs, assisted the communities in the process of inputting of their ICCA data in the ICCA National Registry and UNEP-WCMC International ICCA Registry. Official recognition of ICCA under the present governmental procedures is also implied in the

ADSDPP process when the ICCA is incorporated in development plan (ADSDPP). Under Local Government Unit Planning process, when the ICCA is incorporated in the Local Development Plans (land use plan, comprehensive development plan, and annual investment plan/budget), the ICCA area is likewise recognized.

The table below describes the progress on the outcome indicators:

Table 2 Progress towards results Outcome 2 indicators

Indicator (Outcome/Output)	Baseline	Final Goal	Terminal Evaluation Findings
Outcome Indicator 2.1: Number of ICCs rating assistance from the National ICCA Consortium as satisfactory	Newly established as formal organization	ICCs in 10 sites shows satisfactory rating reports	The Capacity Assessment in 8 of the 10 sites was conducted by the Project. Results show the Tinoc and AGMIHICU CADT achieved target or rated the Bukluran assistance to their community as satisfactory while the six sites had increased scores or below 3.0 level.
Outcome Indicator 2.2: Hectares of ICCAs recognized in the national PA system	9,297 hectares registered at the international ICCA database (UNEP-WCMC) 3 are registered at the international ICCA database: 1. Mt. Kalatungan - 4,038 2. Zambales (Aeta Abellen) - 3,259 3. Mt.Hilong-hilong - 2,000 Total: 9,297 has. 2 more ICCAs ready for submission	118 848 hectares of ICCAs within KBAs are recognized and registered National ICCA certification of recognition/ registration at the national/ international registry Inclusion in the national/ international database/ registry	154,868.60 has of ICCAs were mapped and documentations in all the sites is in its final stages. This represents about 130 percent of the total Project target. The Project has completed all the 10 sites "Community ICCA Declaration" process. Ikalahan/Kalanguya and Sote already recognized while Kanawan ICCA submitted the required documentation and is awaiting feedback from UN WCMC. The original areas identified in the ten target sites were expanded during the ICCA site implementation process. The Indigenous Communities of the sites expressed interest to cover the additional areas that are important in the practice of their indigenous cultural practices. The LRP and the PMU agreed to the expansion of area of coverage and implemented the planned field activities that covers. The ten ICCA sites are now ready for registration in the National ICCA Registry, which is still to be formally established by the Project.
Outcome Indicator 2.3: Capacity scores of ICCs in three areas (information generation)	Capacity scores of ICCs in three areas (information generation,	Information generation 1. Egongot CADT-4.25 2. Mt. Diwata-4.5	TCAT progress assessment tool was administered in all the sites with the result of 3 sites (Kanawan, Balabac and Mt. Taungay) subject to validation. Target increase in Capacity Scores was achieved in 5

generation, implementation and M&E)	implementation and M&E)	<p>3. Mt. Apo-5.0 Implementation: 1. Kanawan-4 2. Ikalahan/Kalanguya CADT-4 3. Balabac-2 Monitoring: 1. Mt. Pulag-3.5 2. South-Diwata Bislig KBA-4.5 3.AGMIHICU CADT 054-3.5 4. Mt. Taungay-3.5</p>	sites (MKMK Complex, Ikalahan/Kalanguya CADT, Tinoc, AGMIHICU CADT 054 & Sote)
Outcome Indicator 2.4: National ICCA Registry is established	None	<p>Policy guidelines formulated</p> <p>Platform established and functional</p>	<p>Prototype Platform of the National ICCA registry was completed and initially populated with test data. Policy guidelines was drafted and presented in the National ICCA Registry meeting/workshop participated by ICCA community leaders, DA-BFAR and key DENR regional staffs.</p> <p>The adoption and issuance of the guidelines will be approved by NCIP and DENR. Final approval and issuance of the policy guidelines is not certain at Project closure with the existing procedural requirements in NCIP and to some extent, DENR. Other options are being explored by PMU for the issuance of the policy guidelines.</p>
Outcome Indicator 2.5: Management effectiveness of 10 ICCAs	<p>1. Mt. Taungay – 52.0</p> <p>2. Mt. Pulag</p> <p>3. Ikalahan/Kalanguya CADT – 60.0</p> <p>4. Kanawan – 53.0</p> <p>5. Egongot CADT</p> <p>6. Balabac – 29.0</p> <p>7. AGMIHICU CADT 054 – 48.0</p> <p>8. Mt. Apo – 77.0</p> <p>9. South Diwata-Bislig KBA</p> <p>10. Mt. Diwata – 43.0</p>	<p>72.0</p> <p>TBD</p> <p>80.0</p> <p>63.0</p> <p>52.0</p> <p>49.0</p> <p>68.0</p> <p>97.0</p> <p>54.0</p> <p>63.0</p>	<p>Management effectiveness progress assessment was conducted in 4 sites. The assessment shows high scores in the four sites, only the Ikalahan/Kalanguya CADT achieved the target increase.</p> <p>The scores are as follows: (Accomplished/Target) Ikalahan/Kalanguya- 99/100 AGMIHICU CADT-72/73 Sote, Bislig city-58/57 MKMK complex-34/41</p>

3.3.2 Relevance

Relevance is rated as: Relevant

The Project is highly relevant, it contributed to strengthening IP's tenurial rights and traditional governance system, bridging their gaps and specific needs to strengthen the legal and institutional frameworks, as well as the capacities needed to effectively identify, map, recognize and support the governance and management of ICCAs. The project produced several guidelines and procedures for official ICCAs recognition and mainstreaming in national agencies and LGU's planning processes.

The Project responds to national priorities to implement alternative conservation strategies to achieve Aichi Targets. The Philippines, as many other countries worldwide, face serious difficulties to expand their current area under conservation. Traditional protected areas proved to be difficult to create, since they involve substantial financial capacity and political capital. The Project provides an alternative approach towards cost effective achievement of the Aichi Targets for the country.

