

Terminal Evaluation

UNDP Papua New Guinea

Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4)

Final Report

John Carter and Katherine Yuave

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Table of Contents

	Page
i. Project Overview	4
ii. Executive Summary	5
iii. Acronyms and Abbreviations	18
1. Introduction	20
1.1 Purpose of the Evaluation	20
1.2 Scope and Methodology	20
1.3 Structure of the Evaluation Report	22
2. Project Description and Development Context	22
2.1 Project Start and Duration	22
2.2 Problems that the Project Sought to Address	23
2.3 Immediate and Development Objectives of the Project	25
2.4 Baseline Indicators Established	25
2.5 Main Stakeholders	27
2.6 Expected Results	27
3. Findings	30
3.1 Project Design / Formulation	30
3.1.1 Analysis of LFA/Results Framework	30
3.1.2 Assumptions and Risks	36
3.1.3 Lessons from Other Relevant Projects Incorporated into Project Design	40
3.1.4 Planned Stakeholder Participation	40
3.1.5 Replication Approach	41
3.1.6 UNDP Comparative Advantage	41
3.1.7 Linkages Between the Project and Other Interventions Within the Sector	41
3.1.8 Management Arrangements	41
3.2 Project Implementation	42
3.2.1 UNDP and Implementing Partner Implementation / Execution, Coordination, and Operational Issues	43
3.2.2 Partnership Arrangements	47
3.2.3 Monitoring and Evaluation: Design at Entry, Implementation, and Response (Adaptive Management)	52
3.2.4 Project Financial Management	54
3.3 Project Results	57
3.3.1 Overall Results (Attainment of Objectives)	57
3.3.2 Relevance	64
3.3.3 Effectiveness and Efficiency	66
3.3.4 Country Ownership	70
3.3.5 Mainstreaming	71
3.3.6 Sustainability	72
3.3.7 Impact	74
	Page
4. Conclusions, Lessons Learned, and Recommendations	74

4.1 Overall Conclusions	74
4.2 Lessons Learned and Associated Recommendations for Future Initiatives	78
5. Annexes	84
5.1 Terminal Evaluation Terms of Reference	
5.2 Project Logical Framework	
5.3 Itinerary	
5.4 List of Persons Interviewed	
5.5 Summary of Field Visits	
5.6 List of Documents Reviewed	
5.7 Evaluation Question Matrix	
5.8 Evaluation Consultant Code of Conduct and Agreement Form	
5.9 Specific Case Studies	
5.10 MTR Recommendations and Status of Project Responses	
5.11 Report Audit Trail	

i. Project Overview

Project:	Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4).
UNDP Project Identifier:	GEFSEC (PIMS) ID #3954 - Atlas # 00079707.
GEF Project Identifier:	PIMS #3936.
Evaluation Time Frame:	November 1 - December 31, 2019.
Date of Evaluation Report:	January 9, 2020 (draft); March 21, 2020 (final).
Region:	Asia and the Pacific.
Country:	Papua New Guinea.
GEF Operational Program/Strategic Program:	GEF4: primarily BD-3 (strengthening terrestrial PA networks); also, to some extent, BD-1 (sustainable financing of PA systems).
Implementing Partner and other Project Partners:	Dept. of Environment and Conservation, Gov't of PNG (now Conservation and Environmental Protection Authority (IP); other partners: Bishop Museum; East and West New Britain provinces; Pomio District Development Authority; NGO intermediaries (James Cook University, Barefoot Community Services, OISCA, Mahonia Na Dari, Live and Learn, and Forcert); New Britain Palm Oil Limited; Hargy Palm Oil Limited; local communities in East and West New Britain.
Evaluation Team Members:	John Carter and Katherine Yuave.

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ii. Executive Summary

Project Title	Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4)		
UNDP Project ID (PIMS #)	PIMS 3936	PIF Approval Date:	Jun 29, 2009
Project ID	3954	CEO Endorsement Date:	Jun 29, 2011
ATLAS Business Unit, Aware # Project ID	00079707	Project Document Signature Date:	Aug 20, 2012
Country	Papua New Guinea	Date Project Manager hired:	June, 2013
Region	Asia and the Pacific	Inception Workshop date:	Aug 30, 2012
Focal Area	Biodiversity	Midterm Review completion date:	Nov 20, 2017
GEF Focal Area Strategic Objectives	BD-3 (strengthening terrestrial PA networks); BD-1 (sustainable financing of PA systems).	Project closing date:	December 31, 2019
Trust Fund	GEF4	Terminal Evaluation completion date:	December 6, 2019 (end mission)
Executing Agency/Implementing Partner	Conservation and Environmental Protection Authority (CEPA)		
Other execution partners	Bishop Museum; East and West New Britain provinces; Pomio District Development Authority; NGO intermediaries (James Cook University, Barefoot Community Services, OISCA, Mahonia Na Dari, Live and Learn, and Forcert); New Britain Palm Oil Limited; Hargy Palm Oil Limited; local communities in East and West New Britain.		
Project Financing	Type of Cofinancing	At CEO endorsement (USD)	At Completion / Terminal Evaluation (USD)
	Total - GEF	7,100,000	6,986,025.76
[1] GEF financing ^b	Total - Cash PPG	6,900,000 200,000	6,771,888.02* 214,137.74
[2] UNDP contribution ^b	Total - UNDP	2,000,000	447,324.85
	Cash	2,000,000	447,324.85
[3] Government ^c	Total-Gov	5,000,000	6,234,003
▪ DEC/CEPA	In-kind		352,730
	cash		63,361
▪ ENBPA	Parallel		289,938
▪ CEPA/Kokoda	Parallel	5,000,000	5,319,299
▪ WNB PA	Parallel		105,176
▪ Pomio DDDA	Cash		103,500
[4] Other- partners ^c	Total- Others	16,000,000	26,760,258
Australian Govt./Kokoda Initiative	Parallel-bilateral	14,000,000	26,640,600
NGOs	Parallel	2,000,000	84,848.48
Local communities	In-kind		16,880

Private sector	Parallel		17,930
PROJECT TOTAL COSTS:		30,100,000	40,427,611.61

*This figure includes the total of pending commitments until 2019 USD113,356.87

Project Description:

The project, Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea (CbFCCRM – GEF4; subsequently referred to as the “GEF4 project” in this report) has been underway for the last seven years and has formally ceased operations as of December 31, 2019 (with phase-out activities occurring until March 2020). Like all GEF projects at this stage, it has gone through a Terminal Evaluation (TE) over two months, the results of which are the subject of this report.

Terminal Evaluation Purpose:

The purpose of the evaluation has been to determine the ultimate progress in implementing the intended project actions and delivering expected project results, as well as assessing, in an objective and evidence-based manner (through review of project documents and participatory consultations with project partners and beneficiaries at project sites) the relevance, effectiveness, efficiency, sustainability, and impact of the project on the project partners and intended beneficiaries. The evaluation is also expected to inform future UNDP programming in PNG as other GEF projects continue to be implemented (GEF5) or initiated (GEF6) and also GEF7.

Overview of Project Structure and Partners:

The GEF4 Project was formally approved in August 2012 (ProDoc signature), although there was a relatively slow start, with the Project Manager being brought onboard in June 2013. The project was originally slated to finish in September 2019 (it was extended to the end of December 2019, after the Mid-Term Review - MTR). The project has been implemented by the PNG Conservation and Environmental Protection Authority (CEPA) as a NIM project, with full UNDP support (GEF funding of US\$ 6.9 million, with co-funding from UNDP, Government of PNG, and various other partners). The overall objective of the project has been to develop and demonstrate resource management and conservation models for landholding communities that effectively incorporate community-managed conservation areas as part of agreed national priorities with industry and government. This was expected to involve demonstration of how the development of a national conservation policy framework will contribute towards the establishment of a protected area system to better support community-managed protected areas. In the original design, there were four proposed outcomes, as follows:

- Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.
- Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.
- Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.
- Outcome 4: Capacity development and support for implementation of CA Management Plans.

The main project stakeholders are: Dept. of Environment and Conservation, Government of PNG (now Conservation and Environmental Protection Authority – the Implementing Partner); Bishop Museum; East

and West New Britain Provinces; Pomio Local Level Government and District Development Authority; NGO intermediaries (such as James Cook University, University of Queensland, Wide Bay Conservation Association, Secretariat of the Pacific Regional Environment Programme, Forest Trends, Bishop Museum, Binatang Research Center, The Nature Conservancy, Partners with Melanesia, PNG Institute of Biological Research, Barefoot Community Services, Organization for Industrial Spiritual & Cultural Advancement (OISCA), Centre for Environmental Law and Community Rights Inc., Mahonia Na Dari, Live and Learn PNG, and FORCERT); New Britain Palm Oil Limited; Hargy Palm Oil Limited; and, local communities in East and West New Britain (at least 15 new and existing WMAs, to include Klampun Conservation Association, Toimtop Conservation Association, and Tavolo Wildlife Management Area).

Background and Need for Project:

The GEF4 project came at a critical time¹ in the trajectory of biodiversity conservation in Papua New Guinea, as development pressures in the country seemed to be compounding (mining, logging, oil palm, road development), population growth and increased consumption were introducing new pressures in some areas, previous community efforts at conservation (through the original WMA gazetals 20-30 years ago) were languishing, and NGO/CBO involvement as conservation facilitators in different parts of PNG was starting to be seen with some cynicism. It could be argued that this situation made the GEF4 project both opportune and under extreme scrutiny (could it be effective? could it do things differently?). As noted by CEPA, the GEF4 project was the first of its kind that was considered to be a truly national initiative (not a project imported by international NGOs). As such, CEPA was willing to own the project and be responsible for its effective implementation (with UNDP support).

Key Evaluation Observations²:

Despite some initial delays, and ongoing capacity challenges at CEPA (which was unable to re-structure as planned³), activities in each of the four project components managed to get underway and gain traction. Only the Kokoda initiative and some efforts related to SEA/EIA and agriculture policy (as they related to conservation) were lagging and were eventually dropped (the MTR providing an independent recommendation for that, which was assumed with some relief⁴). This correctly allowed consolidation of project effort on the WMAs/CCAs in New Britain, where the intention was to have all policy initiatives within the project (the PA Bill and various PA financing mechanisms) and related capacity building properly anchored in gazetted CCAs, with the local communities up and running, with new management plans, alternative livelihood options, and sustainable financing all operational. The challenge, however, was the relatively late start to efforts in New Britain, and the need to cultivate partnerships and relationships to mobilize activities there.

¹ Prior to the GEF4 project start up, DEC stopped gazetting any PA (in the 1990s) due to settlement of a court case brought about by GEF2/ICAD in New Ireland; and, early termination of GEF3 was an added pressure. GEF4 is the first FSP implemented by DEC/CEPA. Soon after the endorsement of the 2014 PA Policy, DEC/CEPA lifted the ban to allow for new gazetals; i.e., Managalas Conservation Area and Inaina Wildlife Management Area (an indirect impact of the GEF4 project).

² Note that details and the evidence base are provided in the full report below.

³ Restructuring did take place later, with an interim CEPA board, appointment of 2 senior staff (deputy managing director and HR manager) and a revised organigram with new pay grade in place that were endorsed by the Department of Personnel.

⁴ Other indicators that were dropped, per approval of GEF and the Project Board, based on the MTR included: i) integration of the CEPA Act; ii) increased access to social services; iii) improvement in policy and regulatory structures for the national PA system, and continued increase in management capacity; and, iv) number and severity of instances in which CCAs are negatively affected by landuse or development decisions made by Government agencies. These are discussed throughout this evaluation report.

Nevertheless, despite not having the policies and legislation in place⁵, the project was successful in setting up the relevant partnerships and getting a significant number of WMAs, and communities proposing CCAs, into the gazettal process. The efforts to develop alternative livelihoods (mostly the cocoa export initiative) have been successful to the point of first exports being sent in December 2019, and several communities (in East New Britain) gearing up for cocoa production. Just as important is the degree of provincial and district engagement in these activities (now they must carry these forward, in the absence of the GEF4 project).

It is fair to say that the project was well-designed, appropriate and relevant, correctly situated (in New Britain), and engaging all the right partners (and their capacity has certainly increased, with project support). However, several things are “on-the-cusp”, about 80% of the way to completion, mostly needing government commitment to the proposed policies, legislation, and financing mechanisms, which in turn the local communities who are committed to conservation desperately want.

The various project attributes are ranked, according to the GEF rating system, in the table below:

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
1. Monitoring and Evaluation		
M+E Design at Entry	S	There was a quite elaborate institutional set-up proposed within DEC (now CEPA) that was designed to create management functionality, monitoring ability, and accountability for each of the four project outcomes. UNDP was expected to undertake the GEF M+E function within this arrangement. Therefore, a suitable M+E structure and associated reporting was expected to be in place from the beginning of the project.
M+E Plan Implementation	MS	The proposed structure within CEPA did not materialize; as a result, the Project Manager assumed a significant role in managing and monitoring project activities on a daily/weekly basis, which did function adequately for determining project progress. The establishment of UNDP staff positions in New Britain was a significant boost to maintaining project activities there, and frequent communication between them and the Project Manager allowed adequate M+E functions. Project reporting has been quite detailed with regard to partnerships and project results.
Overall Quality of M+E	MS	This defaults to the observations above, as they relate to actual M+E implementation.
2. IA and EA Execution		
Quality of UNDP Implementation	S	UNDP implementation involved the strong inputs of the Project Manager and staff in New Britain (especially in the last three years of the project) to shift momentum from the lagging outcomes (mostly Outcome 1) to more community engagement in developing the WMAs. This was an appropriate management direction and helped to secure results where they were most important: actual conservation efforts taking root with local communities.
Quality of Execution - Executing Agency	MS	CEPA has been challenged with the additional tasks of the GEF4 project on top of routine activities and other GEF project obligations (GEF5). As a result, it has been difficult to push all results from the national level

⁵ The Protected Area Policy was endorsed by the National Executive Council in Dec 2014, while the PAPIP was endorsed by the Department of National Planning and Monitoring in 2018 (evidenced by the inclusion of 2 million kina on protected areas in the 2019 national budget). The Project has facilitated for the endorsement (State Solicitor and Legislative Council) of the proposed Bill and prepared the submissions and re-submission to the Ministers (3 ministers within the span of a year) and the National Executive Council.

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
		outcomes to completion (such as the PA Bill, and gazetting all new and extended WMAs).
Overall quality of Implementation / Execution	S	Under the circumstances of very challenging logistics in PNG (common to all initiatives), and some internal issues related to management structure and partner engagement, the project still delivered significant technical outputs and created traction in all four components. The focus on local communities in New Britain, and developing working relationships and partnerships with provincial and district governments, was essential for demonstrating conservation principles that will eventually be taken up in policies and legislation (an example of adaptive management, but also cued by the MTR).
3. Assessment of Outcomes		
Outcome 1	MS	Policy and regulatory instruments have been developed after extensive consultations, and these reflect leading edge approaches to conservation (in terms of community-based systems and financing mechanisms). However, full government and political support is now required to implement these approaches fully ⁶ . Capacity of various levels of government, with regard to conservation planning and management, has certainly increased with project support.
Outcome 2	S	With the original target revised downwards (500,000 ha), the amount of potential protected area in play (in New Britain, developing management plans, having full community support, and engaged in the gazettal process) is significant and encouraging. CEPA and whole-of-government support (at all levels) is now key to completing the gazettal process and opening up further technical and financial support to WMAs/CCAs.
Outcome 3	S	The focus of the GEF4 project on local community conservation areas in New Britain in the last three years has helped existing WMAs to reorganize themselves and engage in the gazettal process. Most communities show strong commitment to conservation and have sharpened their skills with regard to community organization and ability to develop alternative livelihoods. However, they are vulnerable to a gap between projects, as local government takes time to develop their technical and financial resources (so that they can effectively support local communities in their conservation efforts).
Outcome 4	MS	As noted above, the increased engagement of the project with government, the private sector, and local communities in New Britain has helped to increase capacity for conservation planning, at least, and helped to clarify the management requirements for effective conservation. Without completion of the gazettal process and full introduction of new livelihood schemes (now just getting mobilized with project and local government support) and other sources of local community financing ⁷ , this component still needs significant support from all levels of government ⁸ .
Effectiveness	MS	There are variable rates of achievement of project targets throughout the four components (noted in the details above). It can be said that the project has put the policy and regulatory instruments “on-the-cusp”

⁶ Note that other foreign assisted projects are also working with CEPA. JICA (Biodiversity Project) leads, with the establishment of the National Conservation Council.

⁷ Through GEF4 project, the first 500 kg of high-grade cocoa were sold at K17.26 per kg. Payments have reached the bank accounts of all 104 individual cocoa farmers facilitated through the East New Britain Savings and Loan Society Ltd.

⁸ CEPA has a key role; as the functions for conservation have not yet been decentralized to the sub-national governments.

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
		(ready to be implemented) and mobilized local communities in New Britain for a “refreshed” effort at habitat management and biodiversity conservation.
Efficiency	MS	A significant part of project expenditures went to consultants and travel, as well as learning/ training events. These were very much focused on delivering outputs that would support proposed outcomes. The consultancies, by their nature, would tend to be efficient, with a clear focus on specific actions and deliverables (although not embedding the experience within the project partners). The training initiatives also would have a degree of efficiency associated with specific topics, participants, and locations, although the engagement of too many participants and perhaps involving some who might have been peripheral to the topic, would reduce the value-for-money of these kinds of initiatives. Inefficiencies associated with project actions would be evident in the requirement for different layers in project planning and implementation: national level/ PMU, down to the provinces, and then on-the-ground in the WMAs. This kind of inefficiency is unavoidable in PNG, given the communication and travel logistics, and the actual effort required to make things happen on the ground (so, an inevitability, rather than an inefficiency, but something that can be well-planned and optimized, to reduce project staff time and transaction costs).
Relevance	R	The project has been totally relevant, in design and implementation, in terms of conservation planning and management needs (globally, nationally, locally, and within the relevant institutions). It is led and driven by CEPA, representing the Government of PNG. Further, the project has been completely aligned with the GEF4 theme and the focus on strengthening PA networks (but, less successful with the sustainable financing aspect).
Impact	M	There are no baselines or benchmarks to assess the quality of habitats and biodiversity status in the areas where the project has been engaged (so, it is difficult to assess the impact of the project on areas that are owned and managed by local communities). However, anecdotal information and observations made during the mission to New Britain certainly suggest that existing WMAs are in quite good condition, if not pristine (however, still facing threats from agro-industry initiatives). One of the main benefits of the project has been the apparent ongoing community commitment to maintain the habitat integrity of the areas that fall under their control as WMAs (whether gazetted or not). This area in New Britain totals at least 434,116 ha (within 17 existing and proposed WMAs) and a smaller amount in the Owen Stanley Range (the Kokoda Track). These forest habitats have significant plant and wildlife diversity, of importance on a global scale.
Overall Project Outcome Rating	MS	There has been significant progress in developing the policy and regulatory instruments for PA development and management (but needing full endorsement and implementation). A significant total area of WMAs, in New Britain (434,116 ha, in 17 WMAs), has been brought into the gazettal process, with improved management plans and evident landowner commitment to the conservation process, aided by project initiatives supporting alternative livelihoods. Further, the capacity of all conservation partners in the project has been elevated, and the working relationships between different levels of government and local communities seems to be more functional than in the past, with technical and financial commitments to conservation and livelihood development being made at all levels.
4. Sustainability		
Financial Resources	ML	There is increasing evidence of financial support coming from the national

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
		government, provincial and district governments, some private sector entities, and also some local communities (with their own resources).
Socio-political	L	The conservation efforts are firmly embedded in policy intent at the national and sub-national levels and in the long-standing community philosophies and attitudes regarding conservation of their own lands.
Institutional Framework and Governance	L	All the pieces are in place with the imminent passage of the PA Bill, the re-orientation of Provincial offices to better reflect environment and climate change needs, and the development of appropriate management plans for the WMAs involved in the project.
Environmental	L	The community efforts are almost all aligned with environmental sustainability of community initiatives, and the security of the WMAs, expected with their gazetting, will ensure maintenance of pristine forest (and coastal) habitats.
Overall Likelihood of Sustainability	ML	There is increased institutional capacity and evident willingness to push for the passage of the PA Bill and to complete the gazettal process for the WMAs and proposed CCAs engaged with the project. Further, there are encouraging signs of financial commitments (from the national government, provincial and district governments, some private sector entities, and even local communities) that will help with the development of alternative livelihoods and increased community incomes, which will in turn help local communities with their conservation efforts.

*The obligatory rating scales are as follows: *Ratings for Outcomes, Effectiveness, Efficiency, M&E, and I&E Execution*: 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. *Relevance Ratings*: 2: Relevant (R); 1: Not relevant (NR). *Impact Ratings*: 3: Significant (S); 2: Minimal (M); 1: Negligible (N). *Sustainability Ratings*: 4: Likely (L): negligible risks to sustainability; 3: Moderately Likely (ML): moderate risks; 2: Moderately Unlikely (MU): significant risks; 1: Unlikely (U): severe risks. *Additional ratings where needed*: Not Applicable (N/A); Unable to Assess (U/A).

** Full explanations are provided throughout this report, in the relevant sections.

Global Environmental Benefits Generated by the Project:

One of the main benefits of the project has been the apparent ongoing community commitment to maintain the habitat integrity of the areas that fall under their control as WMAs (whether gazetted or not). This area in New Britain totals at least 434,116 ha (within 17 existing and proposed WMAs) and a smaller amount in the Owen Stanley Range (the Kokoda Track). These forest habitats have significant plant and wildlife diversity, of importance on a global scale.

Lessons Learned and Recommendations:

The GEF4 project has come to an end, and as such there is no further scope for re-jigging or re-directing anything related to the project. The legacy of the project sits with the government agencies, local communities, and project partners, who have all changed over the course of the project and have both positive and negative experiences to bring to future conservation actions⁹. The review of documents and consultations during the evaluation provided an opportunity for reflection and noting lessons learned, about project design and implementation, as well as community-based conservation in general. The observations of the project partners and the evaluators were noted and organized as a series of lessons learned and recommendations (in response to the lessons) that may inform future conservation initiatives in PNG. These are documented below.

⁹ GEF 5 and GEF 6 projects can contribute also to continuity of legacies; e.g., the cocoa initiative has a new partner via Tachibana who has a market demand for more cocoa than can be provided by the New Britain island and other GEF sites.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
Immediate Actions to Sustain or Reinforce Benefits of the Project.			
1.	Pass the draft PA Bill. It is recommended that both CEPA and UNDP to engage more actively with ministers, Members of Parliament, and the Prime Minister “if possible”, to encourage quick adoption of the draft PA Bill, before further time is lost, and cynicism sets in. The concerns of private sector lobbyists need to be set aside for the sake of effective conservation in PNG.	CEPA and Parliament. UNDP in supportive dialogue at RR level to Minister for Environment and related resource Ministers. .	Dec 2022.
2.	Prioritise quickly gazette of WMAs and proposed CCAs facilitated by the project. This gap can be taken by GEF6.	CEPA.& ENB/WNB Provincial Administration with active CBOs where respective WMAs are located. GEF 5 can consider management plans in training component with CEPA.	In 2022
3.	With the lack of sufficient technical and financial support, it is recommended to establish more cohesive and coordinated system to continue support the development of provincial institutions that are mandated for conservation. The provincial offices and their functions provide a critical link between national government agencies; districts and local communities, therefore, engaging provincial offices in all project activities that go to local communities, so that their bridging/facilitating role is enhanced ¹⁰ .	CEPA; Provincial offices; GEF6.	In 2021.
4	Developing wide-scale work by CEPA and NGOs and CBOs on conservation areas in the hinterlands (higher altitude forested areas) in West New Britain and East New Britain (Baining, Nakanai, Whiteman range). It is recommended that this effort is initiated with review of the recent biodiversity surveys and detailed analysis of recent GoogleEarth images. Ultimately, the large size and contiguity of forest habitats (evident in the hinterlands) will have a bigger biodiversity impact than the smaller WMAs and CCAs, and should therefore be given more attention ¹¹ .	CEPA and active NGOs/CBOs. East & West New Britain Provincial Administrations and Pomio District Administration	In 2022.

¹⁰ Due to fiscal difficulties in PNG, most provinces have a joint division or unit with conflicting mandates covering forestry, mining, environment, conservation, and climate change. The Provincial Administrations of East and West New Britain have gone through a restructuring process to establish a separate environment and climate change unit/branch with 3-4 dedicated staff: West New Britain-Division of Forestry, Climate Change and Environment, effective as of January 2020; and, the Forestry, Environment and Climate Change Program under the Division of Agriculture and Livestock with ENB provincial administration was created in year 2000. CEPA has been advocating for the increased functions of these divisions

¹¹ Supported by GEF4, the Via River Catchment (150,000 hectares) is a proposed PA in the Whiteman Range which encompasses a transect area (150,000 hectares) from the ridge to reef. Also, wide-scale conservation areas in the Owen Stanley Range are being pursued under the umbrella of the UNESCO World Heritage Site tentative listing through the Kokoda Initiative. A separate

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
5	Support CEPA and provincial/district governments to develop ecotourism profiles and feasibility studies for each community site in New Britain, being realistic and specific about opportunities, and identifying the required infrastructure and services ¹² .	CEPA; Provincial and District Governments. Possible uptake by GEF6. CEPA can use the GEF 4 generated Payment of Ecosystem Services (PES) Study Report and take up recommendations on tourism with the East New Britain Provincial Administration.	2020-2021.
6	Develop business models for each local community venture (within those communities who have been involved with the GEF4 project), to properly understand viability, timeframes, required investments, potential profits, and benefit sharing associated with such initiatives as cocoa exports, market gardening, ecotourism, etc. (there is scope here for being more expansive and creative about potential business opportunities in the communities, such as insect collection and sales). it is recommended to consider encouraging more WMA accountability for revenue flows related to such ventures (a little more transparent) while ensuring that there are no lapses with the current cocoa export initiative (maintain export flows to meet buyer expectations) ¹³ .	Provincial and District Governments; active NGOs, CSOs. GEF6 can take up some of this.	2020-2022
7	For any future involvement in conservation area, it is recommended to reduce the involvement of intermediaries for community conservation and alternative livelihood initiatives, since they increase the cost of project delivery (and it is not always clear that there is added value from them) ¹⁴ .	Notwithstanding notations above, Provincial and District Governments should try to assume more of the engagement with communities. Building capacity for Community Based Organisations is crucial for sustainability purposes as well.	2020 -2023.
8.	Communities are encouraged to develop more specific action plans for their conservation activities (monitoring and evaluation of their	CEPA; WMAs; Provincial and District Governments. Encouragement on use of	2020 onwards.

UNESCO WHS application for the Nakanai Range is being pursued by CEPA and James Cook University wherein WMAs and CCAs in Pomio District are presented as a network of protected areas.

¹² ENB still favours the Rabaul area for tourism development, given the heavy investments required for infrastructure development elsewhere in the province, including Pomio District. Despite this, Pomio District is going ahead with some infrastructure improvements to facilitate increased tourism. In West New Britain, the Coral Triangle Initiative continues to support the province to complete the Nature-based Tourism plan and policy.

¹³ A comprehensive value chain analysis and action plan was developed for the cocoa initiative, to help sustain it, and new solar dryers continue to be built in ENB, so this promising.