The Project is relevant from a global perspective, considering that there are still limited experiences implementing ICCAs successfully and there is a growing demand to develop best practices and replication opportunities. With this regard, the Project gained momentum after the Convention on Biological Diversity decided to have a more flexible criteria for Aichi Targets to incorporate indigenous conservation areas. This offers and opportunity for the Philippines to assume a leading role in the region, based on the results and lessons learned through the Project.

The Project is relevant to medium-term development priorities of the country, it contributes to the strategies of the Philippine Development Plan (PDP 2017 – 2022) under Chapter 20: Ensuring Ecological Integrity, Clean and Healthy Environment with specific strategies on: 1) Effectively manage Protected Areas (PA), and 2) Strengthen sustainable management through the issuance of appropriate tenure and management arrangement.

Other aspect of the Project is that the relationship with the UNDP Country Program Document, this is reflected in Result 2 "Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance", having as a specific output the 2.5 "Legal and regulatory frameworks, policies and institutions enabled to ensure conservation, sustainable use, and access and benefit

sharing of natural resources, biodiversity and ecosystems, in line with international conventions and national legislation".

With respect to the UN Development Assistance Framework - UNDAF, the Project is aligned with Outcome 4 "By 2018, adaptive capacities of vulnerable communities and ecosystems will have been strengthened to be resilient toward threats, shocks, disasters, and climate change". The Project was directly linked and support to the implementation of the PBSAP and achievement of the identified targets till 2028. Both in the design of the Project and its execution, it was related to the following targets:

- Addressing Drivers: 2, 3 and 4
- Reducing Threats: 9, 10, 11, 12, 13 and 15.
- Enhancing ecosystem services: 17 and 18
- Improving human well-being: 19.

Also, the Project coordinated and maximized synergy with the project "Support to indigenous peoples' and community conserved areas and territories (ICCAs) through the GEF Small Grants Programme (SGP)" as a contribution to the achievement of targets 11, 14 and 18 of the CBD Aichi 2020 frameworks.

In relation to the United Nations Declaration on the Rights of Indigenous Peoples - UNDRIP- adopted in 2007 by 143 countries, including the Philippines, the Project is aligned to articles 3 (Self-Determination), 32 (Culture, Identity, FPIC and Obligations of States) and 37 (Treaty Principles)

As the main objective of the Project strengthening the conservation, protection and management of key biodiversity sites in the Philippines, it is linked to the Sustainable Development Goals, specifically with the number 15 of Life of terrestrial ecosystems. Thus, the specific contribution to the objective is palpable through goals 15.1, 15.4, 15.5 and 15.9. In addition, the project is linked to SDG 13 "Climate Change", specifically with goals 13.1 and 13.B

As signatory to the Conference on Biological Diversity, the Philippines developed its National Biodiversity Strategic Action Plan (NBSAP) and accompanying document 2015-2028 Philippine Biodiversity Strategy and Action Plan (PBSAP) that commits time bound obligations or targets. The PBSAP builds on the achievements made in fulfilling the CBD obligations, particularly the commitment to implement the CBD Strategic Plan for Biodiversity 2011-2020, including the 20-point Aichi Biodiversity Targets. The Project contributes to the following target results:

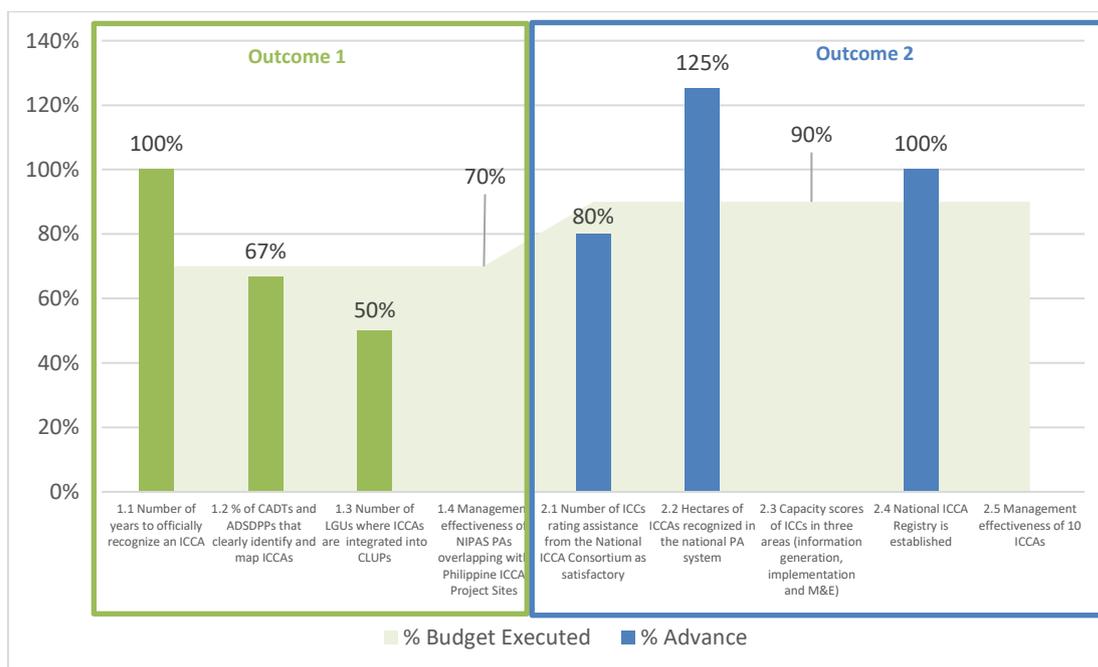
- a. Addressing drivers of threats, Target #19: By 2028, there will be a 10% increase in total area from 2015 levels of terrestrial including inland wetlands PAs managed through NIPAS and other conservation measures (indigenous community conserved areas, local conservation areas, critical habitats) that overlap with KBAs,
- b. Ecosystem services provided, Target #7: By 2028, as result of improved conservation, ecosystem services provided by key biodiversity areas will be enhanced on the indicator on - number of IP communities with identified sacred places and/or ICCAs within KBAs.