¹⁴ As part of the documented lessons learned on GEF4, the community-led partnerships pioneered by GEF4 with communities (Klampun, Toimtop, Tavolo) have gained more benefits, compared to those managed by NGOs or intermediaries; particularly for onsite implementation.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
	WMAs), since at the moment, the status of their protected areas is often unclear and based on subjective perceptions. As noted previously, a time-series of GoogleEarth or drone images of each conservation area (updated every two years) could be developed ¹⁵ . These can then be housed in the PA Registry at CEPA. Youth in these communities could be engaged in science projects related to conservation and biodiversity monitoring (youth in several communities that were consulted expressed keen interest in doing this). Related to this, if there are specific zones or land use plans in the community conservation management plan, there is a need to set capacity limits for all activities within those zones. This means limiting the number of people or number of activities in specific zones.	drones for landuse planning and implementation via Provincial Lands Officers incorporating conservation as an important land use.	
9.	It is beneficial to consider volunteer-type people working in the communities at least 3-4 weeks at a time and 4-5 times per year, if more technical support to be provided to local communities (whether conservation-related or addressing alternative livelihood development), that will help creating traction and develop effective working relationships.	WMAs; Provincial and District Governments; active NGOs/CSOs.	2020 onwards.
10	Encourage setting up exchanges between WMAs/CCAs in New Britain, to disseminate the lessons learned (good and bad experiences) to all communities interested in conservation and developing alternative livelihoods.	CEPA; GEF6; WMAs.	2020 onwards.
GEF Project Processes.			
11	For future, it is recommended to accurately assess the progress in building capacity through tracking all training events as a separate file, with topics, name of trainer, names and gender of trainees, and their positions/affiliations at the time of training (for ease of tracking capacity-building programmes).	UNDP; CEPA; GEF6.	2021
12.	In all future project performance reporting, do not revert to ‘cumulative’ to show previous achievements; retain a record of project achievements for each specific year (otherwise, future evaluations will have to revert to “forensic” review to determine project accountability for annual workplans, as these details will remain obscure). Also, be clear in reporting what has actually been done and	UNDP.	2020 onwards.

¹⁵ There has been active support to training and drone deployment, and this holds good promise for habitat monitoring.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
	achieved; avoid aspirational statements about results expected in the future.		
13.	Review gender action plan to clarify on the level of women engagement and their role in the project and ensure a project reporting system includes gender disaggregated data ¹⁶ .	CEPA; GEF6; UNDP.	MARCH 2021.
14.	The METT scoring system for PA management effectiveness is a “given” with GEF conservation type projects and is intended to help track progress during a project and also supposedly to allow comparisons between projects and countries. The METT experience with the GEF4 project, however, was mixed ¹⁷ . On the one hand, the report on METT scores in 2017 is a very useful “round-up” of PA status throughout PNG, based on the perceptions of the communities associated with these protected areas. On the other hand, there were issues with how questions were perceived, as well as how the answers were obtained (in a workshop format, without clear on-the-ground verification ¹⁸). A true measure of PA management effectiveness is the area and quality of habitats and biodiversity in specific areas (this information being obtained scientifically and objectively). While many of the discussion points in the METT system are relevant and interesting, the evaluators believe it is important to introduce actual evidence of PA management effectiveness into the METT observations and scores (for example, drone images, or time-series of GoogleEarth images). Further, the utility of the METT scores is greatly increased when each WMA/CCA, or institution, develops a specific action plan directly responding to the constraints and issues evident in the scores. In other words, the METT scores and apparent constraints are reviewed with the WMAs, and responsive action plans are	CEPA; UNDP; GEF6; WMAs.	2020 onwards.

¹⁶ There are other categories of potential beneficiaries that also need to be included in disaggregated reporting; such as the disabled, youths, amongst others. Furthermore, the cultural dynamics of patrilineal and to some extent matrilineal communities should not be ignored in considering gender issues.

¹⁷ After the METT exercise with SPREP, the project introduced, through a South-South arrangement with UNDP Philippines in 2016, an initiative on how the Department of Environment and Natural Resource has used this instrument to come up with their strategy for the National PA system; e.g., tying down the updated POWPA map and results of 2017 METT, including tweaks introduced, that can be applied to a range of PA types. The results of the National Ridge to Reef conservation assessment (the updated national prioritization exercise) influences the investment for future conservation areas in PNG; e.g., Bismark Range to include Madang Lagoon – USAID, GEF6; Western and Eastern Highlands – GEF7 STAR, East and West New Britain – GEF7 Impact.

¹⁸ Due to costs, on-the-ground verification was limited, but carried out by SPREP with CEPA on selected sites.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
	developed ¹⁹ .		
Forward-Looking Technical and Institutional Actions (addressing observed community needs).			
15.	Based on field observations made during the evaluation, it is recommended to undertake a feasibility study (one site, as a pilot) for mini or micro-hydropower (using a horizontal Straflo-type turbine in the river). Also based on field observations, it is recommended to examine the feasibility and develop gravity feed water systems in all project communities where this seems practical (simple plastic pipes coming from the river, streams, or springs) and feeding a community water storage tank, and then individual household feeds ²⁰ .	WMAs; active NGOs/CSOs; Provincial and District Governments. Possible support from GEF6 (and CEPA and other national agencies, regarding tax options).	2020 onwards.

¹⁹ In the earlier METT exercise, a specific action plan for each individual PA was incorporated into the PNG METT to bring together the analysis on threats and 30 questions (taken from Philippine's approach). In the discussions after each METT exercise, the top 3 priority actions are tied to the implementation of respective management plans (good; then this needs to be regularly checked and updated).

²⁰ While not in the purview of GEF4, these legitimate observations might inform other donors and the communities themselves.

iii. Acronyms and Abbreviations

ADB	Asian Development Bank
ATLAS	UNDP's project management system
BD	Biodiversity (within the GEF themes)
CA	Conservation Area
CAMC	Conservation Area Management Committee
CAR	Comprehensive, Adequate, Representative
CbFCCRM	Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea
CBO	Community-Based Organization
CCA	Community Conservation Area
CEPA	Conservation and Environment Protection Agency
CEPF	Critical Ecosystem Partnership Fund
CSIRO	Commonwealth Scientific and Industrial Research Organization (Australia)
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
DEC	Department of Environment Conservation (PNG)
DSA	Daily Subsistence Allowance
EIA	Environmental Impact Assessment
ENB	East New Britain
ESEG	Environmentally-Sustainable Economic Growth
GEF	Global Environment facility
GIS	Geographic Information System
HPOL	Hargy Palm Oil
ICAD	Integrated Conservation and Development (in PNG)
IP	Implementing Partner
JCU	James Cook University (Australia)
JICA	Japanese International Cooperation Agency
KI	Kokoda Initiative
LFA	Logical Framework Analysis
LLG	Local Level Government
METT	Management Effectiveness Tracking Tool
MTR	Mid-term Review
NB	New Britain
NBPOL	New Britain Palm Oil
NGO	Non-governmental Organization
NIM	National Implementation Modality
OISCA	Organization for Industrial, Spiritual and Cultural Advancement (PNG)
PA	Protected Area
PAB	Project Advisory Board
PAPIP	Protected Area Policy Implementation Plan
PES	Payment for Ecosystem Services
PIR	Project Implementation Review
PMU	Project Management Unit
PNG	Papua New Guinea
PPG	Pre-Project Grant
PRF	Project Results Framework

ProDoc Project Document (UNDP)

RCU	Regional Coordination Unit (Bangkok)
REDD	Reducing emissions from deforestation and forest degradation
RTA	Regional Technical Advisor (GEF, Bangkok)
SEA	Strategic Environmental Assessment
SGP	Small Grants Programme
SPREP	South Pacific Regional Environment Programme
TE	Terminal Evaluation
TNC	The Nature Conservancy
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
WMA	Wildlife Management Area
WNB	West New Britain

1. Introduction

1.1 Purpose of the Evaluation

The project, Community-based Forest and Coastal Conservation and Resource Management in PNG (CbFCCRM – GEF4; subsequently referred to as the “GEF4 project” in this report) has been underway for the last seven years and has formally ceased operations as of December 31, 2019 (with phase-out activities occurring until March 2020). Like all GEF projects at this stage, it has gone through a Terminal Evaluation (TE) over the last two months, the results of which are the subject of this report.

The purpose of the evaluation has been to determine the ultimate progress in implementing the intended project actions and delivering expected project results, as well as assessing, in an objective and evidence-based manner (through review of project documents and participatory consultations with project partners and beneficiaries at project sites) the relevance, effectiveness, efficiency, sustainability, and impact of the project on the project partners and intended beneficiaries²¹. The evaluation is also expected to inform future UNDP programming in PNG as other GEF projects continue to be implemented (GEF5) or initiated (GEF6), and also to address the following:

- to promote accountability and transparency, and to assess and disclose the extent of project accomplishments;
- to synthesize lessons that can help to improve the selection, design and implementation of future GEF financed UNDP activities;
- to provide feedback on issues that are recurrent across the UNDP portfolio and need attention, and on improvements regarding previously identified issues;
- to contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefit; and,
- to gauge the extent of project convergence with other UN and UNDP priorities, including harmonization with other UN Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan (CPAP).

1.2 Scope and Methodology

GEF project terminal evaluations are required to follow a well-defined template in terms of scope and approach, as well as reporting of evaluation results. In the first instance, the terminal evaluation was structured to determine and report on the following project attributes and performance criteria, using the obligatory GEF rating scales²², as follows:

1. *Monitoring and Evaluation*: M&E design at entry; M&E plan implementation; and, overall quality of M&E.
2. *Implementing Agency and Executing Agency Execution*: quality of UNDP implementation; quality of execution – Executing Agency; and, overall quality of implementation/ execution.
3. *Assessment of Outcomes*: relevance; effectiveness; efficiency; and, overall project outcome.

²¹ The evaluators also developed four knowledge products that document success stories and lessons learned from the project – see Annex 5.9.

²² The related obligatory rating scales are as follows: *Ratings for Outcomes, Effectiveness, Efficiency, M&E, and I&E Execution*: 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. *Relevance Ratings*: 2. Relevant (R); 1. Not relevant (NR). *Impact Ratings*: 3. Significant (S); 2. Minimal (M); 1. Negligible (N). *Sustainability Ratings*: 4. Likely (L): negligible risks to sustainability; 3. Moderately Likely (ML): moderate risks; 2. Moderately Unlikely (MU): significant risks; 1. Unlikely (U): severe risks. *Additional ratings where needed*: Not Applicable (N/A); Unable to Assess (U/A).

4. *Sustainability*: financial resources; socio-political; institutional framework and governance; environmental; and, overall likelihood of sustainability.

In addition to evaluating the project itself, the extent to which the project has been successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender aspects, were assessed. There was also an assessment of the extent to which the project has achieved impacts or has progressed towards the achievement of impacts. The evaluation effort also included documentation of lessons learned (see Annex 5.9²³), overall conclusions, and recommendations for ongoing UNDP programming within relevant themes.

The evaluation was undertaken in a constructive and participatory manner, to allow opportunities for all project participants and beneficiaries encountered to contribute to the process, fully informing the observations and recommendations of the evaluation. This information was then reconciled to the progress noted in project progress and technical reports (a process of verification of evaluation observations and triangulation to ensure objective and evidence-based evaluation results). The two key thrusts of the TE were examination of the original project structure and design, and examination of the actual achievement of the defined performance indicators related to the four project components, as well as assessment of the operational and management aspects around all of this.

The evaluation was guided by the various documented operational principles to undertake it properly (articulated in the various UN standards and manuals) – see Annex 5.8. These include the following (with the international consultant’s interpretation of the various principles²⁴):

- Independence (the consultants undertook all discussions/meetings with project participants and beneficiaries without interference or “guidance” from third parties);
- Impartiality (the consultants had no previous connections to the project being examined, and entered the terminal evaluation without any pre-conceptions or biases);
- Transparency (the evaluation process was defined and discussed with all participants, and has no hidden agendas);
- Disclosure (starting points and perceptions of consultants were noted as they become apparent; first impressions during the evaluation were at times provided to participants for verification and feedback);
- Ethical (all evaluation processes and forms of engagement were undertaken with respect, with time given to allow inputs from all participants, without critical commentary);
- Partnership (while the evaluation was undertaken by the evaluators, the project participants and beneficiaries were considered to be partners in a collaborative and constructive process that could help shape future initiatives);
- Competencies and Capacities (the evaluators, it is believed, brought adequate experience and skills to the process to legitimize the evaluation observations and recommendations);
- Credibility (there has been a clear linkage between observations and evidence, anchored in the document review and participation of all project participants/ stakeholders in the evaluation); and,
- Utility (the evaluation observations and recommendations are intended to serve a greater purpose, shaping future programmes of a similar nature).

²³ A separate study of lessons learned was also undertaken by the project, and that report has just been released; March 2020.

²⁴ The terminal evaluation was undertaken by an international consultant and a national consultant.

The evaluation principles focused on developing an accurate description of the project (original design and expectations, and progress to date, as noted in documents and reflected by participant/beneficiary perceptions) and a clear understanding of the perspectives of the various stakeholder groups associated with the project (whether they designed the project, delivered it, administered activities, were trainees, were ultimate beneficiaries, whether donors, civil society, Government, etc.). In other words, the evaluators focused on understanding the differences between the various groups, to accurately interpret their statements and observations, to properly document the relevance and progress of the project. The evaluation questions, or talking points, were then selected and framed to reflect the nature of engagement of each stakeholder group with the project, to maintain relevance of the evaluation dialogue at all times (see Annex 5.7). The project performance indicators served as an anchor for the evaluation dialogue (for example, what do stakeholders believe is meant by the indicators? what evidence can they provide for their achievement? what is their personal or institutional stake in developing partnerships and their perception of the potential for sustainability? etc.).

In addition to the specific lines of discussion, participants/stakeholders were given an opportunity to add any other details that they felt would contribute to the terminal evaluation process. For example, all stakeholders were given an opportunity to comment on the constraints and successes of the project, and to propose what they think might have been (or could be) more effective alternatives, which could then be considered in development of recommendations for future projects/programmes. In doing this, the evaluators were sensitive to the positions and perspectives of all stakeholders. It was clarified that no specific individuals would have comments, observations, or criticisms attributed to them, to encourage their unconstrained involvement in the evaluation process.

All evaluator observations from the interviews, focus group discussions, and field observations were triangulated (ground-truthed) by asking the same questions in several ways and verifying answers with information in documents and comments from other stakeholders. The evaluators' observations were therefore well-grounded in the facts of project progress to date, rather than just the perceptions of people who have been involved. Evaluator objectivity was maintained throughout the whole process, but with their collective experience and judgment guiding the direction of discussions, to pursue specific points or seek clarification, as needed.

The evaluation started with review of project documents in October 2019 (see Annex 5.6 for the list of documents that were reviewed) and then initial meetings and consultations in Port Moresby (November 15 - 20), followed by consultations and site visits in New Britain (November 20 – December 4). Follow-up meetings and a Project Board presentation of initial observations and recommendations were undertaken December 5 – 6). Annex 5.3 shows the mission itinerary, Annex 5.5 the overview of field visits, and Annex 5.4 includes the list of all persons who were present at evaluation meetings and consultations²⁵. Four case studies were developed to highlight lessons learned in specific areas (see Annex 5.9). In this final report, the audit trail (showing the evaluation consultants' responses to queries and observations made by project partners on the draft report) is included as Annex 5.10.

1.3 Structure of the Evaluation Report

See the Table of Contents for the detailed structure of this report. There are six main sections to the report, including:

²⁵ Note that all people present at meetings and consultations are listed here; however, not all these people actually spoke, although they were given the opportunity to do so.

- overview of the project and the development context (examining the rationale and need for the project);
- evaluation findings related to project design and formulation (determining whether or not the project was designed and structured in a manner to correctly respond to the needs identified in the pro-project phase)²⁶;
- observations on project implementation (looking at the institutional structures and processes in place with all project partners to effectively deliver the project, including management functions, monitoring and evaluation, financial management, and the ability to adapt to changing circumstances);
- an evaluative review of project results (at all levels; to assess the relevance of the results achieved and their traction with partners, as well as chances of sustainability, using the GEF rating system mentioned earlier);
- conclusions, recommendations, and lessons; and,
- annexes with supportive information.

2. Project Description and Development Context

This section of the report contains factual information on the original project design and its context at the time it was designed. Note that there are no evaluator judgments here. Section 3 of this report contains the evaluators' assessment of all the key factors in the project design and formulation.

2.1 Project Start and Duration

The GEF4 Project was formally approved in August 2012 (ProDoc signature), although there was a relatively slow start, with the Project Manager being brought onboard in June 2013. The project was originally slated to finish in September 2019 (it was extended to the end of December 2019, after the Mid-Term Review – MTR; see Annex 5.10 for the MTR recommendations and the status of project responses). The project has been implemented by the PNG Conservation and Environmental Protection Authority (CEPA) as a NIM project, with full UNDP support. Key project dates are shown in the table below.

PIF Approval Date:	Jun 29, 2009
CEO Endorsement Date:	Jun 29, 2011
Project Document Signature Date:	Aug 20, 2012
Date Project Manager hired:	June, 2013
Inception Workshop date:	Aug 30, 2012
Midterm Review completion date:	Nov 20, 2017
Project closing date:	December 31, 2019
Terminal Evaluation completion date:	December 6, 2019 (end mission)

2.2 Problems that the Project Sought to Address

The project, Community-based Forest and Coastal Conservation and Resource Management in PNG (CbFCCRM, the "GEF4 project"), was designed to develop a government-supported approach towards creating an enabling environment to: i) establish and support community conservation areas in Papua

²⁶ Where observations/recommendations were made during the MTR, these are attributed accordingly. Note that all evaluation conclusions here are those of the evaluators, based on documents, field observations, and consultations.

New Guinea; and, ii) to develop effective natural resource management and financing systems. These overall expected outcomes were addressing ongoing challenges with development and management of protected areas in Papua New Guinea, which has more than its pro-rated global share of biodiversity²⁷. Up to the time of the GEF4 project, the compelling biodiversity attributes and related factors associated with low population density, relatively high forest cover, and extensive reefs, as well as planning and management issues associated with customary land ownership and sometimes ineffective government agencies, had attracted considerable global interest (previous GEF projects and international NGOs); however, without effectively solving the planning and management challenges evident in the Protected Area system in PNG²⁸.

The MTR report²⁹ provides a concise summary of the conservation barriers that the GEF4 project was attempting to resolve, as follows:

Barrier 1: Inadequate legal and policy structures and a lack of national biodiversity priorities to allow the planning, establishment and funding of sustainable protected areas.

Barrier 1.1: Ineffective coordination among sectoral institutions for land-use planning to incorporate protected areas.

Barrier 1.2: Ineffective national protected areas (PA) policy.

Barrier 1.3: Inadequate legal provision for the ecological and financial viability of protected areas.

Barrier 1.4: Lack of agreed national conservation criteria.

Barrier 1.5: Inadequate policy and legislation to support payment for environmental services (PES) schemes.

Barrier 1.6: Inadequate institutional staff capacity to implement national conservation strategies including protected areas management.

Barrier 1.7: Failure of national strategic planning policies to address population pressures on land degradation.

Barrier 2: Deficient biodiversity information and data analysis to facilitate conservation needs planning and develop baseline for environmental services.

Barrier 2.1: Inadequate data for accurate national conservation needs planning.

Barrier 2.2: Inadequate baseline information to quantify payment for environmental service schemes.

Barrier 3: Inadequate economic incentives and variable local capacities to support community conservation areas.

Barrier 3.1: Lack of economic incentives for community conservation.

Barrier 3.2: Low capacity for economic development and resource management at the local level.

Barrier 3.3: Variable types and capacity of local level organizations.

The project was also designed to be aligned with the UNDAF and CPAP expected outcomes, as follows (from the Project Document, 2011):

- **UNDAF Outcome:** By 2012 (the time of project development), rural communities in selected

²⁷ PNG is one of the world's 17 mega-diverse countries; despite accounting for less than 0.5% of the Earth's surface area the country harbors an estimated 6 to 8% of global biodiversity within some of the world's most ecologically diverse terrestrial and marine ecosystems (taken from the ProDoc).

²⁸ The ProDoc provides an excellent summary of ongoing PA challenges in 2009-2010.

²⁹ The MTR report has certainly been reviewed by the TE evaluators; however, it has only been sourced for factual information that is not evident in other project documents. The evaluators have been very careful to make their own conclusions regarding the GEF4 project, rather than bringing the MTR author's unfiltered impressions into this TE report.

provinces of each region use improved sustainable livelihood practices.

- **UNDP Strategic Plan Environment and Sustainable Development Primary Outcome:** By 2012, rural communities in selected provinces of each region use improved sustainable livelihood practices.
- **Expected CP Outcomes:**
 - Department of Environment and Conservation effectively plans, manages, monitors, and coordinates with other relevant government institutions the sustainable use of natural resources at the national, provincial and local levels.
 - Communities in selected provinces use their natural resources sustainably to enhance their livelihoods.
- **Expected CPAP Outputs:**
 - National authorities trained on mainstreaming and monitoring of environmental issues. Integrated environmental monitoring and compliance database is established in Papua New Guinea. Effective network established between Department for Environment and Conservation and other relevant government institutions with provincial and local authorities and NGOs, community-based organizations (CBOs) and FBOs.
 - Provide selected communities with training on more sustainable use of their resources, community-based tourism, renewable energy, accessing funding, and managing small-scale initiatives— all with a special focus on women and women’s groups.

2.3 Immediate and Development Objectives of the Project

The overall objective of the project has been to develop and demonstrate resource management and conservation models for landholding communities that effectively incorporate community-managed conservation areas as part of agreed national priorities with industry and government.

This was expected to involve demonstration of how the development of a national conservation policy framework will contribute towards the establishment of a protected area system to better support community-managed protected areas. In the original design, there were four proposed outcomes³⁰, as follows:

- Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.
- Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.
- Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.
- Outcome 4: Capacity development and support for implementation of CA Management Plans.

The ProDoc provides more details on the specific actions within each of the four project components. As noted previously, Section 3 of this report is focused on the evaluators’ assessment of the relevance and

³⁰ The performance indicators and means of verification for two of these outcomes were revised after the Mid-Term Review (MTR), which had implications for the terminal evaluation examination of project results. The original project LFA is provided in Annex 5.2 of this report.

appropriateness of the project design, including the “workability” of the expected project outcomes.

2.4 Baseline Indicators Established

The project’s Results Framework included both a description of the baseline for each project activity area (associated with specific outcomes and objectives) and also proposed indicators (see Annex 5.2 for the original results framework and the revised results framework; after the MTR). In a few cases, the baselines were not fully described (as baselines would actually occur in the future with some new scenarios), and also a few proposed indicators were unclear. In those cases, the evaluators have made an amalgam of both the baseline and associated indicators to clarify the baseline situation for each activity area (whether in the present or future), expressed as indicators that could be observed or measured later in the project cycle. These are listed below, in the order of overall outcomes to specific objectives for each of the four project components:

- There is no specific legislative framework for CCAs. Protected Areas are being established under a range of secondary legislation with limited and inconsistent governmental support.
- There are no areas protected under (as) Community Conservation Areas.
- Quality of biodiversity management of CCAs as measured by Management Effectiveness Tracking Tool (METT): (unknown); to be assessed for individual CCAs upon establishment.
- Landowner commitment to existing forms of PAs (e.g. WMAs) is often limited, as demonstrated by level of contribution to WMA management.
- Funding for conservation and management of CCAs is sufficient to underwrite core activities and is sustainable over time: (unknown); to be established for each CCA during planning, using the PA Financing Scorecard.
- Existing PAs (e.g., WMAs) regularly suffering negative impact from agricultural conversion, mining impacts, etc. (later dropped as an activity area, on the recommendation of the MTR).³¹
- No recognition of the PA system in Medium-Term Development Strategy or related planning documents. Environmentally Sustainable Economic Growth (ESEG) Policy framework under development but not yet agreed or operationalized.
- Comprehensive policy frameworks not yet established for EIAs, sustainable agriculture or protected area financing. (later dropped as an activity area, on the recommendation of the MTR)
- Fragmented legislation with low power for PA management and no capacity to manage benefit sharing arrangements. Six separate legislative acts from different periods of history, not integrated.
- Annual funding for PA establishment and management averages less than US\$1 million at start of project.
- (Unknown) level of institutional and technical capacity in CEPA (once established) and other relevant Government agencies as measured using a Capacity Scorecard or similar approach (to be established upon finalization of the Government restructuring).
- Zero hectares of new Protected Areas established under the new community conservation area framework.
- (Unknown) METT scores for each established CA (individual METT scores to be calculated during establishment of the CAs).
- (Unknown) compliance with commitments stipulated in the Partnership Agreements (agreements to be established during creation of CAs).
- Preliminary capacity assessment during PPG indicates institutional and individual/ technical

³¹ Note that the evaluators have examined the original baselines and indicators, as well as the revised ones, suggested by the MTR. The purpose in doing this is to acknowledge and account for effort that was extended, or should have been extended, to certain activity areas, rather than having them disappear from accountability altogether. This information is important to interpret why the project had to be re-jigged.

capacities are low or extremely low, at 24.4% and 33.3%, respectively. Detailed capacity assessments for each participating Provincial/ local government entity to be conducted during establishment of CAs.

- Preliminary overall assessment during PPG indicated non-existent to low capacities of landowners to manage conservation areas and associated livelihoods/service delivery (specific capacity baselines to be established for each CA).
- Basic social services being provided by LLGs and/or private industry (e.g., plantation and logging companies) in West New Britain. Social service provision in Kokoda being strengthened through the Kokoda Track initiative but still limited to areas around key Track sites.
- (Unknown) improvement in policy and regulatory structures for the national PA system and continued increase in management capacity (to be established as part of CEPA structure).

2.5 Main Stakeholders

Project stakeholders include both the project partners (involved in design, implementation, and management) and the expected project beneficiaries. The ProDoc lacked details on project stakeholders (just identification of CEPA as the Government implementing partner), and while there was an Inception Workshop at the beginning of the project (in August 2012), there was no Inception Report and no stakeholder mapping documented. The evaluators have therefore used documentation from the MTR and from this evaluation process to itemize the main project stakeholders³², as follows:

- UNDP PNG.
- Dept. of Environment and Conservation, Gov't of PNG (now Conservation and Environmental Protection Authority – the Implementing Partner).
- Bishop Museum.
- East and West New Britain provinces (administrations).
- Pomio District Development Authority.
- NGO intermediaries (such as James Cook University, University of Queensland, Wide Bay Conservation Association, Secretariat of the Pacific Regional Environment Programme, Forest Trends, Bishop Museum, Binatang Research Center, The Nature Conservancy, Partners with Melanesia, PNG Institute of Biological Research, Barefoot Community Services, Organization for Industrial Spiritual & Cultural Advancement (OISCA), Centre for Environmental Law and Community Rights Inc., Mahonia Na Dari, Live and Learn PNG, and FORCERT)..
- Private sector (Sime Darby/New Britain Palm Oil Limited).
- Hargy Palm Oil Limited.
- Local communities in East and West New Britain (at least 14, at WMA sites).

2.6 Expected Results

The expected results of the GEF4 project are in fact the targets noted for each project outcome and objective in the RRF (see Annex 5.2). These are itemized below (note that this listing of expected results is the original project design, since the evaluators have to assess the project design, as well as actual results over six years; modifications to targets and indicators that were made after the MTR are addressed as they become relevant in the evaluation:

Overall:

³² This does not include various agencies and consultants under contract to deliver project elements, or other individuals or entities involved in specific consultations to develop project deliverables.

- A comprehensive and integrated policy and regulatory framework for CCAs is enacted by end of year 2; supported by a coordinated whole-of-Government decision-making mechanism operational by year 3.
- 1,000,000 hectares protected by end of Project.
- CCAs show sustained improvement in METT scores over the duration of the project, beginning from respective year of CCA establishment.
- Landowner commitment sufficient to ensure effective management and conservation of CCAs as measured at end-project.
- By end-project each established CCA has demonstrated access to all funding required for core management and conservation activities for at least two consecutive years.

Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.

- In the final year of the project, no established CCA suffers any direct impact due to landuse/ conversion decisions, or indirect impact due to adjacent or upstream development activity.
- By year 3, PNG's Medium-Term Development Strategy and related planning documents explicitly recognize the development of a sustainable National PA System as a development priority, under the ESEG framework.
- By year 3, policy frameworks for (i) SEAs, (ii) Sustainable agriculture and (iii) PA Financing have been developed, endorsed by CEPA and submitted to the Government for adoption.
- A single integrated Act providing for a statutory authority with increased scope for PA management including benefit sharing arrangements; integrated CEPA Act to reconcile inconsistencies in current body of law, and introduce reforms.
- By end-project, available funding meets minimum requirement for gazetted CAs, as measured by the PA Financing Scorecard.
- By end-project, CEPA institutional and technical capacity scores are rated as 'Sufficient' or 'Adequate' across all key competencies; institutional scores for other relevant agencies (including local governments) show increases on average between project mid-term and end-project assessments.

Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.

- By year 5 at least 1,000,000 hectares added.

Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.

- By end-project, METT scores for each CA increase by at least 20% over initial baseline.
- Within 2 years of CA establishment or by end-project (whichever is sooner) CAMCs report satisfactory compliance with service delivery, community development and economic development outcomes as specified in the respective Partnership Agreements.

Outcome 4: Capacity development and support for implementation of CA Management Plans.

- Provincial and local level government (LLG) institutional and technical capacities to support establishment and management of CAs increases by at least 20% two years after establishment of each CA. Overall institutional capacity increases to at least 56.4%, and individual capacity increases to 50%.
- Landowner groups have sufficient capacity to implement livelihood and service delivery activities.
- All communities/ landowner groups involved in functioning community conservation areas enjoy documented improvement in at least two social service areas.
- Project demonstrates tangible and quantifiable increase in systemic, institutional and technical capacities by end- project.

3. Findings

There are three key areas that the evaluators focused on: the assessment of project design and formulation; project implementation (addressing management, partnerships, project finance, and monitoring aspects); and, overall assessment of project results (degree of achievement, and elements related to relevance, sustainability, etc.). These are all documented below.

3.1 Project Design / Formulation

It is important to point out that the evaluators, in looking at the features of project design and formulation, have focused on the “workability” and relevance of project objectives, outcomes, targets, and indicators (the project concept and structure) **at the time the project was designed** (but with the benefit of hindsight). *There is a conscious effort to avoid judgments about project implementation and the achievement of results (these are addressed in Sections 3.2 and 3.3). The purpose of this filtering is to avoid pre-empting the observations on actual project implementation modalities and achievement of results.* Clearly, any design flaws or weaknesses could (or would) have implications for whether or not activities can be effectively implemented, and related results achieved (and the MTR picked these up and led to revisions in targets; discussed later).

3.1.1 Analysis of Results Framework

The Logical Framework Analysis (LFA) is a critical project planning and implementation framework, since it is intended to create a frame for all project activities (justifying their inclusion), and clarifying their trajectory in a coherent manner towards relevant objectives. Whatever remains as unclear or illogical in a project LFA then remains open to varying individual interpretations and associated lack of accountability.

In looking at the PRF, the most critical elements are the targets, since their achievement is the whole point of the project, and these would be expected to contribute to higher level outcomes and possibly lead to positive impacts (longer-term results). Therefore, each of the project objectives and outcomes and their planned targets (as defined in the PRF, shown in *italics* below) are examined below for workability and relevance. The text from the RRF is interpreted literally; where the meaning is unclear, this is pointed out

and the possible interpretations are then examined.

Overall Project Objective

Develop effective natural resource management and financing systems for community conservation areas.

As an overall objective, this is clear and relevant, with a focus on target areas (community appropriate), and emphasis given to resource management and financing systems (key essentials for conservation). The meaning of “effective” is clarified in subsequent expected outcomes.

Targets:

A comprehensive and integrated policy and regulatory framework for CCAs is enacted by end of year 2; supported by a coordinated whole-of-Government decision-making mechanism operational by year 3.

This target reflects an appropriate understanding of the importance of policies and regulations to embed conservation principles in Government action and decision-making (creating direction, predictability, and accountability in the process – in theory). However, it seems (now) that the timeline is extremely ambitious (unrealistic), given the need for legal review and extensive consultations and having to address conflicting interests. A whole-of-Government decision-making mechanism (for PA selection, design, implementation, monitoring, and financing) would be elusive at the best of times, given the need for institutional re-structuring required for agency leadership (CEPA) in this whole process, this was implemented through GEF4

1,000,000 hectares protected by end of Project (The target has been reduced after the MTR to be 500 000 hectares).

A numerical target is appropriate, but 1,000,000 ha seems arbitrary, and the locations and distribution of protected areas are not specified³³. Also, the meaning of “protected” is vague (at this point): for example, new areas, new status (on paper), habitats intact, communities managing?

CCAs show sustained improvement in METT scores over the duration of the project, beginning from respective year of CCA establishment.

There is a fundamental flaw in this target, which specifies a “proxy” for CCA establishment and operational effectiveness, rather than a visible or numerical measure of habitats being conserved (this is buried in the METT criteria and subjective, as it is). It is possible that the rationale in project design assumed that “protected” (noted above) captures conservation effectiveness. Note that it is the CCAs targeted for METT scoring (in this objective), rather than Government agencies at different levels (National, Provincial, LLG). Conservation effectiveness, in its simplest terms, would ultimately be captured in critical habitats stable in quality and area (or increasing), biodiversity (key “sentinel” attributes) being retained, and local communities reducing their extraction of natural resources, while maintaining or increasing their quality of life in the face of population growth (something like that...). Ideally, these would be measured at the beginning, mid-way, and at the end of the project.

Landowner commitment sufficient to ensure effective management and conservation of CCAs as measured at end-project.

³³ This target was cut in half after the MTR.

This target is obscure, without a clear meaning of “commitment” or “sufficient”. It defaults to some measure of effective management and conservation in the project CCAs and assumes that this effectiveness is due to landowner commitment. No doubt, landowner commitment is needed, but all the elements of this are unspecified (community endorsements, committees established, self-financing schemes, monitoring and enforcement, etc.).

By end-project each established CCA has demonstrated access to all funding required for core management and conservation activities for at least two consecutive years.

This target is extremely ambitious and dependent on all other targets being met (and probably some from other initiatives, as well). Without a national system of revenue collection and distribution directly related to conservation, and a system for disbursements to “worthy” CCAs, this target would remain elusive. However, it does capture the essential attribute of CCA self-financing.

Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.

*1.1 Improved whole-of-Government systems and processes for making land-use decisions to avoid degradation and conversion of PAs. [the indicator was revised after the MTR to be : **Indicator 6:** Legal status of CCAs and legal tools being applied to provide protection of CCAs]*

In the final year of the project, no established CCA suffers any direct impact due to landuse/ conversion decisions, or indirect impact due to adjacent or upstream development activity³⁴.

This is a totally appropriate target, which captures the essence of the whole project (CCAs established and functional). It does place emphasis on the Government process³⁵, and assumes (it is supposed) that local communities fully respect Government, and local community decisions regarding land use, and do not encroach on their own CCAs. Of course, the whole land use planning element is complicated³⁶ by the fact that PNG land is almost completely owned by customary landowners, and no detailed and firm land use plans (generated by Government) really have to resonate with local communities (whole-of-Government systems in place, or not). Further, there are many cases of bad (inappropriate) land use plans being made by local communities (handing over their land for palm oil development, or logging³⁷, for example, for meager compensation³⁸) and whether certified and environment friendly (or not), going back on such land conversions is extremely unlikely³⁹.

1.2. National economic development plans and sectoral plans incorporate and provide support for the objective of developing a Sustainable National System of PAs. [the indicator was revised after the MTR to be Indicator 7:

³⁴ Indicator was changed after the MTR to: “Legal status of CCAs and legal tools being applied to provide protection of CCAs”.

³⁵ National government in particular, and political will. Many times the National Government makes decisions for mining and logging projects, and provincial governing entities are compliant and support the projects.

³⁶ Customary land ownership gives immediate security, wealth and ownership of resources directly to the people. Some of the laws of PNG, such as the Lands Act and Mining Act, have not recognized this fact.

³⁷ These developments have the backing of politicians, in most cases, and are facilitated by the National Forestry Authority at the provincial level.

³⁸ One community leader in East New Britain noted that he had been approached with a bribe, or inducement, to get the whole community to sign over a large tract of land for an oil palm operation.

³⁹ Government land use mandates may come into play when such conversions have already occurred and there are Government regulations for certifications (palm oil, for example) or sustainable logging/forest operations; however, monitoring and enforcement are certainly required to back up the intentions of regulations; some WMAs still face threats from agro-industry and forestry actions.

Evidence or degree of mainstreaming of protected areas within different national policies and development strategies]

By year 3, PNG's Medium-Term Development Strategy and related planning documents explicitly recognize the development of a sustainable National PA System as a development priority, under the ESEG framework⁴⁰.

This is an appropriate target; planning strategies and documents should certainly be reflecting and supporting the PA concept.

*1.3. Integrated policy framework to support mainstreaming of environment conservation issues within whole-of-Government and sectoral decision-making processes developed and being implemented.[the indicator was revised after the MTR to be **Indicator 7: Evidence or degree of mainstreaming of protected areas within different national policies and development strategies]***

By year 3, policy frameworks for (i) SEAs, (ii) Sustainable agriculture and (iii) PA Financing have been developed, endorsed by CEPA and submitted to the Government for adoption⁴¹.]

This is not so different from 1.1 above. These are all appropriate elements for policy frameworks, but forestry and fisheries are missing (addressed elsewhere?). SEAs and sustainable agriculture are slightly tangential to PA development but are assumed to be in the remit of CEPA (and workable, as they are only policy frameworks, which are not overhwhelming).

1.4. Integrated legal framework to ensure effective planning and regulation of development and conservation activities.

A single integrated Act providing for a statutory authority with increased scope for PA management including benefit sharing arrangements; integrated CEPA Act to reconcile inconsistencies in current body of law, and introduce reforms.

This is a totally appropriate target (if ambitious), creating the anchor for the PA system.

*1.5 Integrated policy framework to support sustainable financing of PAs developed and evidence of success through increased funds for PA establishment and management. [the indicator was revised after the MTR : **Indicator 11: Level of Government funding available for PA establishment, management.***

By end-project, available funding meets minimum requirement for gazetted CAs, as measured by the PA Financing Scorecard⁴².

⁴⁰ After the MTR, the target and indicator were as follows: Evidence or degree of mainstreaming of protected areas within different national policies and development strategies (by year 4, PNGs PAPIP as a sectoral plan is mainstreamed in related planning documents).

⁴¹ After the MTR, the target and indicator were as follows: **By year 3, policy framework on Biodiversity Offset Mechanism have been developed and endorsed by CEPA** (National policy framework explicitly and comprehensively addresses key conservation policy requirements such as a framework for assessing and mitigating environmental impacts of development).

⁴² After the MTR, the target and indicator were as follows: By end-project, available funding meets minimum requirement for gazetted CCAs, as measured by the PA Financing Scorecard (Level of Government funding available for PA establishment, management).

This is also a totally appropriate target, recognizing the critical need for sustainable financing of conservation areas.

1.6. Strengthened institutional and technical capacities in relevant Government agencies, linked to a framework of national core competencies to support effective conservation planning and service delivery in PAs.

By end-project, CEPA institutional and technical capacity scores are rated as 'Sufficient' or 'Adequate' across all key competencies; institutional scores for other relevant agencies (including local governments) show increases on average between project mid-term and end-project assessments.

Of course, Government capacity is a requisite for conservation planning and implementation. However, this target defaults to a "proxy" measure (a scoring system, as discussed previously), rather than identifying core competencies and highlighting a coherent capacity-building programme.

Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.

2.1 At least 1,000,000 hectares added to the national system of community-managed protected areas through the establishment of new financially and ecologically viable Conservation Areas and/or conversion of existing Wildlife Management Areas to Conservation Areas.[the indicator was revised after the MTR: Hectares of new Protected Areas established under the new community conservation area framework - By year 5 at least 500,000 hectares added in pilot sites

It is totally appropriate to set a numerical target, for sure, although the rationale for this number is not clear (it seems arbitrary). The target could have been expressed as a percentage of the existing total conservation area in PNG. Also, the distribution of CAs between the Owen Stanley Range and New Britain could be more clearly specified. The option to convert WMAs to CAs makes the whole project workable (building on existing initiatives, which is a safe default position, although possibly blurring the line between the features of existing protected areas and new features facilitated by the project)⁴³.

Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.

3.1 Conservation Areas effectively managed according to the requirements of their respective Management Plans, with 20% increase in METT scores over the project lifetime. [The indicator was deleted after the MTR].

By end-project, METT scores for each CA increase by at least 20% over initial baseline⁴⁴.

There is the same issue here, with this target, with defaulting to METT scores. It would be better to be explicit about the attributes of effective CA management as required from the community. METT scoring can be subjective and setting a 20% increase seems arbitrary. This target also assumes that Management Plans are already, or will be, in place. It seems that developing workable management plans should be a target in itself. As noted previously, some measure of conservation effectiveness (such as stable or

⁴³ For example, the Tavolo WMA was started in 1995, with EU funding to Conservation International to get conservation going there; how does the GEF4 project draw a line between historical achievements and what it has contributed to?

⁴⁴ Later dropped after the MTR.

increasing habitat areas) should be explicit here.

3.2. Service delivery, community development and economic development outcomes as specified in the Partnership Agreement being achieved⁴⁵.

Within 2 years of CA establishment or by end-project (whichever is sooner) CAMCs report satisfactory compliance with service delivery, community development and economic development outcomes as specified in the respective Partnership Agreements. [This indicator was revised after the MTR: Partnership agreements (bilateral, tripartite or more) that are intended to support, in a demonstrable way (i.e., through provision of finance, alternative livelihood solutions, etc), establishment, and management of PAs signed and demonstrably implemented as measured by: a) number of agreements and b) demonstrated outcome of agreement]

Community quality of life and economic development indicators, while they may be specified in Partnership Agreements (and hopefully they would be realistic and workable there), are not directly linked to conservation *per se*, and seem unrealistic – delivering economic development outcomes within two years. There is so much dependence on effectiveness of different levels of Government and community cohesion (all challenging at times) such that this target is very ambitious.

Revised target:

-) Up to eight signed agreements
- b) Demonstrated expenditure leading to measurable outcomes

Outcome 4: Capacity development and support for implementation of CA Management Plans.

4.1 Capacity development and support for Conservation Areas stakeholders to enhance project implementation and delivery of project outputs. [indicator was revised after the MTR: Institutional and individual/ technical capacities of Provincial and local level governments to ensure effective delivery of key project outputs]

Provincial and local level government (LLG) institutional and technical capacities to support establishment and management of CAs increases by at least 20% two years after establishment of each CA. Overall institutional capacity increases to at least 56.4%, and individual capacity increases to 50%.

Capacity development, as a project component, is a usual “catch-all” for all other project activities required to deliver outcomes. With this target, there is the same issue as noted above, with a reliance on a scoring system over time, and the attributes of provincial and LLG capacity remain obscure. It would be better to clearly define their roles in CA development and management and set up capacity-building accordingly. Also, measuring individuals seems inappropriate for an outcome target (government staff may change over time).

4.2. Capacity development plans for landowners delivering greater capacity and improved outcomes from project activities [Indicator was revised after the MTR: Capacity of landowners to manage conservation areas and associated livelihoods/ service delivery activities].

⁴⁵ GEF and the Project Board agreed with the MTR recommendation to drop the following indicators: i) integration of CEPA Act; ii) increased access to social services; iii) improvement in policy and regulatory structures for the national PA system, and continued increase in management capacity; and, iv) number and severity of instances in which CCAs are negatively affected by landuse or development decisions made by Government agencies.

Landowner groups have sufficient capacity to implement livelihood and service delivery activities⁴⁶.

Targeting the CA communities for capacity-building is appropriate, but there is an odd single focus on livelihoods and service delivery, ignoring the requirement of communities to undertake specific conservation activities. Further, landowner group capacity for implementing livelihood and service delivery activities (assuming they are agreed by the community and workable) is so dependent on external factors, as well as internal capacity, such that there are probably many risks and challenges inherent in this target.

4.3. Linking of livelihood, health and population issues with CA resource management.

All communities/ landowner groups involved in functioning community conservation areas enjoy documented improvement in at least two social service areas⁴⁷.

This seems completely unworkable, since the link between conservation and social service delivery is obscure at the best of times, and very dependent on community structure, proximity to services, and different levels of Government support (as suggested above). Further, the target is vague (no numerical targets), and there is no actual capacity-building noted, to support community quality of life. It would be difficult for the project to be accountable for this target.

4.4. Learned lessons from the conservation management systems developed under the project are incorporated into policy and regulations and help improve management of the national PA system⁴⁸.

Project demonstrates tangible and quantifiable increase in systemic, institutional and technical capacities by end- project.

Yes, of course, it makes sense to capture the lessons learned from the project. But it is unlikely that, within the project period, these lessons would be feeding an ongoing process of updating and revising policies and regulations, when the main project effort (Component 1) is developing these things in the first place, over a 2-3 year period. It is more likely that the project would learn from its own operational challenges and adjust its approaches accordingly.

Overview of Project Structure: Overall, the project structure is appropriate for CA development in PNG, with thrusts at the various levels of Government, including the regulatory context, and an appropriate focus on the ground level (community engagement in conservation), with related capacity-building expected (it is clear and sensible). With the project, all the necessary parts are in play, although going in parallel, which is a challenge, when one component possibly depends on the outcomes of other components (and associated timelines are ambitious). Further, the proposed development of various community conservation areas would provide good opportunities to test the policy implications⁴⁹ of new Government initiatives (whether national or provincial) in various community contexts, as long as these

⁴⁶ After the MTR, the new indicator was: Capacity of landowners to manage conservation areas and associated livelihoods/ service delivery activities.

⁴⁷ After the MTR, this target was dropped.

⁴⁸ After the MTR, this target was dropped.

⁴⁹ Discussions on policy implications of the PA Policy and PA Bill were taken under GEF5 as part of developing PA standards and guidelines.

are properly analyzed and documented.

3.1.2 Assumptions and Risks

Assumptions and risks (correctly understanding them) form the operational context for effectively planning and implementing projects. These are always identified and addressed during the design phase of projects, and should be examined regularly and adjusted (and responded to) throughout the lifetime of a project. The GEF4 assumptions and risks are examined here.

In the first instance, the LFA (under risks and assumptions) lists only assumptions, and these are almost all expressed as the antithesis of the risk (i.e., the risk will not occur; see below). The risk log in the ProDoc is much more explicit about real risks (development pressures, community conflicts, Government inabilities, political pressure, etc.) and has mitigation strategies that are embedded in the project activities. These seem to be appropriate, especially the need to develop alternative livelihoods in communities to reduce pressure on surrounding habitats (this is a key tenet of the GEF4 project and fundamental to its success). The mitigation strategies include a combination of realistic approaches and also some overly sanguine views about risk. These are assessed individually below (assumptions and risks from the LFA are shown in *italics*). In the LFA, assumptions are generally stated as “non-risk” scenarios.

Financing to maintain the conservation areas will continue to receive national and international support. National support might be expected to continue (institutional and technical support), but financial support is much less certain, especially as international support (ongoing GEF projects and other donor-funded initiatives) take the pressure off Government spending (and these are seen as key sustainability options). On the other hand, it is a reasonable expectation to assume that international donors will continue to invest in supporting the protection of a significant part of global biodiversity that exists in PNG (as long as there is some evidence of positive outcomes from such investments).

State of Papua New Guinea continues to support PAs by all means against biodiversity threats. This is a very vague statement (almost meaningless) and ignores the reality that PA integrity will almost always depend on full local community engagement⁵⁰, and there is only so much that the Government can do at the local level (technical and financial support being critical there).

External threats and pressures (e.g. climate change impacts, encroachment) do not adversely affect the status of biodiversity resources within CCAs. Climate change impacts would be quite slow in manifestation, and actually cannot be mitigated at the local level (and adaptation in specific CAs would be confined to village infrastructure and services, not natural habitats). Encroachment is a much more likely and threatening risk (expanding populations, and incursions from outside the area, which are still occurring in many areas).

Benefits of alternative land uses (e.g. agriculture, mining) do not drastically increase after agreement to set up CCAs is achieved. Well, this risk (ongoing oil palm development, logging, mining, and building roads) will always be there, and can only be countered by strict zoning and enforcement, and more importantly, alternative livelihoods for communities that are more compelling and bring more revenue than land deals and jobs associated with agriculture (like oil palm), logging, and mining. Further, these alternative

⁵⁰ A significant portion of protected areas are still intact despite lack of government support – this is one of the key findings of the assessment of management effectiveness. CEPA has been pursuing additional financing from EU/IUCN Biopama, to address the gap on clarifying PA boundaries, to be captured in the PA registry.

livelihoods need to be self-financing (not always dependent on projects and subsidies).

Government commitment to provide revenue support to CCAs is sustained. This risk (the assumption being that it is not a risk) is extremely likely, as noted above, especially if future donor support continues to come in and Government support via Trust Funds, offsets, annual grants, etc. continues to be debated.

Government does not make any direct and deliberate (as opposed to indirect and inadvertent) decisions to sanction development activities which degrade CCAs. This is a significant risk, with plenty of precedents (e.g., logging concessions in identified and gazetted WMAs). With three levels of Government involved in development decisions, and some communities willing to make deals with developers, this risk needs vigilance, gazetting of WMAs/CCAs, and community cohesion, with strong conservation principles and effective monitoring and enforcement.

Inclusion of references to the National PA system on paper translate into tangible policy and financial support on the ground. This will require political will and commitment, and public awareness and advocacy related to conservation principles. The assumption correctly forms a key set of actions within the project (policy consultations and development of legislation); however, it is known that political concerns about the financial implications of new policies can stifle policy implementation.

Parliamentary support for legislative change. There is a significant risk here, with frequent government changes, and also cabinet changes. There is a need for constant and consistent lobbying of ministers to support legislative change, and the positive aspects of new legislation need to be well understood and articulated in any contact with elected representatives.

Political commitment to support the national PA system is translated into sustained financial support. This is addressed in the risk mitigation strategies suggested above. Financial mechanisms for PAs will be debatable points for the time being (given other Government priorities and shortfalls).

Sufficient level of cooperation obtained from other relevant agencies. This risk (and mitigating it) is very much dependent on the perceived strength and leadership of CEPA, when facing forestry and extractive industry agencies.

Obtaining community/ landowner support for establishment of CCAs does not take significantly longer than envisaged in the project strategy. It seems that this risk is actually quite low, since project interventions will be mostly focused on existing WMAs, which already reflect local community commitment to conservation areas, for the most part. However, these communities assume that funds will flow as a result of gazetting – a reward for their commitment to conservation. This aspect is critical and early precedents for financial support, as a result of gazetting, are required to avoid local community cynicism about the whole conservation process. Otherwise, the inducements from adjacent operations, such as oil palm (jobs, mostly) will continue to be attractive, if local conservation cannot be monetized in some manner that spreads benefits throughout the community and helps to pay for infrastructure and services that most communities desperately need. Ongoing population increases and associated pressure on limited services and adjacent land will continue to work against conservation principles.

CAs are established at least 3 years before project end, to allow sufficient time to demonstrate management improvements. This is a significant risk, known right from the beginning. However, some of this risk is a bit “fuzzy”, since project interventions occur in existing WMAs (so, what exactly is meant by

“established”?)⁵¹. The real risk is that, despite establishing CAs in some fashion, management improvements may not be evident (management plans alone do not constitute effective management, although they are a starting point for that). For effective conservation management, all stakeholders will require the same vision and expectations, which takes a lot of time, communication, and documentation of all related consultations and decisions (for transparency and accountability). Related to this is the issue of not fully understanding the biodiversity attributes in each area that is identified for conservation. This can lead to different views of what is important globally and what is important to local communities. Further, management improvements need to include effective monitoring and enforcement of community rules (as well as any government regulations that may apply to the area).

Changes in external factors, e.g. fiscal position of Provincial Governments and LLGs, does not adversely affect service delivery. This is a risk correctly identified, and almost impossible to manage, except to have back-up plans for project operations that reduce engagement with Provincial Governments, Districts, and LLGs. However, the key to effective conservation at the local level is to have increasing technical and financial support from lower levels of government.

Existing commitments to provide social service support from partners such as Steamships Ltd. and Digicel are maintained, and other partnerships can be established where needed. Well, this seems like a good idea, and some precedents are provided. It is not clear who would be responsible for brokering these CSR-type arrangements, but it will probably require working at the National and Provincial Government levels.

No external risk factors identified. This relates to incorporation of lessons learned into policy and regulations on an ongoing basis. It seems that there is a significant risk here that all the collection of lessons and linkages between the project and various Government and community partners may be fragile and not driven by any one entity (especially after the project is finished).

Project management to ensure commitment to participatory evaluation, and debrief to key stakeholders. This is a project requisite, in any case, and must be driven by the PMU. Project board meetings and frequent field visits to project sites would address this required commitment.

In addition to the observations noted above, a significant risk implicit in project design and implementation arrangements was the key role of CEPA (DEC at the time) in delivering the project (with key activities in all components), yet being institutionally “constrained” itself and undergoing re-structuring. As reflected in many past experiences elsewhere (other projects in other countries in the region), this combination of lack of capacity and ongoing re-structuring can make the institution quite “fragile” and challenged with delivery of activities and outputs beyond the routine mandate.

3.1.3 Lessons from Other Relevant Projects Incorporated into Project Design

The project was exemplary in using previous conservation experience (in PNG and elsewhere) to inform project design. In the ProDoc, there is a very detailed and accurate picture of all the barriers to effective conservation in PNG. There is reference to the conventional PA approach being inadequate and unrealistic

⁵¹ When the project was designed, it was meant to establish CCCAs, and WMAs would have been converted to CCAs; provided the PA law would be in place. However, as this did not happen, the project went back to supporting existing WMAs, and new areas that are proposed WMAs.

for PNG's needs, which is then further elaborated with specific examples⁵². Customary land ownership is noted as both the challenge and opportunity (the experience to date indicates WMAs may not be working). Principles and approaches from other areas are incorporated into the dialogue (on the problem to be addressed); for example the CAR (comprehensive, adequate, representative) criteria from Australia may have some guidance. There is reference to the REDD payment issues and controversies. The experience with the Programme of Work on Protected Areas (CSIRO conservation needs approach) regarding the need for collecting biodiversity information and setting up a comprehensive spatial system is documented. There is reference to the ICAD project, with an increased emphasis on moral incentives as a way to engage local communities in conservation. And, there is reference to Government-supported initiatives that work against conservation principles⁵³.