3.3.3 Effectiveness & Efficiency

Effectiveness is rated as: Moderately Satisfactory

The effectiveness refers to the progress in the fulfilment of the activities planned, in relation to its percentage of progress towards the fulfilment of the different milestones and key processes. Figure 7 relates actual investments with progress in achieving indicators at Output levels.

Figure 7 Budgetary Execution vs % Outcome Indicator Advance



Source: Project Utilization Document, 2019 & First Quarterly Progress Report, 2019

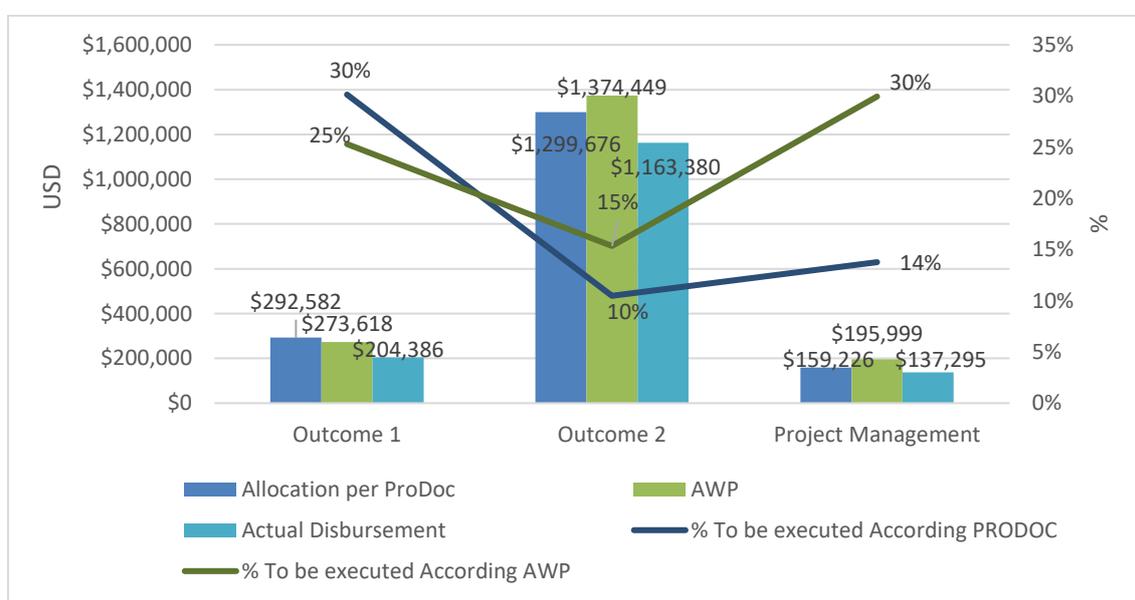
Despite the fact that indicators 1.4, 2.3 and 2.5 have not been assessed yet, progress achieved by Outcome 2 is evident; two out of its 5 indicators have reached and even exceeded their targets. In the case of Outcome 1, only one if its four indicators were able to reach the expected target by the end of the Project. This could be also explained by

the relative higher complexity involved in introducing policy changes whose timing and decision making usually falls out of the control of the PMU.

Efficiency is rated as: Satisfactory

Since the beginning of implementation, the Project was not able to achieve the yearly budgets as presented in Figure 8, the absorption capacity never achieved 100%, considering that it only received half of the original expected budget. Outcome 2 proved to be more efficient in the use of resources, with the highest percentage of budget execution to date. Notwithstanding, the value for money of this Project is remarkable considering what has been achieved with such limited resources and the capacity demonstrated to mobilize additional funding from different sources.

Figure 8 Performance Gap by Outcome



Source: Project Utilization Document, 31 March 2019

Even though Project was benefited by currency devaluation, resulting in additional funding to undertake activities, budget was insufficient posing constraints in technical assistance, quality control, sustainability and funding for sustainable livelihoods. However, some sites were able to adapt and mobilize additional funding through governmental programs such as the National Greening Program, logistical support from LGU & NCIP, and technical support from the Coffee Alliance, ADB INREM and the SGP. DENR Cordillera Administrative Region likewise provided funding for the conduct of livelihood training for the 2 sites in the region. Instead of adjusting the logical framework, what actually happened was an adaptive and creative response from partners to move towards Project implementation.

3.3.4 Country Ownership

The Project is aligned to national policies and it was led by national institutions whose commitment and appropriation was in general terms adequate, even though greater involvement could have been expected from key actors such as the NCIP. Country ownership was adequate at the national, regional and site levels.

The national government recognized the importance of ICCAs in expanding the protected areas in the country and the experience gained in ICCA documentation under the NewCAP project served as a springboard for the design of the ICCA project. Key government officials and civil society organizations were involved in the design and implementation of the project.

To demonstrate country ownership, the following maybe cited: 1) strong commitment of the national government to incorporate ICCAs in the planning process of NCIP for IPs in Ancestral domain areas, and 2) inclusion of ICCAs in the HLURB planning guidelines for LGUs Land Use Plans.

Implementing partners, beneficiaries and civil society organizations were mobilized and endorsed its institutional capacity towards the achievement on Project's objectives. During Project design and implementation, the key country representatives were involved, including governmental officials, civil society representatives, and academic professionals.

3.3.5 Mainstreaming

The Project objective is in conformance with the agreed priorities in the UNDP country program, specifically on environmental and natural resource management, disaster risk reduction and climate change mainstreamed into public policies and development processes, which includes the aim of highlighting the poverty-reducing potential of sound natural resource management practices.

The Project addresses poverty reduction through at least three dimensions. First the promotion of sustainable land use and conservation practices, which are now recognized in their local plans linked with the long-term opportunity to benefit from key ecosystem services such as fresh water. Second, the opportunities derived from the sustainable livelihood projects providing additional income opportunities to participant communities. The last dimension relates to the enhanced capacities at the community level, the increased organization, leadership and managerial skills derived from hands on

exposure to solving complex issues and experiencing a successful ICCA's registration and recognition process.

This is how the Project design was in alignment with the Philippine Development Plan (2017-2022) strategic actions under Subsector Outcome 1: Strengthen sustainable management through the issuance of appropriate tenure and management arrangement. It is also consistent with the strategic actions outlined in the Philippine Biodiversity Strategic Action Plan (2015-2028).

The Project did not have a specific gender objective, gender mainstreaming was encouraged, but it was not sufficiently reflected in Project design and no guidelines or capacity related activities were transferred to the LRP.

With respect to indigenous communities, implementation was respectful and mindful of local cultures, ensuring the inventories, zoning, mapping and planning were developed under IP lenses and interpret their knowledge, traditions and aspirations. The accelerated rhythm that characterized this second moment in Project implementation was careful not to rush, pressure or stress IPs.

The project supports mainstreaming of ICCAs in Protected Area Planning established under the Philippine NIPAS system with the E-NIPAS law containing a section on recognition of ICCAs in Protected Areas. The Project provided DENR BMB technical support on ICCAs during the crafting/technical deliberations of the E-NIPAS law in both houses of Congress (House of Representatives and Senate). Moreover, the project results on ICCA documentation and the completed Community Conservation Plans will be important inputs in the Management Plans of the newly created NIPAS.

The National Commission for Indigenous Peoples (NCIP) requires IPs with CADT and CADC to prepare ADSDPP for the management of IP ancestral domain areas. NCIP is in the process of mainstreaming ICCA in the ADSDPPs through the revised planning guidelines prepared under the project. Moreover, all the existing ADSDPP due for updating by the NCIP using the revised guidelines.

The project also mainstreams the ICCA Community Conservation Plans in the Municipal Land Use Plans of LGUs. The project worked with HLURB in revising the Planning Guidelines for LGU Development Planning that incorporates ICCAs. The guidelines will be applied by all LGUs with IP ancestral domain areas in their jurisdiction.

3.3.6 Sustainability

The Project is probably more relevant now than 6 years ago when it was originally designed. The success in piloting the ICCA model is most likely to increase demand from IPs. It has been confirmed to the evaluators that nowadays almost all CADTs want at least a percentage of their territories to be an ICCA. This is unfortunately not consistent with the existing capacities both at the national and CSO level to cope with the increasing demand. Therefore, the expected ICCAs long term and strategic planning is a fundamental sustainability tool that should be considered as a key legacy of the Project, stating national priorities for future ICCAs as well as follow up and strengthening from the ones created by the Project.

Socio-Economic Risks: Likelihood that benefits will continue to be delivered after project closure: Moderately Likely

By the time this report was issued, the Project did not have a clear exit strategy. Considering the time lost during the startup process, the team efforts were oriented towards achieving the expected outputs. Capacities developed at the site level mostly addressed ICCA registration, leaving a gap for capacity building related to implementing the CCPs and further consolidating the newly created ICCAs in areas such as governance, reporting, patrolling, sustainable livelihood opportunities. Therefore, there is a risk that after the momentum reached by the Project these communities' loose interest, as they do not see concrete benefits or change, and forget about the ICCAs over time. This is precisely why sustainability is highly dependent on mainstreaming ICCAs in CLUP and CDP, which only so far has only happened in few Project sites. In this context, most of the short-term sustainability relies in LRPs commitment and capacities to identify new opportunities to further collaborate with IP's in CDP consolidation and implementation.

Institutional Framework and Governance Risks: Likelihood that benefits will continue to be delivered after project closure: Moderately Likely

Almost all interviews point at the national policies such as the ICCA Bill as the most fundamental element for sustainability. The Bill has already been discussed twice by National Congress and proponents expected the results of recent elections to schedule the final submission for approval. Apparently, it seems that there is political support and interest to approve the Bill, however there is no clear indication about when it will happen. It is important to account that the Bill was originally discussed prior to the Project, it

received input and technical assistance during Project implementation and would surely need further support for its final approval.

The Project was able to start a mindset transformation among different key stakeholders, to position biodiversity conservation against other land use alternatives such as extractive industries. In this context, the Bill is relevant since it would clarify the lead agency and the institutional framework to scale up and move ICCA's registration forward. Sources agree that one of the highest risks for sustainability lies in the political buying for ICCAs, particularly from the NCIP whose endorsement to the process has been determinant so far. At this moment the NCIP has not assumed leadership of the process, and it seems that it won't be the case at least in the mid-term as institutional capacities are not in place and they were not able to include ICCAs in their budget.

The DENR-BMB has assumed this leadership temporarily until NCIP is ready, but it is not a sustainable option and has clear limitations as its current institutional mandate does not leave enough space to maintain a long-term in-depth engagement. Until the institutional framework is clear, the opportunity for sustained support in the short and mid-term is political and it will be certainly fueled by the increased reputation of the Philippines as a reference for ICCAs in the region. The country was selected as one of the few pilots worldwide where Aichi Target 11 will be assessed in light of recent developments.

Environmental Risks: Likelihood that benefits will continue to be delivered after project closure: Likely

The Project worked with national agencies for the issuance of policies addressing gaps in recognizing and supporting ICCAs. The studies and technical inputs supported by ICCA Project resources produced the revised ADSPP guidelines, HLURB supplemental guidelines interfacing Community Conservation Plans in the LGUs Comprehensive Land Use Plans, DENR guidelines on NIPAS recognizing ICCAs in Protected areas. These outputs are either in draft form or in final stages of preparation. The ICCA Project will complete the guidelines and manuals including drafts of the directives, circulars or administrative orders but actual issuances of the official directives to implement the policies may not be feasible by the end of Project and would need continuous accompany until they could be realized.