The ProDoc notes that it is clear that previous initiatives have not really produced sustainable CCAs – most success has occurred in specific areas and over extended periods of time, but these initiatives have been hard to scale up. In previous projects, some NGOs had conflicting agendas, and project management issues were evident and frequent. There were also cases of long NGO engagement in some areas ending, due to lack of success and different opinions about project modalities⁵⁴.

This is all very appropriate and compelling, as described in the ProDoc, and reflects extensive document review. However, it is not obvious that the project design was actually developed with innovations that address all the previous identified barriers and challenges (for example, noting a barrier experienced in other initiatives, and responding directly with some workable innovation to overcome the barrier, in the GEF4 project design). Having said that, the focus on local communities (Components 3 and 4, and implicitly Component 2, which would occur with successful Components 3 and 4) does seem appropriate and, with diligence, might overcome the barriers identified in previous initiatives⁵⁵.

3.1.4 Planned Stakeholder Participation

In the original project design, there was adequate and due emphasis given to identification of project partners (at a generic level; all levels of government, local communities, private sector, NGOs, etc.) and a verification of project direction, objectives, roles and responsibilities in an Inception Workshop. Further, there were other modalities, such as frequent meetings/ discussions, a Tripartite Review, Project Board, and field monitoring that would allow engagement of stakeholders. These were all obvious and necessary mechanisms to encourage stakeholder participation (and common to GEF and development projects), although the specific stakeholders were not actually identified in the ProDoc. Further, there was no actual Inception Report to document stakeholder perceptions and create accountability for meeting various expectations of the project. Some "givens" would be the requirement to engage NGOs, to fill the breach left by inadequate government services at the local level, and the possibility of CSR-type support from the private sector (these were implicit in the project design). Actual stakeholder participation in the project is discussed in Section 3.2.2.

3.1.5 Replication Approach

⁵² On the other hand, there is also evidence of successful approaches, such as the YUS conservation area and Torricelli Mountain Range, although these were perhaps not so evident seven years ago.

⁵³ An example of such is the flawed design, inappropriate approaches, and poor management in the Smallholder Agriculture Development Project (SADP) in West New Britain.

⁵⁴ For example, in New Britain, which would suggest consideration of a different type of engagement of NGOs in GEF4.

⁵⁵ Clearly, the subsequent evaluation findings will clarify any successes in GEF4 project approaches overcoming traditional implementation barriers.

The replication approach described in the ProDoc focuses on national policy (to anchor appropriate conservation approaches) and showing the effectiveness of PES schemes in selected areas. It is a very simple and optimistic approach (yet, these are still requisites for replication). While it is true that good examples in some areas might spur similar approaches elsewhere, this will only occur if the good examples are correctly analyzed and disseminated in a timely manner to the right stakeholders, within the project time period⁵⁶. A detailed end-of-project review with all project participants was proposed by several people during the evaluation, but this would not lead to any clear replication strategy or accountability for promoting or implementing it, just the hope that it would be picked up by subsequent projects or other initiatives.

3.1.6 UNDP Comparative Advantage

It was implicit (at the project design phase) that UNDP PNG's previous project experience in PNG and linkages to the GEF mechanism, as well as knowledge of available and relevant technical expertise and associated procurement systems, were expected to provide a comparative advantage (relative to other entities) in delivery of the GEF4 project. It was also implicit that UNDP financial resources could be used to fill gaps, as needed, which might occur with government partners.

3.1.7 Linkages Between the Project and Other Interventions Within the Sector

Two other interventions are noted in the ProDoc, including the Kokoda Initiative (involving some REDD approaches) and working with the oil palm industry on an Oil Palm Code of Practice, DEC (CEPA) being the intermediary for these two other initiatives. There is an indirect linkage mentioned with the Coral Triangle Initiative in Kimbe Bay, which assumes that any success with forest conservation in that area would bring benefits to water and habitat quality in Kimbe Bay. Note that while the latter does not require any institutional linkages or coordination, the former two (Kokoda and oil palm industry) would be expected to be labour-intensive and require detailed coordination with stakeholders elsewhere. These expected linkages are explored further in Sections 3.2 and 3.3.

3.1.8 Management Arrangements

While UNDP submitted the GEF proposal and agreed to provide services such as procurement of staff and consultants, and make access to the global roster of consultants, the Executing Agency for the project is the Department of Environment and Conservation (now CEPA). The project was designed with a Project Management Unit embedded within CEPA, with a Project Advisory Board (with representatives from various government agencies, Provincial Government and LLGs, and NGOs, as well as resource sector entities) providing input to the Deputy Secretary of Sustainable Environment Programs. The National Project Director was identified as the Executive Manager of the Terrestrial Environments Division (identified elsewhere as Executive Manager of Conservation Planning, helped by a Program Coordinator).

⁵⁶ New Britain was identified as a model by CEPA for sub-national PA establishment – involving restructuring to add/ facilitate a new unit and staffing; and, establishment of a provincial level environmental and climate change committee. These were presented by CEPA to other provinces (Morobe, East and West Sepik, Simbu, Madang) at separate events during the GEF6 Inception Workshop and GEF5 technical support on PA management.

The actual project management was then spread between a Manager for the PMU, a Manager for the Kokoda Initiative (KI), and a Manager for the New Britain (NB) demonstration projects. Coordination with the Kokoda Initiative and the New Britain Development Program was identified in adjunct positions, these all in line and working in parallel. Branch staff were noted under the KI Manager and the NB Manager. UNDP, as noted above, was to provide support for procurement, and to monitor and evaluate according to GEF requirements. DEC (CEPA) was to be accountable for all expenditures and achievement and reporting on outputs and outcomes. A host of other partners (Provincial Government, LLG, NGOs, private sector, etc.) was identified for implementing on-the-ground activities. There is also reference to Project Management Committees being involved in project implementation.

The concept described above was intended to embed the project within the appropriate Government agency to “institutionalize” the CA principles and approaches and build capacity at the same time (good). However, the challenge created with this management arrangement was imposing an almost unwieldy project (working at the national level and local level, and involving many partners and associated committees, etc., all in parallel) on an agency that seems to already have been “stretched” with routine tasks and other donor-funded projects (discussed further in Section 3.2). In this situation, the NIM (National Implementation Modality) was assigned to CEPA (DEC at the time the project was designed), but with UNDP support (which meant GEF and UNDP budget management and expenditure controls, for US\$ 6.9 million, remained with UNDP). The significant co-funding from the government of PNG (US\$ 21 million, including Government contributions and those from Australia and the Bishop Museum) was assumed to be under the spending and reporting control of CEPA.

3.2 Project Implementation

GEF terminal evaluation report formats are generally prescribed to capture design, implementation, and results observations in a set sequence. This works for the overall sequence of project design-to-implementation-to-results; however, within the section on project implementation, the usual sequence (as noted in the TE ToRs and the Inception Report) is not logical and potentially leads to disjointed and repetitive documentation of observations. Therefore, the observations on project implementation, in this report, go through the following sequence:

- actual UNDP and implementing partner management actions related to implementation, including management structure, planning, coordination/communication, and addressing operational issues;
- management of partnership arrangements (all the other stakeholders involved in project implementation);
- the use of monitoring and adaptive management to keep the project on course; and,
- financial management effectiveness.

3.2.1 UNDP and Implementing Partner Implementation / Execution, Coordination, and Operational Issues

As noted above, management effectiveness depends on the nature of the project management structure, the clarity and detail in planning, effective coordination and communication, and an ability to address operational issues in near-real time. These elements are discussed here.

The original concept for the project management structure, to be embedded within CEPA and requiring several hierarchies and numerous staff, as well as associated committees, did not develop in the end. The Project Management Unit (PMU) was essentially the UNDP International Consultant who assumed the

Project Manager role (in 2013), working mostly from UNDP (with minimal support staffing from UNDP). Working linkages were made to two staff members within CEPA (who had full-time jobs, in any case), in the initial phase of the project (and until now), and then with UNDP-supported associates in Kimbe and Kokopo (over the last three years). So, in the end, the management structure of the GEF4 project comprised mostly one or two individuals at UNDP, two at CEPA (as available), and three individuals in New Britain. There is no question that these individuals were the right people to be undertaking project management, with appropriate technical expertise, deep awareness of institutional mandates and constraints, and an ability to handle complicated logistics in the field (New Britain), and there is an evident cohesion with this group, healthy familiarity with each other and project details, and an apparent shared vision of where the project has been and is headed (in the post-project phase)⁵⁷.

Despite no apparent process to establish the actual nature of project delivery, acceptable to all project partners, it has always been NIM modality (with CEPA as the Implementing Partner) but with full UNDP support (for procurement and reporting, etc. – the usual suite of UNDP tasks), and with UNDP retaining budget and expenditure control for the GEF and UNDP funds⁵⁸. This seems to have worked, in terms of disbursement of project funds, but with a “choke point” and occasional subsequent delays, due to the lack of physical proximity and institutional convergence of the PMU and CEPA, yet a continuing need to ensure that UNDP and CEPA were in agreement on tasks and associated procurement. It seems that sorting out the project management structure and processes, and respective roles and responsibilities, led to an initial delay in project action (little in the first year and just getting underway in the second year, after the Project Manager⁵⁹ was in place). As noted previously, the project management structure, as designed, was abandoned (just not feasible to inject this complicated and person-heavy structure into the CEPA day-to-day operations).

The GEF4 project was to be advised by and accountable to a Project Advisory Board (PAB). This was to include representatives of appropriate stakeholders, but the Inception Workshop (for which there is no report) tinkered with representation, and NGOs were taken off and private sector representatives added (an NGO representative was put back on the PAB after the recommendation of the MTR, with some still bitter feelings about being “kicked off”). The PAB met infrequently up to 2015, then not at all in 2016, three times in 2017, once in 2018, and once in 2019⁶⁰. It is implicit in the PIRs that the PAB, when they did meet, examined and approved workplans, but there is no evident “minuting” of PAB observations and decisions, and it appears that the comfortable management structure developed between UNDP and CEPA was able to make project decisions, without any obvious impedance from either the UNDP Country

⁵⁷ Note that the evaluators did not access project email, planning documents, or any letters. As a result, any historical conflicts or tensions within this management structure are not officially evident. It was noted that most communication within this structure, at least during the evaluation, was by phone or text messaging, without any *post facto* recording of talking points or decisions; also during attendance at the last Project Advisory Board (PAB) meeting, in December 2019, during which TE observations were presented, there did not appear to be a process of minute-taking. It is known that lack of full Internet access is a hindrance to documented communication.

⁵⁸ This reflects a perceived lack of financial management capacity at CEPA; a situation that is accepted, but not without some tension, noted verbally during the evaluation. The MTR recommended that the financial management arrangement continue to the end of the project.

⁵⁹ Emily Fajardo, UNDP International Consultant from June 2013, who increasingly assumed responsibilities for subsequent GEF projects; 5 and 6; the UNDP CO has been quite flexible in letting her get on with her tasks (quite “hands off”). The perception of the Project Manager role is that it is more administrative than technical (with a focus on procurement, contracts, administration, and reporting; CEPA has been involved in selection of consultants, but not in all cases, with some tension there).

⁶⁰ Not including the TE presentation to the PAB in December 2019. The MTR recommended 3 PAB meetings per year – this worked in 2017, but not subsequently. Annual workplanning exercises were apparently done with key stakeholders, including CEPA and provincial administrations, prior to board meetings.

Office, the PAB, or the Regional Office in Bangkok⁶¹. A Roundtable Group was to be established to give voice to the various partners and stakeholders (especially in New Britain), but this has yet to be implemented (some issues with selection of members)⁶².

Project workplanning was done on an annual basis, and appears to have rolled up any residual activities from previous years (that were still deemed to be workable) and new initiatives (as they had emerged in the previous year) into a brief listing of actions, noting responsible parties, and then a budget and expenditure category assignment, but the latter not easily reconciled back to specific actions and responsible parties. Only one workplan was provided (for 2019) and this included items that were not in the original plan and had dropped others (such as the Kokoda Initiative, long abandoned), but did not indicate any levels of effort or pacing of tasks throughout the year for individual items. It seems that the main utility of the annual workplans was to specify actions (good) and allow proper listing of disbursements against budget codes. It was assumed, therefore, that the people in the project management structure would know how to get on with specific actions, presumably discussed with the Project Manager. However, the lack of detail in the annual workplan does reduce the degree of accountability in later project monitoring and reporting. It is known that not all project partners and stakeholders in the field (in New Britain) were aware of upcoming tasks and responsibilities that would affect them (more on this later, in Section 3.2.2; this trickled down, such that some NGOs were also not clearly communicating to their community counterparts on next steps⁶³).

The operational situation in Papua New Guinea presents a unique combination of challenges, all of which have been experienced by the GEF4 project. These include extremely difficult transportation logistics⁶⁴, communication challenges, lack of convergence of the different levels of government on understanding of mandates and funding responsibilities, lack of adequate staff numbers in government agencies (and inadequate institutional and technical capacity, in some cases, especially at the Provincial level⁶⁵), the same in NGOs and CBOs, and an ongoing culture of lack of documentation of discussions and decisions. In theory, all of these would suggest that management and operational effort needs to be as close-to-the-ground as possible, where the evidence of the project outcomes and impacts must be evident (in the districts and at the WMAs...⁶⁶). The project seems to have grappled adequately with these operational challenges, and in the last three years has shifted attention and effort to New Britain, where the project

⁶¹ As noted previously, there may be a record of workplanning discussions and decisions that the evaluators have not had access to. On the other hand, there were several dedicated discussions on the MTR report, at the PAB. MTR recommendations were also discussed at Friends of New Britain/Partners Meetings.

⁶² A Friends of New Britain was established through a Partners' Meeting attended by CEPA, ENB/WNB provincial administrations, district and LLGs, and partner NGOs who are implementing project activities, and occasionally the private sector. The Provincial Roundtable Group is a separate mechanism encouraged by the PA Policy and PA Bill. Both provinces have established their own. Mock sessions of roundtable meetings were supported with GEF5 for all GEF-funded sites, including in New Britain. This substantively contributed to the drafting of the approved PA standard and guideline on the role of provincial government (PPART)

⁶³ James Cook University in East New Britain.

⁶⁴ Several project staff noted that there are safety issues when using "sketchy" boats in areas with no mobile phone coverage (and no life jackets).

⁶⁵ Note that the GEF4 project was quite active in engaging CEPA and Provincial agencies in capacity-building and training initiatives, which have been beneficial by all accounts. The MTR report lists all training initiatives to 2017; they are not listed in the PIRs – just narrative accounts. Further, in the last few years of the project, CEPA staff have been able to mentor their partners at the Provincial and community levels, so capacity is trickling down.

⁶⁶ Hence the engagement of coordinators in both provinces and Pomio district and directly with community groups in 2017 Q4. The project partners and provincial administrations intended to work per the signed MOA between CEPA and NB Island in 2016 (the project had to grapple with the formation of the District Development Authority, which became operational in 2017, per the DDA Act of 2014).

gains can be anchored, while national level policy initiatives languish somewhat⁶⁷. In this scenario (ground-level activity), however, there has been a reliance on intermediaries (NGOs and CBOs), who have had a varying level of project understanding and competencies, creating a mosaic of different actions in time and space (successes and challenges, discussed further in Sections 3.2.2 and 3.3.1). Especially in this operational environment, there is a reliance on the chain of project partners (project staff, national government, provincial and district governments, NGOs/CBOs, and local communities), from top to bottom, to get things started and finished, and all must have clarity of plans, schedules, and expected outcomes well understood, in order to deliver anything. If anyone stumbles within this chain or misunderstands the tasks (or is not accountable), then actions cannot start, or may be disrupted, or may not get finished. Management responses (if there is agreement on what to do) might take 2-3 months to be mobilized to address such chain-of-action issues⁶⁸.

Despite these challenges, the self-assessment and reporting (in the latest PIR at least) indicate that the GEF4 management were happy enough with governance and project management, and attributed this to project staff on the ground, and monthly meetings between the project team and the National Project Director at CEPA (or her designate), facilitating increased coordination and communication. On the other hand, some local communities were frustrated with their own communication constraints, relying on intermittent mobile phone coverage and email. But, when the opportunity for engagement through either workshops or consultations presented itself (either in Kokopo or Port Moresby), local community members were most appreciative, and this provided a time for getting clarity on project actions and expectations. In this operational context, UNDP staff in New Britain indicated that a dogged determination to get things done (and patience) are requisites for working on the project⁶⁹.

In the original project design, there was a plan to develop CCAs in the Owen Stanley Range (working with the Kokoda Initiative). This never got underway, mostly reflecting some confusion about respective roles of donors. It was dropped from the work plan, along with a few other initiatives that were not very well synchronized with the conservation efforts in the project (such as development of SEA/EIA policy, and agriculture initiatives); the MTR provided the opportunity to formally drop some of these “loose ends”, and allow a stronger focus on New Britain. This was appropriate and was correctly taken up, but it did mean that more intense project initiatives in New Britain, where effective conservation at the local level was to be a hallmark of the project, came rather late for outcomes to be evident by the end of the project. Several communities and NGOs indicated that they did not have enough time to get going with their respective initiatives and produce results; in some cases, only a year⁷⁰; they felt that the project had

⁶⁷ GEF5 started taking these initiatives onboard in 2017, to help maintain momentum. Further, since the PA Bill has yet to be enacted, there are 3 other options NGO/CBO partners can consider for securing conservation area, and CEPA encourages all WMAs to submit WMA gazettal applications.

⁶⁸ One example of this kind of operational challenge was the misunderstanding about Forcert's role in Tavolo, and community concern about how the broader Forcert relationship with conservation was linked to other communities (time and resources in Tavolo, versus the other communities; perhaps also some jealousies about degree of attention). Several communities said that they need clear and understandable information on the conservation process; some kind of roadmap, in which they can situate themselves.

⁶⁹ In Klampun, the working mantra is “Make it Happen”, reflecting both the reality of the local situation and some optimism that things might actually get done. Klampun received a grant directly from the project, and in-house training was conducted by community leaders – “direct action” which was seen to be efficient, as well as bringing some project revenues directly to a few community members (however, perhaps not with full transparency).

⁷⁰ For example, Forcert and Tavolo indicated starts with their latest grants in March 2019; Forcert's second year grant was caught in a need to evaluate the results from the first grant; this seemed to slow activities. Communities near Palmalmal indicated first involvement with the project in February 2019, but clearly project planning and engagement of intermediaries had occurred before that. Another example is the land use planning initiative with Arabam, Raigel, and Maranagi, undertaken by ARM/OISCA. Forcert had also been involved, with other funding sources, and this created confusion in the community, as different approaches were involved (different funding sources; different mandates and approaches). The first round of project micro grants were signed as early as 2014 (OISCA in 2014; Forcert, Barefoot, Mahonia, Live and Learn PNG in 2015) with the main aim of developing/updating

arrived late. In a few instances, especially given the late start and the use of intermediaries for developing management plans and undertaking boundary surveys, local communities (existing WMAs) felt that they could deliver project actions themselves, spending less money in the process, but this required registration as an association, or using Church bank accounts for project disbursements. These particular communities were not so happy with outside consultants being “parachuted in” and then leaving quickly, without clear indications of what had been achieved or what the follow-up might be, as well as what the community should be doing in interim periods⁷¹.

Local communities had their own management challenges, including setting up committees (determining composition), understanding the CCA process, working out relationships with intermediaries (if there were any), and fitting in project tasks with everything else going on in the community. Financial management and reporting were challenges in a few communities (Klampun and Tavalo have had direct funding, but delays in expenditure reporting on their side have caused some late disbursements on the project side). In Klampun, for example, a reflection workshop was planned under the third tranche to the community, and this was thought to converge well with Ward activities, but there was some frustration in trying to make this convergence happen. In Tavalo, the women who were consulted indicated that they participated in surveys conducted by Forcert, so they knew about the project and some outputs. However, other women noted that they were unaware of the Tavalo WMA CBO funding and the purposes of it. Some noted members of the WMA Chairman’s family travelling to Kimbe or Kokopo, but not being aware of the purpose⁷². The CBO support officer, in this case, was also not clear on the purpose of travel outside the WMA. Having said this, it is important to note that these kinds of project management challenges are common in many GEF and other development projects that operate on the ground, and relevant results can still be obtained (see Section 3.3.1).

A final observation within this section is the project management of the use/utility, and distribution of consultant reports. The evaluators read all the main reports from specific consultant assignments associated with the GEF4 project (see Annex 5.6 for a list of documents reviewed); most of them were excellent in their quality, level of detail, and explaining the relevance and utility of the tasks that went into producing them. The concern the evaluators have is how these consultant reports (for example, the one on PES options for New Britain) have been taken up by project stakeholders and others and used to inform ongoing conservation policy and on-the-ground applications in PNG. That particular report noted that ecotourism opportunities in New Britain seem to have the highest probability of positive local community impact with the smallest environmental footprint, yet meetings and consultations in the WMA communities and at the District and Provincial levels did not reflect much awareness of, or interest in, developing ecotourism initiatives in specific locations in New Britain⁷³.

the management plans of new and existing protected areas with functional management committees). Most of second grants were in 2018, aiming to have the management plans endorsed and livelihoods initiated. The lag time, between tranches, was an acknowledgement of the difficulties of working in and with communities (e.g., ILG registration/land titling, court cases on land issues).

⁷¹ These were explicit statements made by community members in Palmalmal and Manginuna; it may have been likely that family members would multi-task on specific project trips (market goods, etc.). The project made the shift to engagement of on-site implementer, using the registered CBOs of existing WMAs; this was a direct reflection that NGOs may not necessarily be the best option. Hence, direct grants were pursued with model communities (Klampun, Toimtop, and Tavalo) instead of NGOs.

⁷² These observations were recorded during the evaluators’ community consultations. While they don’t actually indicate misappropriation of community funds, they do reflect a lack of understanding and transparency, within the wider community, with regard to the project grants.

⁷³ A few evaluation participants did note that the Government will be responsible for developing infrastructure and services to encourage tourism, but said that the Tourism Promotion Agency has been lax in getting into discussions and analysis of ecotourism options in New Britain. With regard to the PES report, CEPA provided a formal review of the report, and a special project board meeting was convened for the consultant to debrief the board, and included ENB provincial administration (due to the recommendation to link tourism products in Pomio to Kokopo). The project team followed through with the Tourism Bureau since they were formulating the Tourism Masterplan for ENB. In the end, the province decided to concentrate resources to build the niche

3.2.2 Partnership Arrangements

The GEF4 project has involved a huge group of partners, from the national level of Government down to individual communities in New Britain. As such, there was more discussion of partners and stakeholders during evaluation meetings and consultations than any other evaluation topic. Almost everyone had an observation or opinion about a general category of partners (for example, the provincial government, or CEPA, or NGOs/CBOs, etc.) or specific individuals. The evaluators have noted all these observations, but have rolled the observations up to project management of partnerships, and have filtered out observations or comments about specific individuals.

In the first instance, the Project Advisory Board (PAB) was to be the main vehicle for providing project partners, or representatives of different categories of partners, with a voice on project direction and planning/management issues. As noted previously, there were two main issues initially with the PAB: shifting membership (driven by CEPA at the beginning) and inadequate frequency of PAB meetings. The highest frequency of PAB meetings occurred in the year the MTR was undertaken, but then declined to once per year immediately thereafter⁷⁴. As a result, the relationship and arrangements with project partners, and individual partner categories, were managed on a one-on-one basis (perhaps mostly by email, text messages, or phone calls), as needed, and this may have contributed to a somewhat “fractured” group of project partners, with incorrect views, in some cases⁷⁵, about who was supposed to do what, and some delays as roles and responsibilities had to be clarified. Having said this, it is quite clear that project management (in Port Moresby and in New Britain) almost always had an overview picture, mostly in real time, of who was doing what, or who should be doing something, even if the whole suite of project partners only had “stovepipe” views of pieces of the project⁷⁶. In the last few years of the project, there has been reference to the Round Table, as a forum for conservation stakeholders to exchange views and experiences (mostly in New Britain, it seems), but it has never been properly activated with representatives selected⁷⁷. There has also been talk of an association of WMAs, but this is perhaps even more ambitious than a Round Table, given the weight of logistical challenges at the community level⁷⁸.

The PIR reports (2015-2019) note the partnerships that the project has relied on or facilitated for the purpose of delivering project actions and outputs. There is a general trend in this reporting over time that reflects a “whittling down” of effective partnerships, going from mostly statements of aspirations about partnerships (perhaps reflecting who was already active in New Britain in 2014-2015) to the ones that were cultivated for alternative livelihood development and the remaining active NGO/CBO engagements

for Kokopo-Rabaul rather than link to other tourism products in the province. Further, the land use plan for New Britain Island, and the Philippine study tour with provincial officials, has resulted in an expressed commitment to ban the expansion of agricultural development (taken up by the GEF7 Impact project) and pursuing the separate application for the Nakanai Range (listed in the UNESCO WHS by East New Britain, and taken up by CEPA, with JCU).

⁷⁴ Note that at this time, there was a decision to have one PAB for three GEF projects (4, 5, and 6), but there is no record of such PAB meetings evident to the evaluators; the first was planned for August 2016.

⁷⁵ Mostly in the WMA communities, and at the Provincial level; it seemed that UNDP associates in Kimbe and Kokopo were constantly in communication by phone to clarify actions and responsibilities, as well as specific events and schedules. The evaluators observed this directly during the evaluation, and clearly their efforts have glued the project together, despite all the logistical challenges noted previously, which is admirable.

⁷⁶ In the experience of the evaluators, this is not uncommon with GEF and development projects; however, it does lead to a constant dialogue centred on jealousies, rumours, and discussions about finances and “who gets what”, which detracts from getting things done with a common vision.

⁷⁷ The project did host mock sessions for the Provincial Roundtable in both East and West New Britain, to get things going.

⁷⁸ New Britain representatives (provinces, communities) participated in the GEF5 Rangers Forum, which introduced the idea of establishing an alliance of rangers, but not an association of WMAs.

for WMA support in 2019. This is a natural enough trend that is observed in most development projects as working partnerships become evident and consolidated, and those that are fragile and ineffective fall away. The status, expected outcomes, and issues associated with these various partnerships are itemized below:

2015: Organization for Industrial Spiritual & Cultural Advancement (OISCA), Barefoot Community Services, Mahonia Na Dari, and Live and Learn PNG are listed as being associated mostly with existing WMAs in East and West New Britain (and a few new WMAs and a pilot area in the Whiteman Range – not mentioned again, as well as the Warangoi catchment area – which has not advanced⁷⁹) without clarifying the actions/outputs, but inferring that these NGOs have been engaged for project delivery. Civil society organizations activated in 2015 include the Binatang Research Center (to conduct a comprehensive biodiversity field survey in Whiteman Range - done), the Center for Environmental Law and Community Rights Inc. (community awareness and paralegal training for local leaders within Nakanai Range - done) and the PNG Institute of Biological Research (documentation of traditional KSP on conservation and sustainable use in New Britain). Other organizations were under consideration in 2015, including the Wide Bay Conservation Association (documentation of lessons learned on community entry and engagement including BSA), the Centre for Biodiversity and Conservation Science - University of Queensland (updating PNG's Programme of Work on Protected Areas (PoWPA) for terrestrial and marine areas - done), SPREP (for the nation-wide assessment of all gazetted Protected Areas – METT process – done, but with some challenges and other partners being required), the Nature Conservancy (for a Sustainable Land Use Plan-Provincial Development Plan; completed), and Partners for Melanesia (for 3D Participatory Modelling – picked up in GEF5). The 2015 PIR report noted that the project had been talking with the Hargy Palm Oil (HPOL) and New Britain Palm Oil (NBPOL⁸⁰) companies about a commitment to support land use planning in New Britain, by sharing the current and proposed palm oil estates and plantations (not done) as well as contributing to the service delivery in particular areas (Lake Hargy - HPOL and Pokili and Garu WMA - NBPOL; some minor financial contributions, eventually coming after discussions on commitment and a Memorandum of Agreement, several years later, in association with Mahonia Na Dari, in Pokili and Garu in 2017). There was mention of complementarity and convergence with the Kokoda Initiative (Government of Australia), the Seascope Initiative (Government of Australia, on spatial planning and trade-offs to development in East New Britain, but actually independent of the GEF4 project⁸¹), the Coral Triangle Initiative (ADB – in the Kimbe area, which did not eventuate), and Varirata National park (JICA). The latter were clearly aspirational partnerships in 2014-2015, not all of which fully eventuated in the end, as they relied on CEPA active engagement, which was difficult, given staff limitations at the time.

2016: There is reference to the project establishing a coordination mechanism in each province known as Friends of New Britain (a venue for providing updates on project implementation as well as discussions with CEPA and provincial administrations to support conservation initiatives on the ground⁸²) – this is not mentioned again in project reporting, so its make-up and status remain unclear. In addition to the

⁷⁹ The project worked with OISCA to cover the Baining Mountain area; the same with the Warangoi catchment area (specifically the Arabam, Raigel and Maranagi wards)..

⁸⁰ This couldn't be pursued by UNDP; NBPOL signed an MoU with Mahonia).

⁸¹ There were 3 collaboration points discussed with the Government of Australia: Department of Environment (DoE) through the Kokoda Initiative in 2017: (i) development of a land use plan; (ii) sharing staff cost of a provincial coordinator; and, (iii) sharing costs to support a provincial roundtable mechanism. This culminated in a mission to Canberra which identified the review of an existing partnership agreement between CEPA and DoE to include policy development and an information system on biodiversity offset to include study tours in selected states (Victoria, Queensland, and ACT; with existing offset programs). The arrangement for TNC to carry LUP was agreed with the CTI/Seascope Initiative to fund LUP for East New Britain (GEF4 funded the LUP exercise in West New Britain).

⁸² This was the project's Partners' Meetings.

organizations mentioned in 2015 (without further elaboration of progress from 2015, or future actions), Forcert has been added, and the Bishop Museum has been engaged⁸³. In 2016, there is first reference to engagement with Members of Parliament, and Provincial and Local Level Governments (good).

2017: In 2017, there was reference to the project strengthening its partnerships with the CSOs and other organizations mentioned in the previous year, again without the progress in previous years or expectations for immediate project actions involving these partners actually noted. A study tour to Australia was mentioned, leading to skills transfer arrangements related to biodiversity in the EIA information system and on-the-job training for CEPA regulation staff (not directly related to GEF4, and not mentioned again⁸⁴).

2018: The project referred to James Cook University (JCU) working in the Nakanai Range to support the PNG Government with its application to UNESCO World Heritage Site, but it is not clear that this actually relates to the GEF4 project⁸⁵. More clearly, the project noted that JCU was engaged (in July 2018) to support finalizing the management plans of four proposed CCAs in Pomio District (Manginuna, Galowe, Marmar-Olaipun, and Pakia Villages), including technical services for value-added products from taro (but this was not mentioned by the communities during the evaluation). In 2018, the project finally clarified the Hargy Palm Oil support for conservation at Lake Lamo Auro in West New Britain (with development of its land use plan, and working on tourism infrastructure). New Britain Palm Oil helped Garu and Pokili with training in bookkeeping and megapode egg monitoring (from both companies, a total of 58,400 K). A new development in 2018 was the commitment of the Pomio District Development Authority to 100,000 K per year for development of cocoa and coffee as alternative livelihoods at WMA sites in Pomio (mentioned again in the same manner in the 2019 PIR report; at this point, support went to development of solar dryers to allow export of organic cocoa to Japan). There is also reference to the Critical Ecosystem Partnership Fund (CEPF) liasing with the project to support communities in the Baining Mountain area, but this has never been clarified in other reporting (not further elaborated in the 2019 PIR report either⁸⁶).

2019: In 2019, there is first reference to being inclusive and participatory with partners, with regular partners' coordination meetings⁸⁷ (at least twice per year, with a focus on onsite implementation of Components 3 and 4). These meetings apparently focussed on planning and budgeting and occurred before PAB meetings (there were only two PAB meetings in the period covered by the 2019 PIR report). In November 2018, Tavolo WMA was given a direct grant to look at boundary expansion and to implement alternative livelihoods. The project also reported co-financing of Kina 1.4 million (US\$ 533,000) in 2019 from East New Britain and West New Britain.

The WMAs themselves (the various committees and the community at large) are also partnerships in their

⁸³ Bishop Museum was involved in surveys; when asked about the utility of surveys and taxonomy to local communities, CEPA and a few communities noted that they "had" to know what was in their WMAs, that needed protection; a lot is just not documented.

⁸⁴ These initiatives were picked up by GEF5.

⁸⁵ Per discussion with CEPA and JCU, the establishment of the PA network within the Nakanai Range is a positive contribution to its WHS application. Of interest are the cave drawings found in Manginuna, Galuwe/Muruk, Olaipun/Kavakuna and Pakia. Since the project financial support could only cover activities under the first grant, JCU submitted several proposals on value-adding of taro to DFAT and other funding agencies.

⁸⁶ Since CEPF will be ending in 2021, the PMU has been in discussion with the national coordinator for CEPF to eventually take over with the financing of conservation activities in the Baining Mountain area. A joint field visit in 2018 was facilitated by the GEF4 project, with CEPA.

⁸⁷ These seem to have been instituted at the encouragement of Forcert, who felt initially that NGO/CBO intermediaries were being treated mostly as contractors, rather than partners.

own right. They have not been without their challenges. In the first instance, there seems to have been an “over-institutionalization” of the WMA committees (too many committees)⁸⁸, which has been an attempt to engage as many people as possible (good), and to create accountability for WMA actions under the project (also good), but in at least a few cases, this led to effort and financial resources going into the committee structure and actions, possibly at the expense of actions on-the-ground that related to conservation, monitoring and enforcement, and development of alternative livelihoods (the various committees, their travel, meetings, etc., all having a cost⁸⁹). As noted previously, at least several community members, in two sites visited, felt uninformed about their WMA actions and expenditures (lack of transparency), and the evaluators also noted several community leaders trying to control the dialogue during evaluation consultations.

These observations reinforce observations of local communities in many development projects, where community dynamics and power plays, as projects and finances are injected into communities, get activated. Having said this, there has been a natural evolution of WMA leadership that reflects the leadership abilities and degree of articulation of conservation issues and approaches (and English language capability) of specific individuals, and it would be expected that such individuals take on the GEF4 project responsibilities. The positions of these individuals are further reinforced by travel, workshops, and engagement with managers and technical experts outside their region; the corollary is that other individuals in the community do not have the opportunity to take up leadership within the WMA (no clear succession plan, which is a risk to the WMA). In the WMAs that were visited during the evaluation, representation of women on committees ranged from about 15% to 50%, but women could only really articulate their views when the male leadership in the community was not present. It was interesting, in all communities visited, to note that women focused on development of viable alternative livelihoods, in the context of conservation, whereas men focused on legal aspects and committee structures. Most WMAs had some youth involvement, although limited; in one community, the youth group was interested in undertaking some science projects related to conservation, to make their engagement in conservation more interesting⁹⁰.

As noted previously, almost everyone had differing perceptions about the strengths and weaknesses of the various partnerships. Of course, project management had a view of all partners over a seven-year period. While bringing in the provincial governments and Pomio District was essential for supporting ground-level activities (reflecting the service and infrastructure mandates of these levels of government, and the fact that they are the key for ongoing sustainability of community initiatives) there were frequent concerns expressed during the evaluation about the inability (lack of resources and lack of technical expertise, in some cases) of the provincial governments, especially, and in fact both West New Britain and East New Britain provincial staff members also expressed their frustration at not being ready for all community needs and challenges. Several local communities commented that provincial staff did not visit them very often (hence, the need for project and NGO intermediaries)⁹¹. On the other hand, both district

⁸⁸ For example, Tavolo has ten committees (but, it also has a fair number of different donor-funded projects). Many of the NGOs/CBOs acting as facilitators or intermediaries for the WMAs in the project provided training to boost the organizational and management capacity of the WMAs, which was commendable and useful, and necessary for engagement with the project.

⁸⁹ This was evident in the evaluators’ review of the proposed budget for the Tavolo WMA, in which most of the proposed finances went to the operation of the various committees and their travel. The Tavolo WMA budget was shown to the evaluators (and photographed).

⁹⁰ Pokili youth expressed interest in monitoring megapode egg production and distribution.

⁹¹ Both ENB and WNB have been restructuring their offices, to try to consolidate environment, climate change, and forestry in one place; until this is fully implemented (especially in ENB), coherent engagement with local communities will be constrained. West New Britain established a new Division of Environment and Climate Change in 2019, to separate Forestry, while East New Britain created the Forestry, Environment and Climate Change Program under the Division of Agriculture and Livestock in year 2000. A

and provincial staff complained that NGOs/CBOs visiting the project WMAs did not keep them properly informed about what was planned and what was done. Generally, it seemed, the communication and transportation logistics challenges, and lack of resources, encouraged the project partners on the ground to not spend additional time and effort in bringing everyone up-to-date.

Further, there was some provincial (East New Britain) cynicism about the utility of the PAB, and there were several communities and Government staff who noted that some of the NGO/CBO partners themselves needed capacity building. On the other hand, several project partners said that the Government-NGO linkage is better (more functional) than it has been in the past, and the project has contributed to this, as respective roles get more clearly defined and separated, and delivery gaps are being filled.

At the very bottom of the partnership ladder, the communities themselves had clear perceptions about project partners, looking up. In at least two locations, the communities felt “exploited” by their NGO/CBO facilitators; the community members were involved in various field surveys (mostly boundary surveys), and were at times interviewed for various data collection exercises (for example, regarding gardens and conservation zones), but the feedback from the intermediaries was not evident to the community, and some wondered if their input was feeding academic research or intended for publication, rather than directly helping the WMA⁹². As noted previously, some communities were not aware of where they fit in the schedule and workplan for the GEF4 activities (reflecting communication problems both within the WMA and the intermediary). There were also situations where the intermediary changed. On the other hand, in East New Britain, all the WMA leaders seemed to know what other WMAs were doing, what the District and Province were up to, and in many cases knew all the budgets and revenue flows of various initiatives (with comments on where things should be installed and how the money could be better spent...; money was the prevailing subject in almost all community consultations)⁹³.

Directly related to this was the expectation that the Small Grants Programme (SGP) would help fill community development gaps and prepare the communities for the transition from WMAs to CCAs. However, according to the SGP officer, despite some attempt to develop viable concept papers that could be developed as full proposals, the WMAs in the GEF4 project have not accessed SGP funding (as a result, they are both confused and disappointed)⁹⁴.

Finally, UNDP (GEF4 project management) maintained a grip on all these partnerships in collaboration with CEPA, while trying to bolster CEPA capability at the same time (with various workshops, exposure to the Philippines’ experience and Australian conservation initiatives). But, it could not influence CEPA structure and processes, nor could it have any control over shifting Government membership and policy priorities (it is not UNDP’s role to do these things; risks associated with these aspects were therefore

new director for WNB division was formally appointed in 2020; 2 positions were opened and filled up (environment and forestry officer) for ENB provincial administration in 2016.

⁹² In a few cases, this perception was reinforced by the delay in the gazetting process, which reflected both some inadequacies on the community side and a slow gazetting process managed by CEPA. Consultations prevailing in English, and materials provided in English, also slowed down the process.

⁹³ Tavolo successfully lobbied for direct funding support from the GEF4 project, and Forcert withdrew on some aspects.

⁹⁴ Apparently there is a backlog of about 260 proposals to be considered in the SGP; an overwhelming amount, given the inadequate number of UNDP staff handling the SGP. SGP requirements need to be met by community groups. In some cases, it is too expensive to travel to town and open a bank account and register their association in order to meet with the Internal Revenue Commission to apply for a Tax Information Number (for example, the CBO supported by JCU; the Jacquinot Bay Association). Other CBO applications through an NGO were turned down since the registration of an intermediary is a non-profit organization.

accepted⁹⁵). UNDP associates in New Britain did help shift more project focus to project priorities there, which helped to more effectively manage project partnerships on the ground.

3.2.3 Monitoring and Evaluation: Design at Entry, Implementation, and Response (Adaptive Management)

The key to effectively delivering a project and managing associated risks is to be completely on top of project activities (aware of all actions by all partners on a daily/weekly basis). This is the monitoring function, which requires frequent dialogue with all project partners and site visits as frequently as possible. The Project Manager and delegates normally handle these tasks, but there is also an obligation on all project partners to report on developing issues and seek clarification when plans are unclear (monitoring and adaptive management are two-way streets). Note that this monitoring function is different from evaluation (which assesses the significance of project actions) and also different from reporting (the accountability for both monitoring and evaluation). Section 3.1.8 of this report described the original project management structure, which was intended to create committees and project threads that would handle different project components, with these all nested within CEPA (the Implementing Partner).

As we know (Section 3.2.1), the project management did not develop at all as designed, and the PMU was essentially a UNDP consultant working at UNDP, in communication with staff members at CEPA, as needed (and, later, UNDP associates in New Britain). Daily/weekly monitoring of all project activities, under these circumstances, was a challenge. The ability to respond to developing issues would have been constrained, and timely response (adaptive management) not always possible. There was therefore a reliance on partner self-reporting, which may have had lag times of several weeks to months.

This monitoring challenge was further complicated by the absence of baseline information for some project activities in the LFA (no benchmarks against which to measure project progress). While the MTR suggested that the METT system (especially as it was taken up by the GEF 5 project⁹⁶) could be used to “monitor” project partner capacity and start to address the time series challenge (GEF 4 and 5 together, for CEPA capacity, for example), it is important to point out that subjective evaluative assessments⁹⁷ (as the METT system is designed) do not actually monitor a project, allowing response in the form of adaptive management. Instead, it captures perceptions of capacity at different points in time, not necessarily related to project interventions. As the MTR observed, the project management effort has focused more on getting things done than on monitoring *per se*⁹⁸.

The project has given a lot of emphasis to the METT scoring system (as required for GEF projects), and in fact several project actions were focused on how to use the METT system. While the METT scores may have some long-term value in terms of measuring protected area effectiveness over time (especially if used in exactly the same way every 3 years, to allow legitimate time-series comparisons⁹⁹), the METT scoring system was deemed to be unsuitable for the PNG context, and was revised twice to fit PNG

⁹⁵ On the other hand, UNDP did offer mentoring to CEPA with regard to institutional re-structuring.

⁹⁶ Refinement of METT was undertaken under GEF4, to update the score in preparation for the Terminal Evaluation. YUS, TMR and Varirata (GEF5) were included, to cut the cost and energy of organizing a separate initiative.

⁹⁷ Subjective assessments are almost always skewed towards the positive, rather than the negative, and some ongoing issues can be mis-represented, making it difficult to know what exactly has happened.

⁹⁸ Further, there did not seem to be frequent enough field visits by either CEPA or UNDP to pick up on issues in near-real time.

⁹⁹ Due to financial constraints, CEPA decided to apply the PNG METT every 5 years (instead of every 3 years) as reflected in the PA Policy Implementation Plan.

circumstances¹⁰⁰. Nevertheless, the sequence of METT scores for project partners and PAs in PNG has shown an increase in PA effectiveness, to which the project must have contributed to some extent. It was not clear to the evaluators that the METT scores for individual places or institutions were used to design specific project actions or capacity-building initiatives to address perceived issues or weaknesses; this linkage was not articulated by the WMAs¹⁰¹.

Clearly, despite the challenges in daily/weekly monitoring of the project, there has been adaptive management (by both CEPA and UNDP) along the way (timeliness, and minimizing losses as well as opportunity costs, however, may not have been optimal). In the first instance, the Kokoda Initiative (GEF4 project actions associated with it) withered away (actually, it never got going). This was not perhaps a conscious management decision, but *post facto*; it was dropped, which allowed more project effort in New Britain (this was appropriate, as the Kokoda Initiative had larger financial and technical resources from other donors). Secondly, although it took the MTR (rather than project management) to make a clear adaptive management decision, efforts related to SEA/EIA, agriculture, and delivery of social services were dropped (this was also appropriate, as these were both peripheral to conservation and ambitious). Another adaptive management decision was to “kick the ball down the road”, by putting delayed or lapsing initiatives into the purview of future GEF projects (for example, discussions of options for financial sustainability of PAs into GEF 6; Pomio land use planning, as well)¹⁰². These decisions could be a little more controversial, since they seem an abdication, in a way, of GEF4 project responsibilities.

In theory, ongoing project monitoring and evaluation of the effectiveness of project actions and outputs should be described numerically (to the extent possible) and qualitatively in the annual Project Implementation Review (PIR) reports. PIRs were produced in about June of each year from 2015 to 2019. A careful reading of each report does allow the reader to get a fairly clear picture of project status versus the targets in the LFA (PRF), but there is a certain amount of forensic work required to capture the time sequence of project actions, since there is quite repetitive reporting of project actions from year-to-year, and after the MTR, project actions are reported as cumulative results (perhaps simply constrained by the table format). As a result, it is not clear what exactly was achieved in a given year, versus the accumulation of results over 2-3 years. This is always a risk when the previous year’s PIR is used as a template for the current year being reported¹⁰³.

There has been a further issue in reporting results as “will” statements; clearly indicating that actions have not been implemented, but should be soon. This is called “aspirational” reporting, and is not something that should pervade a PIR report. Part of the problem is in the report format: there is no summary of the annual workplan for the year under review, and therefore no actual accountability and reporting on commitments made at the beginning of the year. Related to this is a lack of listing of all meetings, workshops, training events, etc. (these are not in PIR reports, except as brief narratives, or in any acknowledged annexes). There was a listing of training/capacity-building events in the MTR report

¹⁰⁰ The MTR provides a quite detailed discussion of this issue, describing the original METT, and then METT-A and METT-B versions. Several NGO partners noted concern about how the METT scores in the field were actually generated by “proxies” in Kimbe and Kokopo, rather than based on collective observations in the field.

¹⁰¹ However, priority actions were identified and agreed by key stakeholders for Pokili in 2016, based on METT analysis.

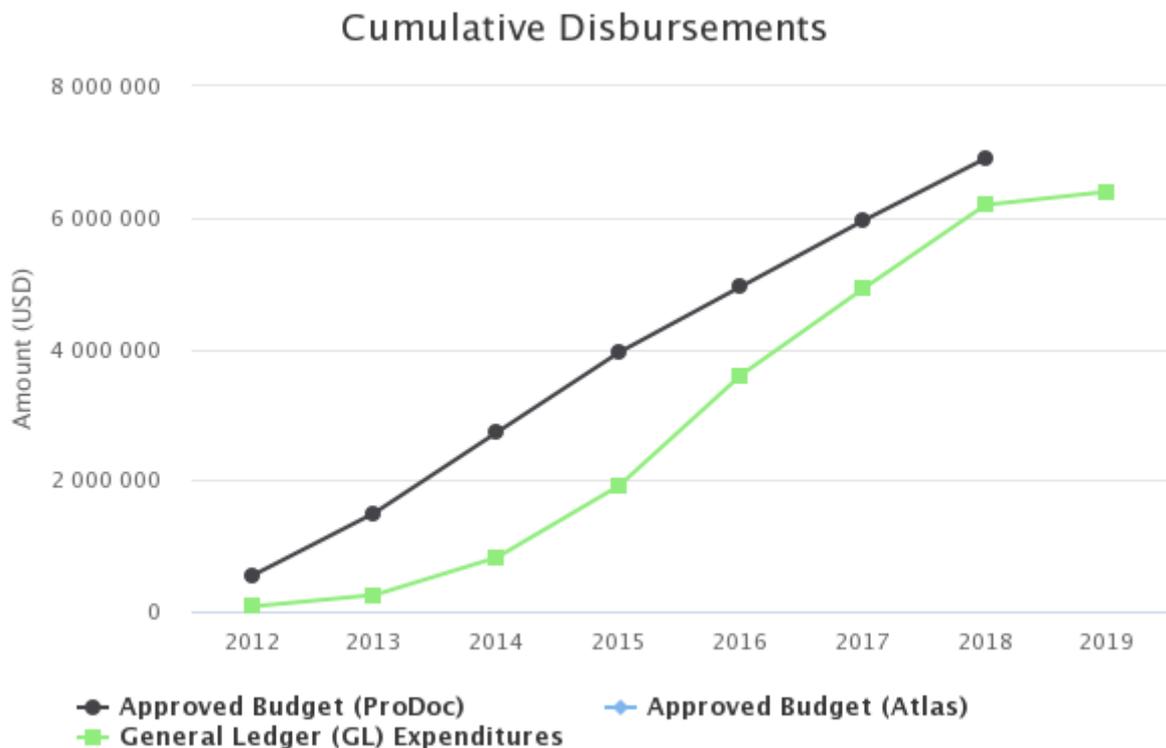
¹⁰² The MTR also recommended reducing the CCA target to 500,000 ha, but the actual status of project added-value in CCAs or existing WMAs remained unclear.

¹⁰³ A common issue with other GEF and development projects; note that CEPA does not appear to have contributed to the 2019 PIR report, and there are some narrative descriptions in the 2019 PIR report that are exactly the same as the 2018 PIR report. Further, there is a pending national consultant report on lessons learned from GEF4 actions in New Britain, but its status and eventual utility are unclear.

(obtained from various files, it seems), but this list included a large number of events that did not seem to involve project partners and locations, so their direct linkages to the GEF4 project remain obscure¹⁰⁴.

3.2.4 Project Financial Management

Project financial management refers to the timely and appropriate disbursement of, and accountability for, project funds. UNDP has maintained a budget/expenditure reporting system for the GEF4 project (the Combined Delivery Report by Activity in ATLAS, and the Project Resource Overview). In theory, these two systems track all expenditures reconciled to budgets as transactions are entered (near-real time). Individual project partners (NGOs, CBOs, District and Provincial Governments) had their own financial management systems, but with varying implications for the project. For a long time, CEPA, and district and provincial governments, only reported on their financial commitments to the project, not on the value of in-kind support (staff time, office space, travel, etc.). In the last few years of the GEF4 project, these amounts were estimated (so called co-funding; noted in the narrative of the PIR reports, but not in the expenditure reporting system). Both NGOs/CBOs and WMAs which received direct funding from the project had to report on previous project disbursement expenditures before receiving a subsequent project disbursement, which caused concern and delays for some entities (mostly the WMAs). Their expenditure reports would then eventually roll up to the UNDP financial management system, and appear in the annual PIR reports (but only as part of accumulated totals by budget category, and only for the GEF budget – US\$ 6.9 million; see latest report below; June 2019 PIR). There must have been a whole suite of recording and accounting issues on the ground that would remain obscure in the annual reports.



¹⁰⁴ The list possibly included training events documented in project partner files, but some of these may not have been funded by the GEF4 project.

The cumulative expenditure report shown above indicates 92.68% (US\$ 6,394,616) of the total GEF budget had been spent by the end of June 2019¹⁰⁵. While it is commonly done, the degree of expenditure of the project budget is not really an accurate proxy for degree of delivery of project outputs, and little more can be said here. Otherwise, the project expenditure profile over time shows a quite typical trend: slow to start, accelerated activities and expenditures during the middle period of the project, and a flattening thereafter.

The table below shows the project expenditures for the year 2019. This provides a “snapshot” of both the expenditure weighting by component and also by expenditure type, which is instructive (note that previous years may have had different weightings).

Expenditure Type	Component 1	Component 2	Component 3	Component 4	PMU	Total (US\$)	%
Local Consultants	6,771	967	-	60,972	-	68,710	17.0
International Consultants	-	37,350	20,054	34,125	-	91,529	22.6
Travel Costs	-	2,119	589	66,409	240	69,357	17.1
DSA	130	2,287	123	34,888	-	37,428	9.2
Mobile Phone Charges	1,129	-	-	1,146	-	2,275	0.6
Transportation Equipment	-	-37,084	-	6,520	88	-30,476	-7.5
Computer Software	-	-	-	14,970	-	14,970	3.7
Training and Education Service	-	35,337	-	-	-	35,337	8.7
Grants to Institutions/ Beneficiaries	-	90,287	-	-	-	90,287	22.3
Learning Costs	97	13,884	-	59,542	-	73,523	18.2
Rent Meeting Rooms	-	-	-	1,417	-	1,417	0.3
Rent	-	-	-	-	-30,000	-30,000	-7.4
Common Services	-	-	-	-	-24,289	-24,289	-6.0
Miscellaneous	-	2,724	-	-371	2,502	4,855	1.2
Total	8,127	147,871	20,766	279,618	-51,459	404,923	100%
% in 2019	2.0	36.5	5.1	69.1	-12.7	100%	
% to 2016	24.0	28.0	26.3	8.9	12.9	100% (of \$3,842,806, GEF and UNDP)	

Up to 2016, there was a relatively even expenditure rate for Components 1-3 (ranging from 24 to 28% of total expenditures), but little in Component 4 and about 13% for project management (the latter being a quite typical and appropriate ratio for management versus actual delivery). In the intervening years (2017-2018) the ratios between components changed, and in 2019, it was evident that there was little

¹⁰⁵ The evaluators have been provided with the 2019 project expenditure report and have also reviewed the financial analysis in the MTR report. Expenditure reporting for 2017-2018 has not been seen. The annual expenditure report provided does not include cumulative totals from previous years.

effort in Components 1 and 3, some increased effort in Component 2 and most of the expenditures going to Component 4 (69%, assumed for capacity building, which had been lagging in previous years). The negative entries (assuming usual accounting principles) are noted as credits (mostly under the PMU) and may reflect contributions to GEF budget line items from the UNDP budget. During the most active years (2017 and 2018), about 35% of the total project budget was spent.

In 2019, almost 40% of the expenditures went to consultants, and a further 26% went to travel-related expenses. Almost 36% of expenditures went to training/learning, and 22% to grants (assumed to be to the WMAs in New Britain). The three highest expenditure categories were: grants to institutions/beneficiaries under Component 2; travel costs (not including DSAs) under Component 4; and, local consultants under Component 4. It can be seen, therefore, that the majority of project spending related to delivering outputs for specific technical assignments (consultants), delivering training, and travel related to both.