Financial resources: Likelihood that benefits will continue to be delivered after project closure: Moderately Likely

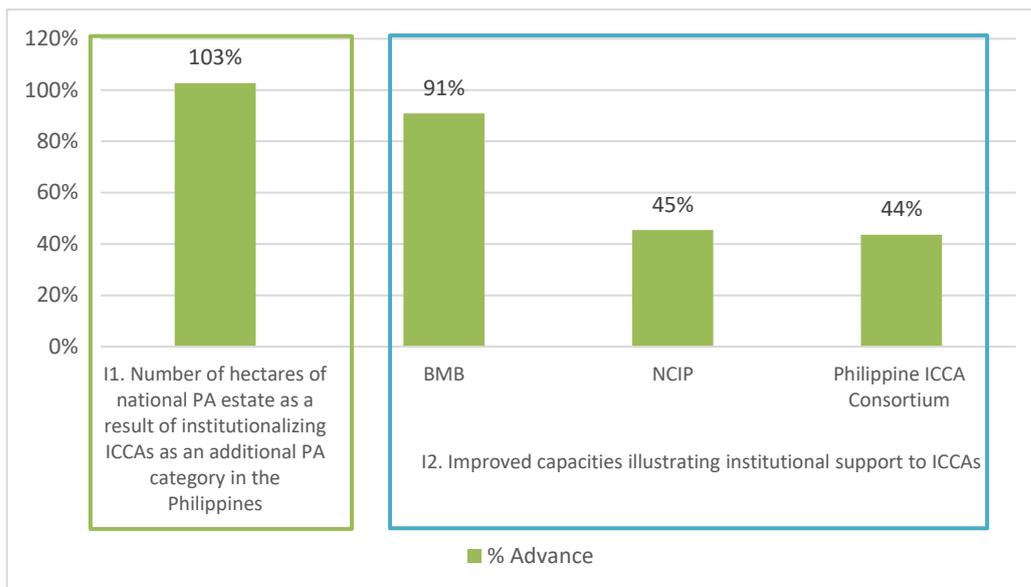
The most critical barrier for CADTs to achieve an ICCA will be financial, only those benefited from donors and international cooperation Projects may be able to undertake an ICCA registration. This is a reason to stress the need to ensure the approval and adoption of the guidelines proposed by the Project, which are key to scale up in a more efficient manner by facilitating that planning for ICCAs and CCPs are incorporated in the ADSDPP process.

Financial sustainability for ICCAS is still uncertain, and the Bill could facilitate mobilizing funding from national and local budgets. It has been confirmed that DENR-BMB are interested in incorporating ICCAs in regional budgets starting 2020, but this would need further lobby support to realize it. On the other hand, it has been confirmed that NCIP would not have a budget in the short and mid-term to support sustainability and replication. Key spaces such as BUKLURAN currently depend on the Project for funding and there are no perspectives to ensure basic means for operation in the short and mid-term.

3.3.7 Impact

The Project has achieved an even exceeded impact in relation to the most important Project indicator which is the “increase in hectares of national PA state as a result of institutionalizing ICCAS as an additional conservation category in the Philippines”. The Project target was exceeded by 2.66%, which means that additional 48,712 has. were added to biodiversity conservation and sustainable use of resources in the Philippines. This result alone should be considered remarkable giving the pioneering spirit of ICCAs and the limited availability of time and financial resources. Regarding Indicator 2 “Improved capacities illustrating institutional support to ICCAs”, partial results of progress have been shared to the evaluation team so far, however, according to the interviews there is clear indication that the target is likely to be achieved in the case of BMB.

Figure 9 Level of progress in the impact indicators of the Project



Source: PIR Project “Strengthening National Systems to Improve Governance and Management of Indigenous Peoples and Local Communities Conserved Areas and Territories”, 2018

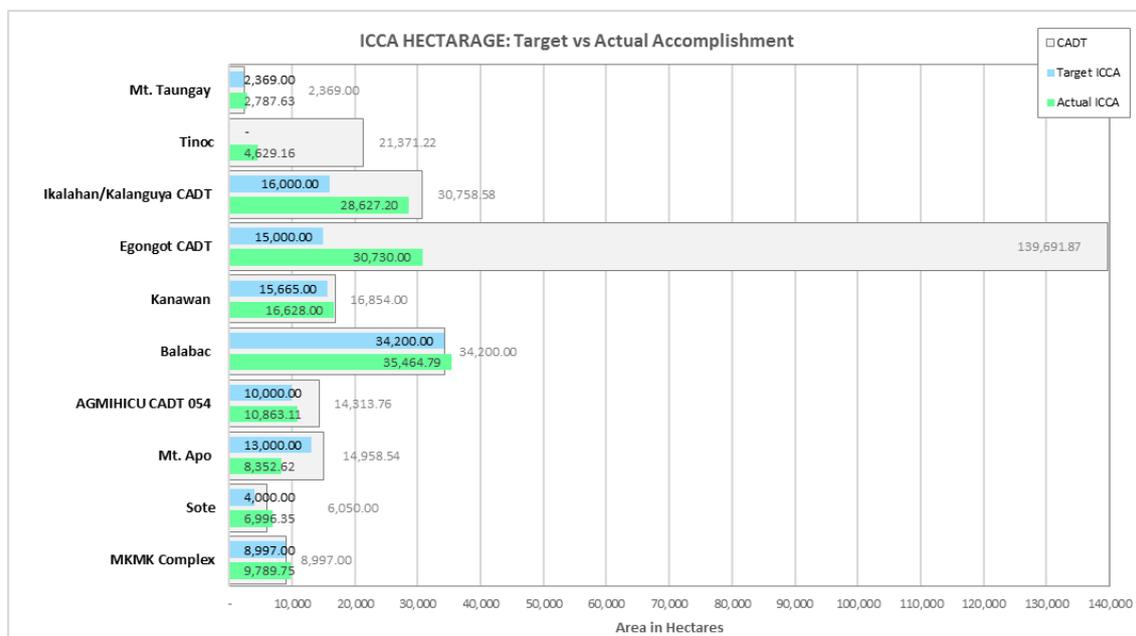
With respect to Indicator 2, as previously stated, there have been no changes yet because a new updated version of the capacity scorecard is expected. This is because the improvement of capacity scores from the baseline figures will be measured after all the capacity building interventions are conducted within 2018. Initial results on measurements on improved capacities available during the conduct of the Terminal Evaluation showed positive contribution to the capacities on management effectiveness of NIPAS PAs overlapping with Philippine ICCA Project sites in one of the three sites. This is the case of Bukluran, that achieved an increase in all 5 capacity areas and met its capacity targets.