In the local communities that received direct funding (through their registered association bank accounts), as noted previously, funds were sent from the project in tranches that required adequate reporting before additional project funds could be released. It is unclear how much fiscal transparency there has been in these communities, but it is known that several village leaders paid themselves honouraria for delivering training to their communities, and had travel to other locations paid by these grant funds. These are probably reasonable expenditures, in the absence of alternatives. It is known, for the whole project, that the cost of consultations, meetings, and associated travel is a considerable part of project expenditures, and to be expected in PNG. The question about whether or not there has been a reasonable balance between the cost of delivery of actions on the ground (with evidence of improved capacity and services/infrastructure) and the cost of administrative and logistical aspects supporting those remains unanswered.

3.3 Project Results

It is clear from Section 3.2 above that the GEF4 project has had some implementation challenges, and many of these are just reflective of the project operational context in PNG. Despite these challenges, the project has produced relevant and significant results, which are discussed here.

3.3.1 Overall Results (Attainment of Objectives)

At the end of the day, the project is accountable for progress made against each of the original project objectives that have stayed in the project workplan (after the MTR, some performance indicators, and therefore their associated actions, were dropped). The project results are assessed individually below (original targets are noted in *italics*; revised targets and indicators, after the MTR, are noted where relevant, and tabulated later in this report, in any case, following the latest PRF), according to the sequence of overall project objectives and component outcomes. Examples of project results (and constraints, as well) are provided to the extent possible, as evidence to support the evaluation observations¹⁰⁶. The quality of the results (relevance, sustainability, and impact) is discussed in more detail in subsequent sections of this report.

¹⁰⁶ Note that all project actions and results have been assessed, even though some were dropped after the MTR. It is important to consider **all** project components (over six years), according to the original intent, to maintain accountability for effort, actions, and funding from the beginning of the project. In any case, all actions and results are described in absolute terms, not only in relation to targets and indicators.

Targets (Objectives):

Overall:

A comprehensive and integrated policy and regulatory framework for CCAs is enacted by end of year 2; supported by a coordinated whole-of-Government decision-making mechanism operational by year 3.

The 2014 PNG PA Policy provided the basis for the PA Bill. The Bill is an excellent document (having gone through a rigorous process in development) that sets the frame for development and management of CCAs in the future. Also, the policy implementation plan provides good guidance on implementation details in the PA Bill. These can both be considered comprehensive and integrated for the purpose of devolving conservation to local landowners, and represent significant results from the GEF4 project. The whole-of-government mechanisms are less clear¹⁰⁷. The *caveat* with the Bill is that it has not been passed, and there is a risk of it languishing. In 2018, 2 million K was committed by the national government to conservation, which is certainly progressive (however, only 1 million K in 2019)¹⁰⁸. This component (the policy and regulatory framework) is “on-the-cusp” and needs the highest level political support (so, a persistent push from CEPA and UNDP is needed in that regard).

1,000,000 hectares protected by end of Project.

This target was reduced to 500,000 ha after the MTR. Apparently 672,000 ha of protected area is still in play with the project (Kokoda and New Britain), although the project effort in Kokoda is obscure to the evaluators. The 434,000 ha in New Britain include previous WMAs that have been supported by the project (getting them ready for gazetting; but not all, as yet, gazetted¹⁰⁹). However, evidence on the ground indicates that conservation is mostly occurring, so technically these areas are being successfully protected (good)¹¹⁰.

CCAs show sustained improvement in METT scores over the duration of the project, beginning from respective year of CCA establishment.

According to reporting, the METT scores in the CCAs have shown a continuous increase since the beginning of the project. While there are issues with METT scores being a proxy for conservation

¹⁰⁷ The JICA Biodiversity Project has a dedicated intervention that supports the establishment of a national-level governance and management arrangement.

¹⁰⁸ There is some confusion about the exact dates of commitments; one report refers to 2 million K committed in 2019; the recent discussions during the evaluation indicated that the latest commitment has been reduced to 1 million, but it is unclear what year this refers to (apparently 2019). It should be mentioned that the current Medium Term Development Plan includes Protected Areas and biodiversity conservation as a key target under the Environment Component. Supportive of the PNG Vision 2050 and MTDP of adding 1 million hectares of protected areas, National Planning endorsed the sectoral plan of CEPA facilitated by GEF4 project known as the Protected Areas Policy Implementation Plan. A first in PNG, the 2019 National Budget earmarked 2 million kina to roll out PAPIP. In 2019, 1 million kina was allocated by the national government to CEPA.

¹⁰⁹ One site, Toimtop WMA, was formally gazetted as of February 2020.

¹¹⁰ This is variable, with some WMAs being more advanced than others (especially the ones that have been gazetted for quite a few years and active at least over the last 8-10 years; Tavolo, for example, already has a quite sophisticated programme of tourist ventures which bring considerable revenues to the community; their main interest in the GEF4 project has been to clarify and protect boundaries). As noted previously, it is difficult to draw a line between what existed before the project, and what is strictly ‘added value’ from the GEF4 project. Most WMAs have quite clear boundaries, zonation plans, and rules/sanctions for infringement on conservation attributes. The WMA/CCA profiles developed for the recent METT exercise provide excellent overviews of the status and issues at each of the locations supported by the project. However, a few are in flux, as apparently Mukus, Tavolo, and Lausus have opted for another form of official protection of their combined land use plan area, and signed a Conservation Deed in November 2019.

management competence, as discussed previously (perhaps not all attributes fit the community situation), undertaking these in the same way over time is a valid time-series measure of conservation competence¹¹¹. Certainly the WMAs that were visited in New Britain articulate strong conservation awareness and have taken steps with project support to develop their management plans and prepare for gazetting (good¹¹²). Some WMAs also undertook their own training programmes, using “in-house” capability, which was a form of capacity-building in its own right, and creating competencies that could be shared with other WMAs.

Landowner commitment sufficient to ensure effective management and conservation of CCAs as measured at end-project.

Based on detailed conversations with WMA communities in West and East New Britain (five in total) land owner commitment appears to be strong (perhaps more so in East New Britain than West New Britain), and as long as alternative livelihoods can be developed in these communities in a continuous manner, these areas have a high chance of being properly conserved. Several WMA members (East New Britain) were very articulate about conservation attributes and goals and the associated alternative livelihoods but expressed a desire for further technical and financial support (self-financing still being a ways off). At the time of project closing, it seems that 17 WMAs or new proposed CCAs in New Britain are in the gazettal process, with letters of consent provided, and the basic boundary details and adequate management plans defined. CEPA is now required to follow through, quickly, with the gazettal process (within the options *not* included in the draft PA Bill) to keep local communities in New Britain on side.

By end-project each established CCA has demonstrated access to all funding required for core management and conservation activities for at least two consecutive years.

This is not evident, due to the late initiation of project activities at the WMAs in New Britain. However, some WMAs have their own sources of funding (various, such as tourism, guest house receipts, cocoa – incipient, and some communities paying in directly according to conservation needs). There is great anticipation of passage of the PA Bill, gazetting of CCAs, and a national budget that supports new CCAs (there is significant pressure on CEPA to pull this off...). Financial support to cocoa initiatives (solar dryers) is not directly related to conservation, but indirectly should help raise local community incomes to take pressure off surrounding habitats, and to eventually help self-finance conservation, such as ranger activities¹¹³.

By Outcomes:

Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.

¹¹¹ There were several METT trainings done under GEF4 – in 2015 through SPREP, 2016 through South-South cooperation with UNDP Philippines and PMU, and 2019 for an indepth METT training to update scores for GEF4 TE/GEF5 MTR.

¹¹² To varying degrees, as would be expected; some that are lagging reflect late starts, as well as perhaps less “readiness” for the gazetting process.

¹¹³ GEF4 support has not only been focused on the construction of solar dryers (with 7 more to be constructed), but rather on linking premium cocoa beans to the Japanese trading company, Tachibana & Company. Through the GEF4 project, the first 500 kg of high-grade cocoa were sold at K17.26 per kg to Tachibana. Compared to Outspan National, who are a subsidiary of Olam International, the farmers were paid K7 per kg, which is slightly above the local market rate between K5-6. Payments have reached the bank accounts of all 104 individual cocoa farmers facilitated through the East New Britain Savings and Loan Society Ltd. There have also been efforts to develop chocolate making in New Britain. It is left to the remaining time of GEF5 and the GEF6 project to continue support for these initiatives.

Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.

1.1. Improved whole-of-Government systems and processes for making land-use decisions to avoid degradation and conversion of PAs. Which was revised after the MTR TO “Legal status of CCAs and legal tools being applied to provide protection of CCAs”			
Baseline	End target	Status at TE	TE assessment
Existing PAs (e.g. WMAs) regularly suffering negative impact from agricultural conversion, mining impacts, etc.	In the final year of the project, no established CCA suffers any direct impact due to land use/ conversion decisions, or indirect impact due to adjacent or upstream development activity.	<p>While dropped on the recommendation of the MTR, and this seems to absolve Government of any inappropriate land use decisions or lack of enforcement of existing regulations, this target is actually one of the most pertinent (maintaining the integrity of conservation areas). Based on site visits in New Britain (and apparently also reflecting drone surveys at the some of the WMAs – East New Britain), it appears that the existing WMAs, at least, are intact, and community zoning seems to be a workable concept (minimizing community incursion into conservation areas). Areas that are not in existing WMAs are still being developed for oil palm (based on fly-overs and road travel in the area). Clearly, it is local landowners who make decisions about development, or conservation, rather than Government <i>per se</i>.</p> <p>The project supported various excellent technical studies that have helped to undertand the overall conservation picture, and specific conservation attributes and priorities in New Britain, including the University of Queensland marxan analysis (land-sea conservation assessment for PNG), the Ridges-to-Reef assessment for New Britain (planning for sustainable development, with TNC and CSIRO), the biodiversity gap analysis, biodiversity surveys (discovering new species in the Whiteman Range), and the work in support of PES concepts. The evaluators believe that these studies and their associated documents have all the priorities and conservation options clearly laid out for local communities and different levels of government to choose from. It will be important to now use these documents as conservation efforts go forward.</p>	Achieved/likely/ or unlikely to be achieved by project closure
Date	December 2019		
1.2. Evidence or degree of mainstreaming of protected areas within different national policies and development strategies			
Baseline	End target	Status at TE	TE assessment
Develop and support the implementation of the Protected Area Policy	By year 4, PNGs PAPIP as a sectoral plan is mainstreamed in related planning documents	This target was revised, based on the MTR. Reporting seems to be sanguine on this point, but the actual situation is perhaps a bit more obscure. The draft PA Bill and PAPIP both reflect policy intent (good ¹¹⁴) and the on-the-ground activities in New Britain are completely convergent with policy	

¹¹⁴ MTDP 3 has incorporated 1 million hectares as a conservation target.

Implementation Plan (PAPIP)		intentions (despite not having the PA Bill), but the key word here is “support” and the delayed gazetting and lack of clear and sustained Government funding for conservation (reliance on GEF support, instead) are a concern.	
Date	December 2019		
<i>1.3. National policy framework explicitly and comprehensively addresses key conservation policy requirements such as a framework for assessing and mitigating environmental impacts of development</i>			
Baseline	End target	Status at TE	TE assessment
Develop a comprehensive roadmap on biodiversity offset mechanism	By year 3, policy framework on Biodiversity Offset Mechanism have been developed and endorsed by CEPA	The observations here are similar to those noted immediately above. Key documents that reflect Government intent (regarding conservation) are “on-the-cusp” – ready to be passed and implemented. There is mention of discussions regarding the Biodiversity Offset Mechanism, that there is increased awareness of it; however, it seems to be one of the sticking points in the draft PA Bill (handling and direction of related revenues ¹¹⁵), and reliance on a further GEF project to sort these things out (sure, needed) is not a measure of success with this target.	
Date	December 2019		
<i>1.4. Integration of the three existing Protected Areas Acts into a single legal framework for protected area establishment and management under the new Conservation and Environment Protection Act (see 3.2.1 below) with Conservation Areas providing the legal basis for establishing the Sustainable National System of PAs. The new legal arrangements for protected areas to incorporate the requirement for Benefit Sharing Agreements (BSAs).</i>			
Baseline	End target	Status at TE	TE assessment
Fragmented legislation with low power for PA management and no capacity to manage benefit sharing arrangements	A single integrated Act providing for a statutory authority with increased scope for PA management including benefit sharing arrangements	As noted several times above, the PA Bill is progressive and should serve the purpose of effective conservation, when passed. Benefit sharing options are more obscure (Biodiversity Offset Mechanism, Trust Fund, and PES concepts); they seem to be sticking points (since they involve collection and distribution of revenues). There is mention of the Warongoi River Benefit Sharing Agreement, but this also seems stuck (local conflicts and disappointment that the BSA has not eventuated, apparently due to some mis-communications on meetings with the power authority), and the Provincial Round Table (East New Britain), which would be involved, has not yet been formed.	
Date			
<i>1.5. Level of Government funding available for CCA establishment, management and implementation.</i>			
Baseline	End target	Status at TE	TE assessment
Nil funding to CCAs to date	By end-project, available funding meets minimum requirement for	This target is not yet achieved, but there are hopeful signs, with funding commitments from National, Provincial, and District Government, some private sector support, and in-kind and financial	

¹¹⁵ Ongoing discussions centre on the establishment of a Trust Fund, who should manage it, and how revenues might be shared between CEPA and IRC, although there is the precedent of sharing between IRC and Road Transport. Note that several private sector entities also hand-picked issues in the draft PA Bill and slowed things down, apparently trying to protect their interests in potential protected areas in the future; this, despite their extensive involvement in earlier consultations on the PA Policy.

	gazetted CCAs, as measured by the PA Financing Scorecard	contributions from some of the WMAs. This is small but evident progress, compared to 6-7 years ago. There is, however, still an overly strong reliance on donor-funded (including GEF) projects. Apparently there has been no SGP financing in the last few years to ENB and WNB, due to a combination of inadequate proposals and a back-log in proposal review ¹¹⁶ .	
Date	December 2019		
1.6 Level of institutional and technical capacity in CEPA (once established) and other relevant Government agencies as measured using a Capacity Scorecard or similar approach			
Baseline	End target	Status at TE	TE assessment
CEPA: 38%	By end-project, CEPA institutional and technical capacity scores are rated as Sufficient or Adequate across all key competencies.	The METT scoring indicates increased conservation competencies at CEPA over the life of the project. Regardless of this, the evaluators themselves noted a clear awareness amongst CEPA staff of the challenges and processes related to community conservation, and seemed articulate regarding the various tools, the METT system, the PA Registry (and related GIS use and biodiversity data ¹¹⁷), community perspectives, and the challenges of National-to-Provincial-to-District-to-local landowner sequences that are needed to effect conservation. Lack of funds and perhaps not enough staff are constraints on CEPA's conservation roles ¹¹⁸ . This kind of awareness and application to conservation tasks was less evident at the Provincial and District levels. It was, however, as noted previously, very evident in the local communities.	
Date			

Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.

2.1 Hectares of new Protected Areas established under the new community conservation area framework			
Baseline	End target	Status at TE	TE assessment
1.7 million hectares across PNG are gazetted terrestrial and marine protected areas under different national and local legislations. 238,071 hectares for Owen Stanley Range	By year 5 at least 500,000 hectares added in pilot sites	This was addressed previously (on target for over 500,000 ha). There is project reporting here that includes the GIS work (for the PA Registry) and the biodiversity survey in the Whiteman Range. These are relevant, in that they help to keep track of the whole PA system (certainly needed), and also better understanding the biodiversity characteristics in currently unknown areas is a requisite for setting up new conservation areas.	

¹¹⁶ In 2018, the PMU supported Toimtop and Tavolo to submit proposals to SGP. There were other funding facilities available, namely IUCN CEPF which funds the paralegal training of CELCOR in the Baining Mountain; USAID PACAM which funded the fire management in same area of Whiteman Range with Live and Learn PNG, CTI/mangrove project which funded the rehabilitation of mangrove in Pokili and Garu WMA; SGP funded a refinement of the paralegal training module of CELCOR.

¹¹⁷ These will need ongoing staff capacity, software ability, and regular updating.

¹¹⁸ Note that there was considerable effort by the GEF4 project to facilitate change management at CEPA, but this was stalled, and there was subsequently no real change in the structure, processes, or staff capacity at CEPA (two additional management staff were supported during the GEF4 project period).

219,762 hectares in New Britain Island, of which < 25,000 were gazetted prior to project start			
Date			

Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.

3.1 Compliance with commitments stipulated in the Partnership Agreements			
Baseline	End target	Status at TE	TE assessment
<p>Agreements to be established during creation of CCAs</p> <p>One agreement in place: Signed MOU between NBPOL and Mahonia Na Dari to support Pokili and Garu WMAs</p>	<p>a) Up to eight signed agreements</p> <p>b) Demonstrated expenditure leading to measurable outcomes</p>	<p>This was addressed previously (METT scores have increased in the CAs). There is reference in project reporting to workshops and training pertaining to the METT scoring system. The evaluators are not so sure that a focus on METT, <i>per se</i>, as opposed to conservation issues and community management, for capacity-building, is best use of training resources¹¹⁹.</p>	
Date			

Outcome 4: Capacity development and support for implementation of CA Management Plans.

4.1 Institutional and individual/ technical capacities of Provincial and local level governments to ensure effective delivery of key project outputs.			
Baseline	End target	Status at TE	TE assessment
<p>Capacity and competency scores for East and West New Britain respectively.</p> <p>Preliminary capacity assessment during PPG indicates institutional and individual/ technical capacities are low or extremely low, at 24.4% and 33.3% respectively.</p>	<p>Provincial and local level government (LLG) institutional and technical capacities to support establishment and management of CAs increases by at least 20% two years after establishment of each CCA. Overall institutional capacity increases to at least 56.4%, and individual capacity increases to 50%.</p>	<p>There have been various training initiatives (funding shared with another project) for Provincial and District staff, as well as some WMA individuals. Apparently, METT scoring reflects increased conservation competencies at the Provincial level. However, observations during the site visits and discussions with Provincial (and District) staff indicate that the METT scores may not reflect the full reality that Provincial and District staff are not very engaged with the local communities (possibly reflecting lack of resources, and other duties beyond the project) and <i>some</i> did not articulate strong conservation awareness or enthusiasm for the CCA concept – they did not seem like “champions” who will fully engage with and assist all the various conservation areas. On the other hand, several Provincial staff (WNB and ENB) felt the capacity</p>	

¹¹⁹ Somewhat related to this is the extreme interest in drone training – there are many enthusiastic stakeholders. The use of drones should help with WMA/CCA boundary monitoring, but there are still residual technical issues, such as piloting effectively and having adequate software for map production.

		building opportunities provided by the project were beneficial to them as individuals (the METT process, exposure to the Philippines experience, and drone training ¹²⁰ being mentioned). Further, the ongoing restructuring of the provincial administrations (almost done in WNB and still underway in ENB) seems to have benefitted from the project as well. For example, ENB is trying to get their climate change, environment, and forest functions into one office, with increased funding ¹²¹ .	
Date			
4.2. Capacity of landowners to manage conservation areas and associated livelihoods/ service delivery activities			
Baseline	End target	Status at TE	TE assessment
Preliminary overall assessment during PPG indicated non-existent to low capacities. Specific capacity baselines to be established for each CA.	Landowner groups have sufficient capacity to implement livelihood and service delivery activities.	There were many comments made during site visits about the value of engagement between the project and the local communities. Many people could cite specific examples of “learning” and articulated keen awareness of the importance of conservation (men focused more on the conservation aspects and boundaries ¹²² , and there was some reference to ranger training, as well as provision of bicycles for rangers ¹²³ , and women were more concerned with village services and infrastructure). There is certainly evidence of capacity to implement livelihood activities and engage in conservation tasks, and some communities have mechanisms for self-financing (to a certain point). There is certainly huge emphasis (and hope) on the cocoa initiative, although there are inherent jealousies and concerns about the locations of the solar dryers, and also serious concerns about economies of scale, transport costs (these being subsidized by the province, which certainly helps), eventual profits, and	

¹²⁰ Drone training was shared with the GEF5 project. GEF4/GEF5 cooperation commenced in 2017, with the regional consultations on the PA Bill, and also the METT process for the February 2019 exercise.

¹²¹ ENB created this unit in 2000; 2 dedicated officers were appointed (forest officer– Ms. Florence Paisparea; environment officer– Ms. Jane Atip) in 2017.

¹²² The WMA documentation that was provided, mostly from Klampun, reflected a deep understanding of conservation issues and approaches. The profiles of all WMAs/CCAs under consideration by the project certainly reflect local community concerns about conservation and solid initial first steps in developing local management capacity. Residual confusion or concern sits with understanding and getting through the gazetting process; CEPA has been helping, but there seems to be “chokepoint” there.

¹²³ In Pokili (and apparently support of this kind was also provided before the GEF4 project); presumably these would get rangers to certain parts of the WMA, but might not be so useful actually inside the WMA. Pokili has an issue with misunderstanding how to regulate megapode egg collection; they should be limiting the absolute harvest in a given year, not the number of days allowed for harvesting. This kind of conservation enforcement might have received a higher profile in the GEF4 project.

		benefit sharing (see first reference to this in Footnote 53). Expectations are very high, and any failures along the way will put a serious dent in this alternative livelihood activity. The experiences with the various intermediaries (CBOs, NGOs) were variable (some negative, others more positive; some WMAs don't want or need intermediaries). Direct grants to several communities, while creating revenue for some individuals, also allowed purchase of equipment, such as cameras and camping equipment ¹²⁴ .	
Date			

3.3.2 Relevance

The GEF4 project has been totally relevant (in design and implementation) in all respects concerning habitat and biodiversity management, at various levels, as follows:

- absolutely relevant to the global conservation agenda (given the disproportionately high amount of global biodiversity in PNG);
- relevant in acknowledging and trying to address the peculiarities of the land ownership/ development/ conservation challenges in PNG;
- appropriate and relevant in its approach, with parallel prongs aimed at the national/regulatory requirements, the engagement of various levels of Government, and a specific focus on local communities, to develop evidence of effective conservation approaches on-the-ground; and,
- total relevance in the project's acute understanding of the need for alternative livelihoods to complement conservation efforts, intended to draw pressure off adjacent community habitats and curtail excessive natural resource exploitation.

Examples of these observations (demonstrating relevance) are provided below, drawing on the perceptions of local communities, the understanding of staff in various government agencies, the perspectives of various project partners, and the insights of the evaluators.

At the global level... First of all, the intended engagement of PNG in "leading edge" conservation approaches (such as biodiversity offsets and PES schemes, and community ownership of conservation areas) and the ultimate focus on New Britain (Kokoda Track being addressed through other initiatives), where there are still vast tracts of undisturbed forest and high biodiversity values (although under threat from logging and oil palm) is completely relevant to the global effort for effective conservation of biodiversity.

At the government level... The attempts at legislative consolidation, and capturing the conservation approaches noted above (and their near successful implementation), are totally relevant. In fact, they cannot be avoided, since the policy and legal aspects of conservation need to be absolutely clarified, workable, and properly disseminated to create an anchor and accountability for effective conservation in PNG. Further, the project has made significant attempts to engage all levels of government in the

¹²⁴ For example, Klampun, which shared a detailed expenditure report with the evaluators; these expenditure types were noted there.

conservation dialogue, and it is fair to say that all active stakeholders at these different levels are seeing the issues and possible approaches with a common understanding and vision. To support this multiple-layer government approach (down to LLGs), the project made significant efforts to provide relevant training, as well as opportunities for dialogue and exchange of ideas. There was a very positive response to these initiatives (reflecting their relevance to both the institutions involved and individuals; these included GIS training, PA registry development, legal aspects of conservation, biodiversity offsets, PES schemes, drone training, etc.). Further, the provincial government structure and conservation approaches are starting to re-align with conservation (with environment, forestry, and climate change functions more integrated, at least as currently planned).

At the community level (New Britain)... Perhaps the greatest degree of relevance was evident and articulated at the local community level in New Britain. While there may have been some issues with how the project was delivered and supported at the level of WMAs and proposed CCAs in New Britain, there was a pervasive feeling (expressed to evaluators, by those who are still active with the project) that the GEF4 project was certainly relevant to their current needs (both in terms of conservation and in terms of developing alternative livelihoods). There are numerous examples, as follows:

- The project, with the boundary surveys needed to development applications for CCA gazettal, has resulted in a reduced number of conflicts between adjacent communities.
- The project has been very helpful in supporting increased conservation areas in some areas (existing WMAs) and gazetting new conservation areas in others (still underway, but initiated by the project), which communities see as validation of their traditional land ownership (as seen by government, developers, and adjacent communities). Further, the project timing was deemed to be critical, as some areas were lagging in their conservation efforts.
- The effort in developing conservation management plans has increased the cohesion in local communities and sharpened the common vision of conservation needs and options.
- Local communities know that, in order to draw pressure off their adjacent natural habitats, they need to develop alternative livelihoods and overall increase community income. This will help them to continue to invest in conservation measures while also paying for community services and infrastructure (which is not being adequately provided by District and Provincial governments). The various project efforts associated with alternative livelihood development are therefore seen to be extremely relevant.
- Many community members in New Britain found the training provided by the project (either from external sources, or from within the community) to be relevant and useful, including organizational skills, leadership training, bookkeeping, legal aspects of protected areas, dispute resolution, and ranger operations.
- The engagement of the provincial and district governments, facilitated by the project (notably the cocoa initiative), while not seen to be equitable to all communities, is still acknowledged to be completely relevant and necessary (a catalytic role of government). Technical and financial support, especially regarding the cocoa nurseries, use of the solar dryer, and subsidies for cocoa transport (the boat just acquired), are crucial for further development of cocoa initiatives in East New Britain.

3.3.3 Effectiveness and Efficiency

Effectiveness refers to the degree to which project objectives (those that have been retained) have been achieved, and efficiency refers to the cost-effectiveness (least cost for delivery) of the project overall. The

evaluators' assessment of effectiveness is summarized in the table below¹²⁵. Note that the assessment of effectiveness, for each project objective, is quite a subjective exercise, reflecting both the perceptions of the delivery of actions and outputs (present or not, or somewhere in between), and their respective contributions to objectives (the quality of those contributions). Effectiveness is expressed as estimated % achievement.

Objective/Outcome	Effectiveness	Related Observations
A comprehensive and integrated policy and regulatory framework for CCAs is enacted by end of year 2; supported by a coordinated whole-of-Government decision-making mechanism operational by year 3.	80%	Just about all the elements (mostly the draft PA Bill, the PA Policy, and the policy implementation plan, as well as technical details on various conservation options), are in place. Parliamentary approval pending.
1,000,000 hectares protected by end of Project.	100% (for revised total of 500,000 ha)	Two key points here: what is the change in status of areas that were already protected, but assumed to be advanced by the project? And, including Kokoda Track is perhaps dubious as a project achievement ¹²⁶ .
CCAs show sustained improvement in METT scores over the duration of the project, beginning from respective year of CCA establishment.	36% (measuring change, rather than degree of target achievement)	Note that no new CCAs have been established ¹²⁷ ; METT scores for WMAs involved in the project have shown a 36% increase since the project start. Considerable expenditures were made to understand and administer the METT system; however, the project almost certainly contributed to conservation skills, if not full effectiveness, at WMAs and proposed CCAs in New Britain.
Landowner commitment sufficient to ensure effective management and conservation of CCAs as measured at end-project.	90%	It seems that most landowners involved in the WMAs/CCAs in New Britain involved with the project have signed consents, and are just about completed with their own part of the gazettal process (waiting for CEPA now). There is not full effectiveness here, as some sites are considering changing their status. Further, there is some question about whether or not signed consent is sufficient to ensure effective management and conservation of CCAs (many other factors need to be addressed) ¹²⁸ .
By end-project each established CCA has demonstrated access to all funding required for core management and conservation activities for at least two consecutive years.	20%	It could be argued that no WMA or proposed CCA has access to secure funding for their future operations. The 20% is based on a METT score, and somewhat subjective in determining improved financial security of these protected areas ¹²⁹ .