Despite not having these measurements, the advances reported in the PIR 2018 account for: 1) DENR-BMB and NCIP capacity building inputs e.g. the training on ICCA documentation was conducted for staffs of BMB, seven DENR regional offices, provincial and CENRO level on 12-18 August 2018, and 2) NCIP, the participants trained on ICCA documentation were staffs from central, region, province and field level conducted on 16-22 September 2018. Activities for improving capacities of BUKLURAN (Philippine ICCA Consortium) implemented in the second semester of 2018 consisted of training on: ICCA documentation, paralegal, and DRRM. Training for the IP communities was also conducted to strengthen their ability to address threats on their ICCAs and resource mobilization trainings.

The greatest impact evidenced by the Project is the ICCA hectareage. According to the following graph, provided by the Project Team, it is evident that in 6 of the 10 Project intervention sites it has been achieved and even surpassed the stated objective. Such is

the case of Ikalahan / Kalanguya CADT and Egongot CADT, in both cases the goal is exceeded by 78% and 100% respectively. It is important to mention that even though the goal was exceeded by 2.66%, there are some ICCA sites that have not yet reached their respective target.

Figure 10 ICCA Hectarage: Target vs Actual Accomplishment



Source: Hectarage Report, May 2019

Beyond the logical framework, the Project was able to achieve increased awareness and visibility of ICCAs both in the Philippines and in the region, positioning itself as a leading country in terms of inclusive conservation. As an example of this, during the evaluation mission we were informed that at the same time there was a high-level mission from the Government of Myanmar visiting the Philippines to learn about their experience implementing ICCAs. The national partners such as BUKLURAN and PAFID have been recently invited to high level international meetings to share the Philippine’s experience and are now holding responsibility positions in global ICCA networks.

The Project accomplished an inclusive conservation model that combines traditional knowledge, science and technology. The testimonies received account for a respectful process of technology transfer that took place in two directions: IP’s were trained to use technologies for mapping, resource inventory and monitoring, but also scientist and technical staff from the different entities learned and respected indigenous knowledge.

The Project achieved an important impact in reducing the complexity associated with ICCA’s registration. It has left a clear methodological approach as well as a comprehensive guideline on how this registration process should be done, reducing

uncertainties and generating capacities for replication at the national and regional level. With this regard, it is also important to acknowledge that it allowed empowerment and strengthening of both IP's and its institutional framework.

The Project is recognized as a catalyzer that facilitated diminishing tensions and took key steps towards improving the perception and relationship between IP's and protected areas. Testimonies received at the site level, confirm that the whole process was determinant for IP's to renew and further strengthen its commitment towards biodiversity conservation. Inventories helped IP's realize the resources they own resulting in increased control, surveillance and enforcement.

4 CONCLUSIONS

1. The Project is highly relevant for the country; it is aligned with the government's objective to strengthen the conservation, protection and management of KBAs in the Philippines by institutionalizing Indigenous Peoples and Local Communities Conserved Areas and Territories (ICCAs) as a sustainable and cost-effective addition to the national PA estate, providing government's recognition for another layer of environmental protection over ICCAs.
2. It is one of the few ICCA's Projects worldwide financed by the GEF, offering important lessons learned, replication and scaling up opportunities. The Project should envision a growing demand across the country and perhaps the region to replicate and scale up the model generated. Therefore, capturing the lessons learned and systematizing the experience are key for the closing phase.
3. The Project contributed to strengthening IP's land tenure and traditional governance system, bridging their gaps and specific needs to strengthen the legal and institutional frameworks, as well as the capacities needed to effectively identify, map, recognize and support the governance and management of ICCAs.
4. The Project provides a cost-effective model for achieving the Aichi targets by mainstreaming the concept of inclusive conservation. This is a powerful combination of attributes for a biodiversity conservation Project, the results achieved and the learning curve acquired suggest that it is perhaps more relevant now than when it was originally designed as demand for ICCAs is likely to grow.
5. The Project has exceeded impact in its most important indicator: "increase in hectares of national PA state as a result of institutionalizing ICCAS as an additional

conservation category in the Philippines”. The total ICCA documented area is 154,868.60 hectares, expanding significantly the planned ICCA area identified during design (99,999 has) with the expressed interest of the IP communities to cover additional areas important for their traditional practices.