¹²⁵ All the original project objectives and proposed outcomes have been retained in this table, to capture all project effort despite the fact that some were dropped after the MTR. Note that the evaluators are a bit uncomfortable with providing actual numbers for subjective assessments, but these might help rate one objective versus another, to see where actual successes in project delivery lie. Project expenditure reports do not allow assignment of expenditures to specific component outcomes, so the assessment of efficiency has been attempted only for overall project delivery.

¹²⁶ While the Kokoda Track initiative was retained in GEF4 after the MTR, it is not clear, in documentation, what was actually done.

¹²⁷ Not a CCA, but Tiomtop was declared and gazetted as a new WMA in 2020.

¹²⁸ With support from GEF4 and its partners, all sites have been applying as WMA or expansion of its boundaries. CCA application will be pending until the PA Bill is enacted. Tiomtop was gazetted as a WMA in 2020.

¹²⁹ Note, though, the 2 million kina allocation from the 2019 national budget, which is a significant commitment of GoPNG to protected areas; compared to zero in past decades.

Objective/Outcome	Effectiveness	Related Observations
<p>Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.</p> <p>1.1 Improved whole-of-Government systems and processes for making land-use decisions to avoid degradation and conversion of PAs.</p> <p>In the final year of the project, no established CCA suffers any direct impact due to landuse/ conversion decisions, or indirect impact due to adjacent or upstream development activity.</p>	?	<p>Actually, based on consultations with local communities, and field observations, it seems that most established WMAs are quite intact, due to the commitments of the conservation management committees (the project may have helped them). An accurate measure for all WMAs and proposed CCAs would be time-series comparison of GoogleEarth images (baseline at the correct time, and then subsequent, perhaps every two years, or annual use of drones).</p>
<p>1.2. National economic development plans and sectoral plans incorporate and provide support for the objective of developing a Sustainable National System of PAs.</p> <p>By year 3, PNG's Medium-Term Development Strategy and related planning documents explicitly recognize the development of a sustainable National PA System as a development priority, under the ESEG framework.</p>	90%	<p>The target was revised after the MTR. It seems that most policy documents and reports over the last 3 years articulate appropriate conservation policies; CEPA and the GEF4 project would almost certainly have contributed to those. Full government uptake is still an issue.</p>
<p>1.3. Integrated policy framework to support mainstreaming of environment conservation issues within whole-of-Government and sectoral decision-making processes developed and being implemented.</p> <p>By year 3, policy frameworks for (i) SEAs, (ii) Sustainable agriculture and (iii) PA Financing have been developed, endorsed by CEPA and submitted to the Government for adoption.</p>	50%	<p>Not as sanguine as the project in this assessment, as SEA/EIA and sustainable agriculture initiatives are not evident, and while the draft PA Bill includes conservation financing, and there are technical details available for financing options, these are not yet implemented by PNG. The GEF6 project is not a contributor here (not yet).</p>
<p>1.4. Integrated legal framework to ensure effective planning and regulation of development and conservation activities.</p> <p>A single integrated Act providing for a statutory authority with increased scope for PA management including benefit sharing arrangements; integrated CEPA Act to reconcile inconsistencies in current body of law, and introduce reforms.</p>	0%	<p>No longer pursued (after MTR). Further, regardless of legal frameworks, CEPA re-structuring has not progressed as planned¹³⁰.</p>
<p>1.5. Integrated policy framework to support sustainable financing of PAs developed and evidence of success through increased funds for PA establishment and management.</p> <p>By end-project, available funding meets minimum requirement for gazetted CAs,</p>	20%	<p>This figure is based on the METT scores (probably reasonable). However, in addition, there seems to be increased commitment from different levels of government, over the last few years, related to conservation. Note, however, that local level financial commitments are for livelihood development, not conservation <i>per se</i>.</p>

¹³⁰Support by the GEF4 project has resulted in the application of a new salary grade with standardized job descriptions, and recruitment/appointment of at least 2 positions, the Deputy Managing Director and the HR Manager, based on the approved administrative order (made to the Department of Personnel).

Objective/Outcome	Effectiveness	Related Observations
as measured by the PA Financing Scorecard.		
<p>1.6. Strengthened institutional and technical capacities in relevant Government agencies, linked to a framework of national core competencies to support effective conservation planning and service delivery in PAs.</p> <p>By end-project, CEPA institutional and technical capacity scores are rated as 'Sufficient' or 'Adequate' across all key competencies; institutional scores for other relevant agencies (including local governments) show increases on average between project mid-term and end-project assessments.</p>	28% (measuring change, rather than degree of target achievement)	<p>This is the difference in the METT score for CEPA over the project period. A target of "sufficient" or "adequate" does not seem very ambitious, so perhaps a 28% improvement (to 52%) is adequate for effective protected area management (which would make the target 100% achieved). It seems fair to say that the project probably has helped CEPA to improve its technical and management capacities, but also lack of staff numbers and financial resources may constrain those capacity gains.</p> <p>In this project component, there is reference to legal protection being applied to CCAs (noted in the PIR, but not in the original LFA). No WMAs or proposed CCAs have gained new legal protections during the project period.</p>
<p>Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.</p> <p>2.1 At least 1,000,000 hectares added to the national system of community-managed protected areas through the establishment of new financially and ecologically viable Conservation Areas and/or conversion of existing Wildlife Management Areas to Conservation Areas. By year 5 at least 1,000,000 hectares added.</p>	100% (for revised total of 500,000 ha) as noted previously	Two key points here: what is the change in status of areas that were already protected, but assumed to be advanced by the project? And, including Kokoda Tract is perhaps dubious as a project achievement.
<p>Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.</p> <p>3.1 Conservation Areas effectively managed according to the requirements of their respective Management Plans, with 20% increase in METT scores over the project lifetime.</p> <p>By end-project, METT scores for each CA increase by at least 20% over initial baseline.</p>	36% (measuring change, rather than degree of target achievement)	This is the difference in METT scores for New Britain WMAs (2014-2019). Note the evaluators' ongoing concerns about the METT scores as a valid measure of conservation competencies. There are the same observations here as with the CEPA score. There was a target of only a 20% improvement (not very ambitious and seemingly arbitrary). With a final score of 50%, is this accurate and is it enough to effectively manage PAs in New Britain?
<p>3.2. Service delivery, community development and economic development outcomes as specified in the Partnership Agreement being achieved.</p> <p>Within 2 years of CA establishment or by end-project (whichever is sooner) CAMCs report satisfactory compliance with service delivery, community development and economic development outcomes as specified in the respective Partnership Agreements.</p>	100%	Note that this target was revised down considerably after the MTR to just include the signing of agreements, which is much less effective than actually achieving the outcomes of commitments. The project notes 5 partnerships agreements with various government agencies and the private sector, and ten with local communities (for WMAs and CCAs).
<p>Outcome 4: Capacity development and support for implementation of CA Management Plans.</p> <p>4.1 Capacity development and support for Conservation Areas stakeholders to</p>	20% (measuring change, rather than degree of target achievement)	The same issue here with METT scoring. The 20% is an increase over the project period (but to just 2017), for ENB and WNB. One could argue that the target was almost achieved (44-46% versus 56.4%), but perhaps management effectiveness requires more than 56.4%.

Objective/Outcome	Effectiveness	Related Observations
enhance project implementation and delivery of project outputs. Provincial and local level government (LLG) institutional and technical capacities to support establishment and management of CAs increases by at least 20% two years after establishment of each CA. Overall institutional capacity increases to at least 56.4%, and individual capacity increases to 50%.		
4.2. Capacity development plans for landowners delivering greater capacity and improved outcomes from project activities. Landowner groups have sufficient capacity to implement livelihood and service delivery activities.	25%	The target was revised after the MTR to just indicate that landowners are accessing resources (considerably less ambitious). Some communities have been doing that, but access to project funds should not be included in this consideration (self-serving target, in that case). On the other hand, the cocoa initiative is a legitimate project result (in the sense that the District initiative is being facilitated by the project).
4.3. Linking of livelihood, health and population issues with CA resource management. All communities/ landowner groups involved in functioning community conservation areas enjoy documented improvement in at least two social service areas.	0%	This target was dropped after the MTR. There is no baseline indicating social service areas, and it is difficult to imagine the project contributing to these without WMAs and CCAs gazetted (there would just be the immediate results of some of the grants).
4.4. Learned lessons from the conservation management systems developed under the project are incorporated into policy and regulations, and help improve management of the national PA system. Project demonstrates tangible and quantifiable increase in systemic, institutional and technical capacities by end- project.	0%	This target was dropped after the MTR. The targeted policies and regulations are not yet in place (in theory, then, they could still be influenced by lessons learned from the GEF4 project, if they eventuate in the next few years).

Given the disparate nature of targets within each project component, and the significant difference between themes in each component, as well as the subjective nature of the effectiveness assessments, it does not make sense to average the effectiveness ratings within each component and then compare averages to others.

As noted in Section 3.2.4 above, a significant part of project expenditures went to consultants and travel, as well as learning/ training events. These were very much focused on delivering outputs that would support proposed outcomes. The consultancies, by their nature, would tend to be efficient, with a clear focus on specific actions and deliverables (although not embedding the experience within the project partners). The training initiatives also would have a degree of efficiency associated with specific topics, participants, and locations, although the engagement of too many participants and perhaps involving some who might have been peripheral to the topic, would reduce the value-for-money of these kinds of initiatives¹³¹. Inefficiencies associated with project actions would be evident in the requirement for

¹³¹ This observation is based on the engagements and meetings undertaken during the evaluation, in which people who were paid to be involved were apparently not so interested in the topic of discussion; note that this is inevitable, to some extent, in all projects, but selecting a small number of active participants is very important.

different layers in project planning and implementation: national level/ PMU, down to the provinces, and then on-the-ground in the WMAs. This kind of inefficiency is unavoidable in PNG, given the communication and travel logistics, and the actual effort required to make things happen on the ground (so, an inevitability, rather than an inefficiency, but something that can be well-planned and optimized, to reduce project staff time and transaction costs).

3.3.4 Country Ownership

Everything in the GEF4 project is embedded in the Government mandate, community experience, and the psyche of the individuals involved (given the focus on land, and its correct use, notwithstanding what developers think). For a start, everyone knows what the problems are, why there are problems, and the challenges of doing anything effectively in remote areas. Almost all the project activities had outputs (in many cases, outcomes) that will sit within Government practice and within the local communities in the conservation areas. As noted before, some key activities (on the regulatory side) are “on-the-cusp”, about 80% there in terms of achievement. While there is an overly strong reliance on donor-funded projects, there are increasingly positive signs of conservation financing within the country, at different levels (ongoing financial commitments at the national, provincial, and district levels, as well as private sector and local community contributions; these investments would not be made if they were not intended to solve the problems that all of PNG owns).

Of course, there is an ongoing global interest in supporting conservation of PNG’s unique biodiversity and communities, and there is huge potential for ecotourism, which could bring significant revenues to PNG and local communities with a relatively small footprint. It is fair to say that investments by both PNG and the global community will be required to keep conservation initiatives going, and given the institutional and logistical challenges associated with these efforts in PNG, patience and persistence are required, but the country’s agencies and communities seem to have the heart to keep going (they own the conservation initiative).

A key challenge will be to break the “lock-hold” that the politicians have on policy implementation¹³². This will require a persistent and compelling dialogue with those who are reluctant to put conservation policy into practice; to demonstrate the value of effective conservation to all Papua New Guineans. The institutions involved in the project and the way the project has embedded within different levels of government and developed appropriate policies and conservation instruments clearly demonstrate country ownership; now staff numbers, competencies, and related financial resources need to match the seriousness of the conservation issues and sustain progress that has already been made.

3.3.5 Mainstreaming

Mainstreaming refers to the degree of convergence of the GEF4 project with other aspects of UNDP’s country programme in PNG, in particular poverty alleviation, improved governance, prevention and recovery from natural disasters, and women’s empowerment. This is different from country ownership

¹³² The latest PNG Medium-Term Development Plan (MTDP3) makes reference to conservation priorities, but like most Government plans everywhere, these documents are aspirational and do not commit government or politicians to specific actions; lack of budget is often cited as a reason for government not doing something. A project roadmap was developed as part of the applying for a project extension, which later was expanded to reflect how each of the donor-funded projects within CEPA-SEP wing were all contributing to implementing the PA Policy. Since enactment of the PA bill is pending, CEPA with the PMU has been assisting pilot sites for WMA gazetted under the current Fauna (Protection and Control) Act.

(discussed above) which is concerned with the extent to which the project has been embedded within policy implementation and routine tasks of different levels of government, as well as sustainable financing of those.

In the first instance, it can be argued that one of the key themes of the GEF4 project has been empowerment of local communities to maintain control over their land, including all the economic options available now and in the future (this relates to poverty alleviation). This can obviously include either conservation or development (it is within the rights of landowners to make the choice, but still within the confines of national law that controls the type of development that can occur). The GEF4 project is aligned with community-based conservation in tandem with development of alternative sustainable livelihoods, so that the short-term economic needs of communities can be addressed while the long-term global and national good of pristine habitats and biodiversity is maintained. Further, the project has supported the notion that conservation areas can become sources of local revenue without any significant environmental footprint (ecotourism, for example, at modest levels). And, ultimately, any revenue flows due to CCA gazettement and biodiversity offset mechanisms would help bring additional economic support (and poverty alleviation) to those communities who continue to be custodians of nationally and globally important biodiversity.

There are elements of the GEF4 project that address improved governance, with innovative and progressive national policy on protected areas clarifying the rules of engagement of all Papua New Guineans in the conservation process (and hopefully putting developers in a more accountable place; the draft PA Bill). The real strength of the project, in this regard, is the emphasis on local community planning and governance of WMAs and proposed CCAs. All the effort to develop appropriate management plans for these protected areas in New Britain is totally convergent with improved governance, and the training sessions and mentoring on organizational skills, leadership, and transparency/accountability are very pertinent. In theory, these project efforts will support more effective governance of WMAs and CCAs in the future (many of which have languished in the past, due to poor governance).

The project has only an indirect relationship with prevention and recovery from natural disasters. It is axiomatic that conservation of forests will help reduce the risk of flooding and landslides, and proper conservation of coastal areas (maintaining mangrove forests and the integrity of the reef) will help reduce the risk of erosion during extreme weather events and as sea level rises. These would be important spin-offs of any successful conservation in the areas supported by the project. Slightly more indirect is the link between community resilience, usually associated with improved economic conditions (and infrastructure and services developing accordingly) and ability to recover from natural disasters. The project has given due emphasis to developing the economic conditions of the communities in the project areas.

The GEF4 project has not directly mainstreamed women's empowerment; it does not have an active gender strategy or an officer assigned to keep women's empowerment in the spotlight. However, it has indirectly contributed through a variety of project approaches and realities of context¹³³, noted below:

- Most of the project partner staff (in CEPA, UNDP, the PMU, and the associates in New Britain) are women.
- Representation of women on WMA committees (the ones that were consulted) ranged from 15 to 50%. The project encouraged this in various consultations and workshops.
- Most of the communities in East New Britain are matrilineal, with land holdings passed through the lineage of women; this translates into a strong awareness of the integrity of the land and the need

¹³³ The GEF4 project is considered to be GEN1, in the UNDP categorization, making some contribution to gender equality.

to care for it, although the men in these communities still claim that they are the decision-makers (after consulting with women). This *does* create a counterweight to the inclination of some men to pursue development such as logging and oil palm.

- Women in New Britain focus on the needed services and infrastructure in their communities (and have their own committees, not connected to the project, to address these issues¹³⁴). They were able to give focus to these needs in alternative livelihood initiatives that developed within the project period (for example, water supply, garden zones, the cocoa initiatives, guesthouse operations, toilet facilities; however, note that some of these were legacies of other donor-funded projects).

3.3.6 Sustainability

Sustainability is the biggest challenge for all projects (GEF, and development projects in general). The GEF4 project has just ended; everyone who was consulted expressed concern about how to keep the various initiatives going, and all local communities who were consulted asked for more technical and financial support (this is universal to all projects...). Future GEF support (mostly GEF6) will provide a “lifeline” for some project partners (not yet identified), but possibly with a lag, as that project gets going. However, note that new project funding is never supposed to be the sustainability solution for any project initiatives. Ultimately, all conservation initiatives will have to be supported through a combination of self-financing and merit-based Government grants (coming from the general budget, or biodiversity offsets), which are key principles that have been clarified and developed (if not yet implemented) with the help of the GEF4 project¹³⁵.

Within the GEF4 project sphere, there is much improved technical competency (at all levels), and some initial signs of hope with financing coming from the national level¹³⁶, the Provinces and Districts¹³⁷, modest private sector contributions, and there are even some examples of community self-financing, which are positive indicators of sustainability¹³⁸. However, the weakest link in the sustainability chain (the sequence of actions between government and communities) appears to sit at the Provincial and District levels, where lack of staff, lack of resources¹³⁹, and a certain amount of lack of enthusiasm/ energy, or perhaps dissipation, may leave the local communities without much engagement with other partners, and lapsing technical and financial support. In this situation, CBOs and NGOs may continue to bring funding and new initiatives and help local communities with their conservation commitments.

The developing cocoa export market in East New Britain (supported by the project) warrants special attention. There is much hope placed in this initiative, and much has been invested already. Almost all communities that were consulted during the evaluation expressed interest in getting involved (mostly for the potential community income, which may have some positive spin-offs for conservation efforts). However, there will be ongoing issues related to economies of scale (too many small villages and small crops, far away from each other and transportation hubs). It does not appear that any detailed business

¹³⁴ There are also youth committees in most locations.

¹³⁵ CEPA and the politicians carry the weight of these sustainability mechanisms, and need to implement them very soon. Other options, such as an environmental tax on hotels and international flights, do not seem to be of interest. PES as a one-off option in specific areas, is also stumbling – notably Warongoi in ENB.

¹³⁶ 2 million K last year and 1 million committed this year, in the National Budget.

¹³⁷ WNB, ENB, and Pomio District, directly as a result of project interventions.

¹³⁸ Tavolo has incoming revenues from tourism, and also family contributions when needed; at the moment Tavolo is fighting a legal case related to its boundaries, which is consuming a lot of money.

¹³⁹ ENB and Pomio District are subsidizing transportation costs for cocoa exports, which is positive, but these subsidies will need to be reduced over time to avoid distortion of the cocoa industry in ENB.

modeling/planning has been done that recognizes where cocoa initiatives can be profitable (under different scenarios) and where they will not likely be viable¹⁴⁰. The risk here is dashing the hopes and expectations of small communities, and also possibly not reliably meeting buyer demands (in Japan), which could be a significant risk to the viability of cocoa export initiatives. Further, equitable benefit sharing in communities is essential for the cocoa initiatives to be sustained; this means working out participation, land access, sharing risk, transparency, and real and fair distribution of cash.

Within the WMAs themselves (possibly CCAs in the future), there is a need to clarify community expenses related to monitoring and enforcement and ensure that sanctions or penalties for conservation infractions go back into conservation management. These would help sustain the conservation effort in most communities, but almost no community could articulate how their penalty systems actually operated with good accounting and transparency. At the end of the day, monitoring and enforcement will be fundamentally important to maintaining protected areas. It does seem that most WMAs have huge ecotourism opportunities, which could fund all conservation efforts and increase community incomes without much of an environmental footprint. The federal government, PNG Tourism Promotion Authority, and Provincial and District governments need to step up to the ecotourism need as soon as possible (as recommended in one of the excellent GEF4 reports). Without these viable alternatives being developed, there will always be the lure of jobs and income from logging and oil palm in adjacent areas (especially where communities question what financial benefits are associated with conservation).

Finally, there is a concern about the sustainability of the project relationships and various mechanisms for dialogue and consultations (the Partners Meetings, field visits, workshops, if not the Round Table, which did not actually get going). These will not persist at all beyond the project, unless they are worked into government budgets as routine activities and then managed by specific individuals. The GEF6 project may use some of these mechanisms and possibly some of the same people, but this is unclear at the moment.

3.3.7 Impact

At the end of the day (if not the project), effective community-based conservation must be obvious, visible, and measurable, demonstrating stable or improving integrity of habitats adjacent to WMA/CCA communities, possibly increases in conservation areas, evidence of stable or increasing biodiversity, and clear evidence of community services, infrastructure, and disposable incomes increasing. This is the expected impact of effective community-based conservation. The project just does not have the means to verify either the baseline (at the beginning of the project, or even mid-way) or the current status of these attributes in areas where the project has been engaged. There is only reliance on anecdotal information from the communities themselves. As such, it is not possible to attribute any such impacts to the GEF4 project. However, as noted previously, the GEF4 project is very close to contributing to such positive impacts – “on-the-cusp”.

1 Conclusions, Lessons Learned, and Recommendations

4.1 Overall Conclusions

¹⁴⁰ Other ventures in various locations in the past have failed, due to lack of business planning, including previous cocoa initiatives, a butterfly farm, a sawmill, a crocodile farm, and so on. New concepts, such as insect collection for a global market, do not have any traction, without government support. These things can be further put at risk when there are government decisions made for obvious political reasons, which can get communities riled up (some aspects of the cocoa export initiative). One community just asked for unspecified grants, that they could use as they wish, which is not realistic. The Small Grants Programme also has potential in this regard, but processing of applications is very slow.

The GEF4 project came at a critical time in the trajectory of biodiversity conservation in Papua New Guinea, as development pressures in the country seemed to be compounding (mining, logging, oil palm, road development), population growth and increased consumption were introducing new pressures in some areas, previous community efforts at conservation (through the original WMA gazettals 20-30 years ago) were languishing, and NGO/CBO involvement as conservation facilitators in different parts of PNG was starting to be seen with some cynicism. It could be argued that this situation made the GEF4 project both opportune and under extreme scrutiny (could it be effective? could it do things differently?). As noted by CEPA, the GEF4 project was the first of its kind that was considered to be a truly national initiative (not a project imported by international NGOs). As such, CEPA was willing to own the project and be responsible for its effective implementation (with UNDP support).

Despite some initial delays, and ongoing capacity challenges at CEPA (which was unable to re-structure as planned), activities in each of the four project components managed to get underway and gain traction. Only the Kokoda initiative and some efforts related to SEA/EIA and agriculture policy (as they related to conservation) were lagging and were eventually dropped (the MTR providing an independent recommendation for that, which was assumed with some relief). This correctly allowed consolidation of project effort on the WMAs/CCAs in New Britain, where the intention was to have all policy initiatives within the project (the PA Bill and various PA financing mechanisms) and related capacity building properly anchored in gazetted CCAs, with the local communities up and running, with new management plans, alternative livelihood options, and sustainable financing all operational. The challenge, however, was the relatively late start to efforts in New Britain, and the need to cultivate partnerships and relationships to mobilize activities there.

Nevertheless, despite not having the policies and legislation in place, the project was successful in setting up the relevant partnerships and getting a significant number of WMAs, and communities proposing CCAs, into the gazettal process. The efforts to develop alternative livelihoods (mostly the cocoa export initiative) have been successful to the point of first exports being sent in December 2019, and several communities (in East New Britain) gearing up for cocoa production. Just as important is the degree of provincial and district engagement in these activities (now they must carry these forward, in the absence of the GEF4 project).

One of the main benefits of the project has been the apparent ongoing community commitment to maintain the habitat integrity of the areas that fall under their control as WMAs (whether gazetted or not). This area in New Britain totals at least 434,116 ha (within 17 existing and proposed WMAs) and a smaller amount in the Owen Stanley Range (the Kokoda Track). These forest habitats have significant plant and wildlife diversity, of importance on a global scale.

It is fair to say that the project was well-designed, appropriate and relevant, correctly situated (in New Britain), and engaging all the right partners (and their capacity has certainly increased, with project support). However, as noted previously, several things are “on the cusp”, about 80% of the way to completion, mostly needing government commitment to the proposed policies, legislation, and financing mechanisms, which in turn the local communities who are committed to conservation desperately want.