6. The studies and technical inputs supported by ICCA Project resources produced the revised ADSDPP guidelines, HLURB guidelines interfacing Community Conservation Plans in the LGUs Comprehensive Land Use Plans, DENR guidelines on NIPAS recognizing ICCAs in Protected areas. These outputs are either in draft form or in final stages of preparation.
7. The documentation process leading to the ICCA registry is replicable with the improved capacities of the key agencies and built capacity within BUKLURAN, NGOs and CSOs involved as Local Responsible Partners. The DENR and NCIP coordination was enhanced for implementing the ICCA approach within their respective mandates using regular budgets.
8. The Project should be acknowledged as a starting point for an improved relationship between the conservations sector and IP’s. It was implemented in a respectful manner, careful to follow an inclusive approach. Each IP received a customized and case by case management response, for which the role of LRPs was determinant to adapt the complexity associated with the technical and political aspects of ICCAs to the local and specific site-based realities.
9. The PMU demonstrated adaptive capacity to manage complexity with limited resources, mobilizing support and facilitating synergies between DENR, NCIP, NGOs and LGUs. It promoted the enabling environment and facilitating framework needed, nesting the ICCA process in the appropriate stakeholders without creating new or parallel institutions.
10. Two key results could be mentioned in terms of sustainability. Organizing the Philippine ICCA Consortium and the creation of an Interagency Working Group (IAWG) composed of NCIP, DENR BMB and FMB, and DA-BFAR and representatives of IP groups to continue the lobbying for support in the enactment of the ICCA Bill and providing technical assistance during congressional and senate committee meeting on the proposed ICCA bill. The Phil ICCA consortium or BUKLURAN and the IAWG increased public awareness on the importance of ICCAs in contributing to environmental conservation and protection.

11. In the opinion of key stakeholders, the Project design was highly ambitious, considering the limited resources available, the size and number of sites prioritized and the complexity associated with implementing ICCAs in the country's 7 ethnographic regions. Despite this, the Project was able to surpass expectations, its impact goes beyond the accomplishment of its intended results and indicators, as it was instrumental to strengthen IPs role in improved conservation of KBAs.
12. A major barrier encountered was the capacities of the ICCA stakeholders, starting with the National Commission on Indigenous Peoples or NCIP. The ICCA capacity requirements needed to be saw from what is entailed in making the ICCA concept work. Aside from the policy changes there was need for mapping, documentation of IKSPs and preparation of community development plans. The NCIP was not the only agency that needed to enhance its capacities. As implementing agency, the BMB also needed need to ensure that concerned personnel are not only knowledgeable about what has to be done (the policies and procedures), but also how these should be done in a culturally-sensitive manner.
13. In terms of implementation gaps, valuable time was lost due to a slow start up process, until April 2018 only 20% execution was reported. The pressure to implement and the absence of an exit strategy, did not allow sufficient time to address Project's sustainability.
14. Implementation demonstrated adaptive capacities but also certain delay in taking critical decisions that affected implementation during the first two years, such as hiring the PMU, due to the complexity of procuring such specific profiles with a limited budget. Two differentiated moments characterized the implementation. Although valuable time was lost at the beginning, the Project is now on track to achieve most of its intended results.
15. The Community Conservation Plans produced by the ICCA documentation identified revenue generating opportunities from safeguarding of the protected area by the ICs. Payment for Ecosystem Services opportunities from use of water for domestic, industrial or irrigation use was identified in the Bataan Natural Park. Development of eco-tourism as a sustainable income generating activity for ICCAs is another area for the development of PES. These opportunities entail complex technical and political challenges for the Project's sustainability and exit strategy.

5 LESSONS LEARNED

1. Projects aiming at changing, modifying or introducing policies that involves two or more National Government Agencies (e.g. DENR & NCIP) should be very conservative about targets and outputs. Decision making processes does not necessarily match the timing of GEF funded Projects. A Project such as ICCA may be able to feed, facilitate technical assistance and accompany decision making processes, however the final outcome and the timing to achieve a concrete result are out of the hands of a PMU or UNDP. The articulation of UNDP's project portfolio over time, allows synergies and opportunities to catalyze these investments, enabling projects building on previous interventions to provide a sense of process and articulated long term intervention.
2. The Project inception without a PMU as well as the delay setting up the PMU was reflected in the absence of a multiyear implementation plan stating what is relevant, possible and realistic with the resources available and anticipate early risks of implementation. Adaptive management requires project partners to be proactive in terms of adjusting planning to existing budget and changing environment. Such adjustment took place once the new team members joined the Project in 2018, but it should have been done before when it was evident that progress was not according to expectation.
3. Project partners should be proactive in terms of adjusting planning to existing budget and changing environment. If no MTR takes place, there should be at least a workshop to evaluate progress and start planning the exit strategy with all involved implementation partners. Leaving the exit strategy too close to the final evaluation leaves limited space and time for acquiring the necessary commitments and arrangements to ensure sustainability.
4. The LRPs proved to be an adequate implementation strategy in terms of ensuring a differentiated and case by case approach, involving other local actors in the process, however their institutional capacities were weak, consuming considerable time from the PMU to coach and encourage them to move faster and improve their delivery quality. The criteria for selecting and hiring an LRP could be revised to be more inclusive, adaptive and adequate to supply and site-based reality. When due diligence finds that a key and qualified candidate does not fill financial or administrative requirements to receive funding from UNDP, the Project should

consider incorporating this investment for strengthening partner's capacities as a means to ensure sustainability for the overall intervention.

5. Budgetary and market constraints make it very difficult and time consuming to hire the PMU. On one hand, projects demand very specific, multitasking profiles which are very difficult to obtain in the national market, the premise to find a candidate to meet diverse attributes, lead into a time-consuming recruitment.
6. Equal distribution of resources among sites is not necessarily fair distribution of resources because it does not reflect asymmetries and pre-existing gaps. Budget distribution among sites should respond to additional criteria such as accessibility, partner's consolidation, existence of other donors and Projects.
7. Internal procedures and differences among bureaus within agencies in implementing their respective mandates, results in delays or complete inaction to deliver or issue policy through Department Orders, Administrative Orders. The role of a focal person at the top management (Asst Secretary or Undersecretary) is important to shorten the time in issuing a policy directive. With this regard, the Project should have used the FASPS method for reporting financial utilization rate vs physical rate.
8. Supporting the provision of technical inputs for the ICCA Bill and other related bills in the legislature including lobbying helps mainstream the concerns of indigenous communities. The project succeeded in promoting dialogue among various stakeholders through the convening of an Inter-Agency Working Group that includes government agencies (DENR, NCIP), IP leaders, CSOs, Bukluran and NGOs. The discussion in the IAWG meetings provided clarifications on concerns of government representatives, NGOs/CSOs, IPs/ICs members on details of proposed legislations. The dialogue facilitated the process of the technical committee deliberations of the proposed ICCA Bill in Congress and Senate.
9. Success is not necessarily determined by the institution with the legal capacity or mandate, but rather with the one who shares the vision and commitment towards achieving the final goal. Even though it is not within its institutional mandate, the DENR assumed the leadership to continue implementing the project results e.g. hosting the ICCA National Registry, technical and logistics support to the Philippine ICCA consortium, and support to ICCA documentation process for official ICCA recognition/registration, while NCIP institutional capacity is being developed on these areas.

6 RECOMMENDATIONS

General recommendations	Responsible
1. The GEF should encourage other countries to design new ICCA projects based on the lessons and experience acquired in the Philippines, as they proved to be a cost-effective strategy for biodiversity conservation, targeting the most vulnerable and generating opportunities for improved governance over natural resources management.	GEF, UNDP, DENR-BMB
2. Site selection for future biodiversity projects should consider ICCA's as connectivity opportunities, offering cost effective core conservation areas framed under a wider landscape approach associated with the new GEF 7 Flagship Program on Food Systems, Land Use and Restoration. Other partners such as the Small Grants Program could also be critical to bridge the gap to create new ICCA's and implement the CCP's in the recently created ICCA'S.	GEF, DENR-BMB UNDP
3. Design of new ICCA projects should be careful to assess capacity gaps of NGAs, NGOs and IPs, to balance ambition with implementation risks and assumptions. New projects implementing ICCA's should consider appropriate budgets to further strengthen partner's capacities at all levels, as well as to overcome technology and accessibility constrains.	GEF, UNDP, DENR-BMB
4. Consider a closing event targeted to donors and key governmental agencies to present the sustainability plan and achieve concrete follow up commitments. It is important for ICCA's not lose the momentum and awareness generated by the Project. This is the final chance for the Project to present a successful pilot experience with the potential for replication.	Project Team UNDP
5. Be careful with last minute execution of livelihood funding in sites where resources were not allocated. Assist the local community in Dipaculao, Aurora to enter into partnership with private sector (Nestle Philippines) or NGO partner for the planned livelihood project (coffee production). Overall, the livelihood activities identified in the ten (10) ICCA sites Community Conservation Plans (CCPs) maybe considered for sustainable financing support in the design of future projects targeting the ICCAs. The design of new projects, e.g. Biodiversity Corridor conservation project may consider support to livelihood projects identified by the ICCAs to demonstrate feasibility/sustainability of priority livelihood projects to contribute to improvement of their economic conditions.	Project Team DENR BMB
6. Achieve a political agreement to clarify who will take the lead after the Project ends. There is a commitment by DENR- BMB to follow up on ICCA'S Project, until NCIP is ready to assume the lead. It is recommended to formalize this commitment defining its scope, extent and timeframe, as a tool to facilitate interinstitutional collaboration and provide a frame for resource mobilization.	Project Team DENR-BMB
7. The transition for NCIP to take the lead should be planned, a readiness process shall ensure systematically transfer of the capacities and tools needed to assume its mandate. Over time, NCIP should be ready to include ICCA's related costs and services in institutional budgets, leveraging support from other partners to scale up the ICCA model.	Project Team, DENR-BMB, UNDP

8. Considering that applying the METT is complex specially in the context of ICCA's and that some LRP's were technically weak, it could have been better if the PMU would lead the application of these tools directly with full participation from all LRP's. This could reduce subjectivity and align all sites into a homogenous interpretation on how to apply these tools in the context of ICCA's.	UNDP
9. The project produced several guidelines and procedures on documentation of ICCAs for official recognition and mainstreaming ICCA in national agencies and LGU's planning processes. These results including lessons learned should be distilled into knowledge products to be made available to project partners and relevant stakeholder groups	
10. The Project did not have a specific gender objective, although gender mainstreaming was encouraged, it was not sufficiently reflected in Project design; during implementation, guidelines and gender capacity related activities should be transferred to the LRP and other partners.	
11. The ICCA's exit strategy should be a long-term planning exercise involving a larger constituency, proposing strategic targets, implementation costs and concrete commitments to move the process forward. This should be a key space to achieve a political agreement to clarify who will take the lead after the Project ends, to follow up on key decision-making processes such as the ICCAs Bill, ADSDPP guidelines, ICCAs Registry. It should also propose how to keep alive participation spaces such as the Project Board, BUKLURAN and RIAC	Project Team, DENR-BMB, UNDP
12. Sustainability depends on mainstreaming ICCA's into the design of new projects and the ICCA establishment process (resource inventory, IKSP, mapping and boundary setting, community mapping, documentation, registration), should be in the line budgets of NCIP and DENR. BIOFIN could provide with a business case and negotiation tools for mainstreaming ICCAs in governmental budgets.	DENR-BMB
13. Continue to link the ICCAs to other BMB Projects that facilitates the establishment of Payment for Ecosystems Services (PES) for Projects included in the CCPs. The revenue flows from PES offers opportunities to sustain or expand the conservation and protection of ICCA areas. Engage the Biodiversity Friendly Enterprises Program and the Small Grants Program to support scaling up and sustainability the livelihood initiatives implemented in the ICCAs	Project Team DENR BMB
14. An advocacy campaign should be implemented for the passing of the proposed ICCA Bill in Congress and continue provision of technical support for the drafting of the Implementing Rules and Regulations of the ENIPAS law that was passed by the previous Congress. Assuming these will be politically approved, there should be a period to generate capacities, teams and institutional structures for supporting implementation.	DENR BMB