The various project attributes are ranked, according to the GEF rating system, in the table below:

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
1. Monitoring and Evaluation		
M+E Design at Entry	S	There was a quite elaborate institutional set-up proposed within DEC

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
		(now CEPA) that was designed to create management functionality, monitoring ability, and accountability for each of the four project outcomes. UNDP was expected to undertake the GEF M+E function within this arrangement. Therefore, a suitable M+E structure and associated reporting was expected to be in place from the beginning of the project.
M+E Plan Implementation	MS	The proposed structure within CEPA did not materialize; as a result, the Project Manager assumed a significant role in managing and monitoring project activities on a daily/weekly basis, which did function adequately for determining project progress. The establishment of UNDP staff positions in New Britain was a significant boost to maintaining project activities there, and frequent communication between them and the Project Manager allowed adequate M+E functions. Project reporting has been quite detailed with regard to partnerships and project results.
Overall Quality of M+E	MS	This defaults to the observations above, as they relate to actual M+E implementation.
2. IA and EA Execution		
Quality of UNDP Implementation	S	UNDP implementation involved the strong inputs of the Project Manager and staff in New Britain (especially in the last three years of the project) to shift momentum from the lagging outcomes (mostly Outcome 1) to more community engagement in developing the WMAs. This was an appropriate management direction and helped to secure results where they were most important: actual conservation efforts taking root with local communities.
Quality of Execution - Executing Agency	MS	CEPA has been challenged with the additional tasks of the GEF4 project on top of routine activities and other GEF project obligations (GEF5). As a result, it has been difficult to push all results from the national level outcomes to completion (such as the PA Bill, and gazetting all new and extended WMAs).
Overall quality of Implementation / Execution	S	Under the circumstances of very challenging logistics in PNG (common to all initiatives), and some internal issues related to management structure and partner engagement, the project still delivered significant technical outputs and created traction in all four components. The focus on local communities in New Britain, and developing working relationships and partnerships with provincial and district governments, was essential for demonstrating conservation principles that will eventually be taken up in policies and legislation (an example of adaptive management, but also cued by the MTR).
3. Assessment of Outcomes		
Outcome 1	MS	Policy and regulatory instruments have been developed after extensive consultations, and these reflect leading edge approaches to conservation (in terms of community-based systems and financing mechanisms). However, full government and political support is now required to implement these approaches fully. Capacity of various levels of government, with regard to conservation planning and management, has certainly increased with project support.
Outcome 2	S	With the original target revised downwards (500,000 ha), the amount of potential protected area in play (in New Britain, developing management plans, having full community support, and engaged in the gazettal process) is significant and encouraging. CEPA and whole-of-government support (at all levels) is now key to completing the gazettal process and opening up further technical and financial support to WMAs/CCAs.
Outcome 3	S	The focus of the GEF4 project on local community conservation areas in New Britain in the last three years has helped existing WMAs to reorganize themselves and engage in the gazettal process. Most communities show strong commitment to conservation and have

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
		sharpened their skills with regard to community organization and ability to develop alternative livelihoods. However, they are vulnerable to a gap between projects, as local government takes time to develop their technical and financial resources (so that they can effectively support local communities in their conservation efforts).
Outcome 4	MS	As noted above, the increased engagement of the project with government, the private sector, and local communities in New Britain has helped to increase capacity for conservation planning, at least, and helped to clarify the management requirements for effective conservation. Without completion of the gazettal process and full introduction of new livelihood schemes (now just getting mobilized with project and local government support) and other sources of local community financing, this component still needs significant support from all levels of government.
Effectiveness	MS	There are variable rates of achievement of project targets throughout the four components (noted in the details above). It can be said that the project has put the policy and regulatory instruments “on-the-cusp” (ready to be implemented) and mobilized local communities in New Briatin for a “refreshed” effort at habitat management and biodiversity conservation.
Efficiency	MS	A significant part of project expenditures went to consultants and travel, as well as learning/ training events. These were very much focused on delivering outputs that would support proposed outcomes. The consultancies, by their nature, would tend to be efficient, with a clear focus on specific actions and deliverables (although not embedding the experience within the project partners). The training initiatives also would have a degree of efficiency associated with specific topics, participants, and locations, although the engagement of too many participants and perhaps involving some who might have been peripheral to the topic, would reduce the value-for-money of these kinds of initiatives. Inefficiencies associated with project actions would be evident in the requirement for different layers in project planning and implementation: national level/ PMU, down to the provinces, and then on-the-ground in the WMAs. This kind of inefficiency is unavoidable in PNG, given the communication and travel logistics, and the actual effort required to make things happen on the ground (so, an inevitability, rather than an inefficiency, but something that can be well-planned and optimized, to reduce project staff time and transaction costs).
Relevance	R	The project has been totally relevant, in design and implementation, in terms of conservation planning and management needs (globally, nationally, locally, and within the relevant institutions). It is led and driven by CEPA, representing the Government of PNG. Further, the project has been completely aligned with the GEF4 theme and the focus on strengthening PA networks (but, less successful with the sustainable financing aspect).
Impact	M	There are no baselines or benchmarks to assess the quality of habitats and biodiversity status in the areas where the project has been engaged (so, it is difficult to assess the impact of the project on areas that are owned and managed by local communities). However, anecdotal information and observations made during the mission to New Britain certainly suggest that existing WMAs are in quite good condition, if not pristine (however, still facing threats from agro-industry initiatives). One of the main benefits of the project has been the apparent ongoing community commitment to maintain the habitat integrity of the areas that fall under their control as WMAs (whether gazetted or not). This area in New Britain totals at least 434,116 ha (within 17 existing and

Project Attribute/ Criteria	Terminal Evaluation Rating*	Explanations**
		proposed WMAs) and a smaller amount in the Owen Stanley Range (the Kokoda Track). These forest habitats have significant plant and wildlife diversity, of importance on a global scale.
Overall Project Outcome Rating	MS	There has been significant progress in developing the policy and regulatory instruments for PA development and management (but needing full endorsement and implementation). A significant total area of WMAs, in New Britain (434,116 ha, in 17 WMAs), has been brought into the gazettal process, with improved management plans and evident landowner commitment to the conservation process, aided by project initiatives supporting alternative livelihoods. Further, the capacity of all conservation partners in the project has been elevated, and the working relationships between different levels of government and local communities seems to be more functional than in the past, with technical and financial commitments to conservation and livelihood development being made at all levels.
4. Sustainability		
Financial Resources	ML	There is increasing evidence of financial support coming from the national government, provincial and district governments, some private sector entities, and also some local communities (with their own resources).
Socio-political	L	The conservation efforts are firmly embedded in policy intent at the national and sub-national levels and in the long-standing community philosophies and attitudes regarding conservation of their own lands.
Institutional Framework and Governance	L	All the pieces are in place with the imminent passage of the PA Bill, the re-orientation of Provincial offices to better reflect environment and climate change needs, and the development of appropriate management plans for the WMAs involved in the project.
Environmental	L	The community efforts are almost all aligned with environmental sustainability of community initiatives, and the security of the WMAs, expected with their gazetting, will ensure maintenance of pristine forest (and coastal) habitats.
Overall Likelihood of Sustainability	ML	There is increased institutional capacity and evident willingness to push for the passage of the PA Bill and to complete the gazettal process for the WMAs and proposed CCAs engaged with the project. Further, there are encouraging signs of financial commitments (from the national government, provincial and district governments, some private sector entities, and even local communities) that will help with the development of alternative livelihoods and increased community incomes, which will in turn help local communities with their conservation efforts.

*The obligatory rating scales are as follows: *Ratings for Outcomes, Effectiveness, Efficiency, M&E, and I&E Execution*: 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. *Relevance Ratings*: 2: Relevant (R); 1: Not relevant (NR). *Impact Ratings*: 3: Significant (S); 2: Minimal (M); 1: Negligible (N). *Sustainability Ratings*: 4: Likely (L): negligible risks to sustainability; 3: Moderately Likely (ML): moderate risks; 2: Moderately Unlikely (MU): significant risks; 1: Unlikely (U): severe risks. *Additional ratings where needed*: Not Applicable (N/A); Unable to Assess (U/A).

** Full explanations are provided throughout this report, in the relevant sections.

4.2 Lessons Learned and Associated Recommendations for Future Initiatives

The GEF4 project is over, and as such there is no further scope for re-jigging or re-directing anything related to the project. The legacy of the project sits with the government agencies, local communities, and project partners, who have all changed over the course of the project and have both positive and negative experiences to bring to future conservation actions¹⁴¹. The review of documents and

¹⁴¹ GEF 5 and GEF 6 projects can contribute also to continuity of legacies; e.g., the cocoa initiative has a new partner via Tachibana who has a market demand for more cocoa than can be provided by the New Britain island and other GEF sites.

consultations during the evaluation provided an opportunity for reflection and noting lessons learned, about project design and implementation, as well as community-based conservation in general. The observations of the project partners and the evaluators were noted and organized as a series of lessons learned and recommendations (in response to the lessons) that may inform future conservation initiatives in PNG. These are documented below.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
Immediate Actions to Sustain or Reinforce Benefits of the Project.			
1.	Pass the draft PA Bill. It is recommended that both CEPA and UNDP to engage more actively with ministers, Members of Parliament, and the Prime Minister “if possible”, to encourage quick adoption of the draft PA Bill, before further time is lost, and cynicism sets in. The concerns of private sector lobbyists need to be set aside for the sake of effective conservation in PNG.	CEPA and Parliament. UNDP in supportive dialogue at RR level to Minister for Environment and related resource Ministers. .	Dec 2022.
2.	Prioritise quickly gazette of WMAs and proposed CCAs facilitated by the project. This gap can be taken by GEF6.	CEPA.& ENB/WNB Provincial Administration with active CBOs where respective WMAs are located. GEF 5 can consider management plans in training component with CEPA.	In 2022
3.	With the lack of sufficient technical and financial support, it is recommended to establish more cohesive and coordinated system to continue support the development of provincial institutions that are mandated for conservation. The provincial offices and their functions provide a critical link between national government agencies; districts and local communities, therefore, engaging provincial offices in all project activities that go to local communities, so that their bridging/facilitating role is enhanced ¹⁴² .	CEPA; Provincial offices; GEF6.	In 2021.
4	Developing wide-scale work by CEPA and NGOs and CBOs on conservation areas in the hinterlands (higher altitude forested areas) in West New Britain and East New Britain (Baining, Nakanai, Whiteman range). It is recommended that this effort is initiated with review of the recent biodiversity surveys and detailed analysis	CEPA and active NGOs/CBOs. East & West New Britain Provincial Administrations and Pomio District Administration	In 2022.

¹⁴² Due to fiscal difficulties in PNG, most provinces have a joint division or unit with conflicting mandates covering forestry, mining, environment, conservation, and climate change. The Provincial Administrations of East and West New Britain have gone through a restructuring process to establish a separate environment and climate change unit/branch with 3-4 dedicated staff: West New Britain-Division of Forestry, Climate Change and Environment, effective as of January 2020; and, the Forestry, Environment and Climate Change Program under the Division of Agriculture and Livestock with ENB provincial administration was created in year 2000. CEPA has been advocating for the increased functions of these divisions

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
	of recent GoogleEarth images. Ultimately, the large size and contiguity of forest habitats (evident in the hinterlands) will have a bigger biodiversity impact than the smaller WMAs and CCAs, and should therefore be given more attention ¹⁴³ .		
5	Support CEPA and provincial/district governments to develop ecotourism profiles and feasibility studies for each community site in New Britain, being realistic and specific about opportunities, and identifying the required infrastructure and services ¹⁴⁴ .	CEPA; Provincial and District Governments. Possible uptake by GEF6. CEPA can use the GEF 4 generated Payment of Ecosystem Services (PES) Study Report and take up recommendations on tourism with the East New Britain Provincial Administration.	2020-2021.
6	Develop business models for each local community venture (within those communities who have been involved with the GEF4 project), to properly understand viability, timeframes, required investments, potential profits, and benefit sharing associated with such initiatives as cocoa exports, market gardening, ecotourism, etc. (there is scope here for being more expansive and creative about potential business opportunities in the communities, such as insect collection and sales). It is recommended to consider encouraging more WMA accountability for revenue flows related to such ventures (a little more transparent) while ensuring that there are no lapses with the current cocoa export initiative (maintain export flows to meet buyer expectations) ¹⁴⁵ .	Provincial and District Governments; active NGOs, CSOs. GEF6 can take up some of this.	2020-2022
7	For any future involvement in conservation area, it is recommended to reduce the involvement of intermediaries for community conservation and alternative livelihood initiatives, since they increase the cost of project delivery (and it is not	Notwithstanding notations above, Provincial and District Governments should try to assume more of the engagement with communities. Building capacity for Community	2020 -2023.

¹⁴³ Supported by GEF4, the Via River Catchment (150,000 hectares) is a proposed PA in the Whiteman Range which encompasses a transect area (150,000 hectares) from the ridge to reef. Also, wide-scale conservation areas in the Owen Stanley Range are being pursued under the umbrella of the UNESCO World Heritage Site tentative listing through the Kokoda Initiative. A separate UNESCO WHS application for the Nakanai Range is being pursued by CEPA and James Cook University wherein WMAs and CCAs in Pomio District are presented as a network of protected areas.

¹⁴⁴ ENB still favours the Rabaul area for tourism development, given the heavy investments required for infrastructure development elsewhere in the province, including Pomio District. Despite this, Pomio District is going ahead with some infrastructure improvements to facilitate increased tourism. In West New Britain, the Coral Triangle Initiative continues to support the province to complete the Nature-based Tourism plan and policy.

¹⁴⁵ A comprehensive value chain analysis and action plan was developed for the cocoa initiative, to help sustain it, and new solar dryers continue to be built in ENB, so this promising.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
	always clear that there is added value from them) ¹⁴⁶ .	Based Organisations is crucial for sustainability purposes as well.	
8.	Communities are encouraged to develop more specific action plans for their conservation activities (monitoring and evaluation of their WMAs), since at the moment, the status of their protected areas is often unclear and based on subjective perceptions. As noted previously, a time-series of GoogleEarth or drone images of each conservation area (updated every two years) could be developed ¹⁴⁷ . These can then be housed in the PA Registry at CEPA. Youth in these communities could be engaged in science projects related to conservation and biodiversity monitoring (youth in several communities that were consulted expressed keen interest in doing this). Related to this, if there are specific zones or land use plans in the community conservation management plan, there is a need to set capacity limits for all activities within those zones. This means limiting the number of people or number of activities in specific zones.	CEPA; WMAs; Provincial and District Governments. Encouragement on use of drones for landuse planning and implementation via Provincial Lands Officers incorporating conservation as an important land use.	2020 onwards.
9.	It is beneficial to consider volunteer-type people working in the communities at least 3-4 weeks at a time and 4-5 times per year, if more technical support to be provided to local communities (whether conservation-related or addressing alternative livelihood development), that will help creating traction and develop effective working relationships.	WMAs; Provincial and District Governments; active NGOs/CSOs.	2020 onwards.
10	Encourage setting up exchanges between WMAs/CCAs in New Britain, to disseminate the lessons learned (good and bad experiences) to all communities interested in conservation and developing alternative livelihoods.	CEPA; GEF6; WMAs.	2020 onwards.
GEF Project Processes.			
11	For future, it is recommended to accurately assess the progress in building capacity through tracking all training events as a separate file, with topics, name of trainer, names and gender of trainees, and their positions/affiliations at the time of training (for ease of tracking capacity-building programmes).	UNDP; CEPA; GEF6.	2021

¹⁴⁶ As part of the documented lessons learned on GEF4, the community-led partnerships pioneered by GEF4 with communities (Klampun, Toimtop, Tavolo) have gained more benefits, compared to those managed by NGOs or intermediaries; particularly for onsite implementation.

¹⁴⁷ There has been active support to training and drone deployment, and this holds good promise for habitat monitoring.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
12.	In all future project performance reporting, do not revert to ‘cumulative’ to show previous achievements; retain a record of project achievements for each specific year (otherwise, future evaluations will have to revert to “forensic” review to determine project accountability for annual workplans, as these details will remain obscure). Also, be clear in reporting what has actually been done and achieved; avoid aspirational statements about results expected in the future.	UNDP.	2020 onwards.
13.	Review gender action plan to clarify on the level of women engagement and their role in the project and ensure a project reporting system includes gender disaggregated data ¹⁴⁸ .	CEPA; GEF6; UNDP.	MARCH 2021.
14.	The METT scoring system for PA management effectiveness is a “given” with GEF conservation type projects and is intended to help track progress during a project and also supposedly to allow comparisons between projects and countries. The METT experience with the GEF4 project, however, was mixed ¹⁴⁹ . On the one hand, the report on METT scores in 2017 is a very useful “round-up” of PA status throughout PNG, based on the perceptions of the communities associated with these protected areas. On the other hand, there were issues with how questions were perceived, as well as how the answers were obtained (in a workshop format, without clear on-the-ground verification ¹⁵⁰). A true measure of PA management effectiveness is the area and quality of habitats and biodiversity in specific areas (this information being obtained scientifically and objectively). While many of the discussion points in the METT system are relevant and interesting, the evaluators believe it is important to introduce actual evidence of PA management effectiveness into the METT	CEPA; UNDP; GEF6; WMAs.	2020 onwards.

¹⁴⁸ There are other categories of potential beneficiaries that also need to be included in disaggregated reporting; such as the disabled, youths, amongst others. Furthermore, the cultural dynamics of patrilineal and to some extent matrilineal communities should not be ignored in considering gender issues.

¹⁴⁹ After the METT exercise with SPREP, the project introduced, through a South-South arrangement with UNDP Philippines in 2016, an initiative on how the Department of Environment and Natural Resource has used this instrument to come up with their strategy for the National PA system; e.g., tying down the updated POWPA map and results of 2017 METT, including tweaks introduced, that can be applied to a range of PA types. The results of the National Ridge to Reef conservation assessment (the updated national prioritization exercise) influences the investment for future conservation areas in PNG; e.g., Bismark Range to include Madang Lagoon – USAID, GEF6; Western and Eastern Highlands – GEF7 STAR, East and West New Britain – GEF7 Impact.

¹⁵⁰ Due to costs, on-the-ground verification was limited, but carried out by SPREP with CEPA on selected sites.

No.	Lesson/ Responsive Recommendation	Responsible Entities	Timeframe
	observations and scores (for example, drone images, or time-series of GoogleEarth images). Further, the utility of the METT scores is greatly increased when each WMA/CCA, or institution, develops a specific action plan directly responding to the constraints and issues evident in the scores. In other words, the METT scores and apparent constraints are reviewed with the WMAs, and responsive action plans are developed ¹⁵¹ .		
Forward-Looking Technical and Institutional Actions (addressing observed community needs).			
15.	Based on field observations made during the evaluation, it is recommended to undertake a feasibility study (one site, as a pilot) for mini or micro-hydropower (using a horizontal Straflo-type turbine in the river). Also based on field observations, it is recommended to examine the feasibility and develop gravity feed water systems in all project communities where this seems practical (simple plastic pipes coming from the river, streams, or springs) and feeding a community water storage tank, and then individual household feeds ¹⁵² .	WMAs; active NGOs/CSOs; Provincial and District Governments. Possible support from GEF6 (and CEPA and other national agencies, regarding tax options).	2020 onwards.

¹⁵¹ In the earlier METT exercise, a specific action plan for each individual PA was incorporated into the PNG METT to bring together the analysis on threats and 30 questions (taken from Philippine's approach). In the discussions after each METT exercise, the top 3 priority actions are tied to the implementation of respective management plans (good; then this needs to be regularly checked and updated).

¹⁵² While not in the purview of GEF4, these legitimate observations might inform other donors and the communities themselves.

5. Annexes

Annex 5.1. Terminal Evaluation Terms of Reference

United Nations Development Programme – Papua New Guinea



Terms of Reference

International and National Consultants to undertake UNDP/GEF Project Terminal Evaluation

Project Title:	Community-based Forest & Coastal Conservation and Resource Management in Papua New Guinea
Type of Contract:	Individual Contracts
Duration:	Over the period of 2 months starting in October 2019 (adjusted to November 1)
Location:	Home based with travel to Port Moresby, Kokopo and Kimbe in Papua New Guinea
Expected Start Date	1 November 2019

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea* (PIMS # 3936; Project # 00079707).

The essentials of the project to be evaluated are as follows:

Community-based Forest and Coastal Conservation and Resource Management in Papua New Guinea:

Project ID: UNDP GEF	#3954		<u>At endorsement</u> <u>(Million US\$)</u>	<u>At completion</u> <u>(Million US\$)</u>
Project ID (PIMS):	#3936			
Atlas award ID:	00062283	GEF financing:	6,900,000	6,771,888.02
Atlas project ID:	00079707	PPG	200,000	214,137.74
Country: PNG	Papua New Guinea	IA/EA own: Core resources	2,000,000*	447,324.85
Region:	Asia Pacific	Government:	5,000,000*	6,234,003
Focal Area:	Multi Focal	Other:	16,000,000*	26,760,258

FA Objectives, (OP/SP):	BD-3; BD-1	Total co-financing:	23,000,000*	32,490,872.33
Executing Agency:	Dept. of Environment and Conservation, Gov't of PNG	Total Project Cost:	29,900,000	40,427,611.61
Other Partners involved:	Bishop Museum	ProDoc Signature (date project began):		20 August 2012
		(Operational) Closing Date:	Proposed: 19 Aug 2019	Actual: 31 Dec 2019

OBJECTIVE AND SCOPE

The project was designed to develop a government-supported approach towards creating an enabling environment to: i) establish and support community conservation areas in Papua New Guinea and, ii) to develop effective natural resource management and financing systems. The overall objective of the project is to develop and demonstrate resource management and conservation models for landholding communities that effectively incorporate community- managed conservation areas as part of agreed national priorities with industry and government. This involves demonstration of how the development of national conservation policy framework will contribute towards the establishment of a protected area system to better support community- managed protected areas. The TE for this full-size UNDP/GEF supported project is implemented through the Conservation and Environment Protected Authority.

Duties and Responsibilities

The International Consultant, with support from a national consultant, will have the overall lead responsibility to assess the extent to which the project is achieving project results and improve the sustainability of project gains. Specifically, International Consultant or the Evaluation Team Leader is expected to lead and undertake the following tasks and produce following deliverables:

- Desk review of documents, development of Inception Report, consisting of draft methodology, detailed work plan and Terminal Evaluation (TE) outline (No later than 2 weeks before the evaluation mission);
- Brief the UNDP CO to agree on methodology, scope and outline of the TE report (1 day);
- Interviews with project implementing partner, relevant Government, NGO and donor representatives and UNDP/GEF Regional Technical Advisor (maximum 3 days);
- Field visit to the pilot project site and interviews (maximum 10 days);
- Debrief with UNDP (1 day);
- Development and submission of the first draft TE report (after 3 weeks of the country mission). The draft will be shared with the UNDP CO, UNDP/GEF RTA and key project stakeholders for review and commenting;
- Finalization and submission of the final TE report through incorporating suggestions received on the draft report (within 1 week);
- Based on the results of the evaluation, development of at least 4 knowledge products, in line with UNDP's format of success stories / lessons learnt (4 days);
- Supervision of the work of the national consultant (during entire evaluation period).

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

EVALUATION APPROACH AND METHOD

An overall approach and method (additional information on methods is in the Handbook on Planning, Monitoring and Evaluating for Development Results, Chapter 7, p. 163) for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (not actually provided). The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to the East and West New Britain Provinces, including the following project sites in Pomio District. Interviews will be held with the national project director from Conservation and Environment Protection Authority, the UNDP CO project management other relevant stakeholders involved the project. The key stakeholders are East and West New Britain Provincial Administrations, Pomio District Development Authority, several civil society organizations and community groups.

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see Annex A), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	<i>rating</i>	2. IA& EA Execution	<i>Rating</i>
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	

3. Assessment of Outcomes	rating	4. Sustainability	Rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental:	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Project Financing	Type of Cofinancing	At CEO endorsement (USD)	Actuals (USD)
	Total - GEF	7,100,000	6,986,025.76
[1] GEF financing ^b	Total - Cash PPG	6,900,000 200,000	6,771,888.02* 214,137.74
[2] UNDP contribution ^b	Total - UNDP	2,000,000	447,324.85
	Cash	2,000,000	447,324.85
[3] Government ^c	Total-Gov	5,000,000	6,234,003
▪ DEC/CEPA	In-kind		352,730
	cash		63,361
▪ ENBPA	Parallel		289,938
▪ CEPA/Kokoda	Parallel	5,000,000	5,319,299
▪ WNB PA	Parallel		105,176
▪ Pomio DDDA	Cash		103,500
[4] Other- partners ^c	Total- Others	16,000,000	26,760,258
Australian Govt./Kokoda Initiative	Parallel-bilateral	14,000,000	26,640,600
NGOs	Parallel	2,000,000	84,848.48
Local communities	In-kind		16,880
Private sector	Parallel		17,930
PROJECT TOTAL COSTS:		30,100,000	40,427,611.61

*This figure includes the total of pending commitments until 2019 USD113,356.87

MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements (a useful tool for gauging progress to impact is the Review of Outcomes to Impacts – RotI – method developed by the GEF Evaluation Office: ROTI Handbook 2009).

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of conclusions, recommendations and lessons.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Papua New Guinea. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 35 days according to the following plan (note that dates were adjusted by one month – later):

Activity	Timing	Completion Date
Preparation / Inception report	4 days	10 October 2019
Evaluation Mission	19 days	15 th November 2019
Draft Evaluation Report	10 days	25 th November 2019
Final Report	2 days	30 th November 2019

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 2 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

TEAM COMPOSITION

The evaluation team will be composed of one international evaluator and one national evaluator. The international consultant will be the team leader will be responsible for finalizing the report. The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#).

Annex 5.2. PROJECT LOGICAL FRAMEWORK

This project will contribute to achieving the following Country Programme Outcome as defined in CPAP or CPD: UNCP Outcome 3.1 /UNDP CPD Outcome 10: <i>By 2012, rural communities in selected provinces of each region use improved sustainable livelihood practices</i>					
Country Programme Outcome Indicators: not indicated...					
Primary applicable Key Environment and Sustainable Development Key Result Area (same as that on the cover page, circle one): not indicated... 1. Mainstreaming environment and energy OR 2. Catalyzing environmental finance OR 3. Promote climate change adaptation OR 4. Expanding access to environmental and energy services for the poor.					
Applicable GEF Strategic Objective and Program: not indicated...					
Applicable GEF Expected Outcomes: not indicated...					
Applicable GEF Outcome Indicators: not indicated...					
	Indicator	Baseline	Targets//End of Project	Source of Verification	Risks and Assumptions
Project Objective Develop effective natural resource management and financing systems for community conservation areas.	National policy and regulatory framework providing comprehensive and consistent support for CCAs.	No specific legislative framework for CCAs. Protected Areas are being established under a range of secondary legislation with limited and inconsistent governmental support.	(1) A comprehensive and integrated policy and regulatory framework for CCAs is enacted by end of year 2, (2) supported by a coordinated whole-of-Government decision-making mechanism operational by year 3.	Legislation enacted for CCAs, regulatory or operational enactments defining role and responsibilities of the decision-making mechanism, and documentation of decision-making mechanism in operation.	(Relevant to achieving Project Goal) Financing to maintain the conservation areas will continue to receive national and international support.

	Area protected under Community Conservation Areas.	None at present.	1,000,000 hectares protected by end of Project.	Gazettement/ establishment notices and spatial monitoring.	State of Papua New Guinea continues to support PAs by all means against biodiversity threats.
	Quality of biodiversity management of CCAs as measured by Management Effectiveness Tracking Tool.	To be assessed for individual CCAs upon establishment.	CCAs show sustained improvement in METT scores over the duration of the project, beginning from respective year of CCA establishment.	METT reports provided by CAMCs.	External threats and pressures (e.g. climate change impacts, encroachment) do not adversely affect the status of biodiversity resources within CCAs.
	Landowner commitment to CCAs.	Landowner commitment to existing forms of PAs (e.g. WMAs) is often limited, as demonstrated by level of contribution to WMA management.	Landowner commitment sufficient to ensure effective management and conservation of CCAs as measured at end- project.	Successful implementation of PA management plans and delivery of service agreements, level of participation in CAMCs and other consultative mechanisms.	Benefits of alternative land uses (e.g. agriculture, mining) do not drastically increase after agreement to set up CCAs is achieved.
	Funding for conservation and management of CCAs is sufficient to underwrite core activities, and is sustainable over time.	To be established for each CCA during planning, using the PA Financing Scorecard.	By end-project each established CCA has demonstrated access to all funding required for core management and conservation activities for at least two consecutive years.	PA Financing Scorecards to be completed during planning of each CCA, and subsequently on an annual basis.	Government commitment to provide revenue support to CCAs is sustained.

Outcome 1: National enabling environment for a community-based sustainable national system of protected areas (PAs) containing globally and nationally significant biodiversity.					
Project Outcome	Indicator	Baseline	Targets//End of Project	Source of Verification	Risks and Assumptions
1.1 Improved whole- of- Government systems and processes for making land-use decisions to avoid degradation and conversion of PAs.	Number and severity of instances in which CCAs are negatively affected by landuse or development decisions made by Government agencies.	Existing PAs (e.g. WMAs) regularly suffering negative impact from agricultural conversion, mining impacts, etc.	In the final year of the project, no established CCA suffers any direct impact due to landuse/ conversion decisions, or indirect impact due to adjacent or upstream development activity.	Annual reports of CAMCs, project monitoring of supported CCAs.	Government does not make any direct and deliberate (as opposed to indirect and inadvertent) decisions to sanction development activities which degrade CCAs.
1.2. National economic development plans and sectoral plans incorporate and provide support for the objective of developing a Sustainable National System of PAs.	Explicit recognition of the role and contribution of the protected area system to national development strategies, as described in key national policy documents.	No recognition of the PA system in Medium-Term Development Strategy or related planning documents. Environmentally-Sustainable Economic Growth (ESEG) Policy framework under development but not yet agreed or operationalized.	By year 3, PNG's Medium-Term Development Strategy and related planning documents explicitly recognize the development of a sustainable National PA System as a development priority, under the ESEG framework.	Audit of relevant policy documents upon publication and reported in the PIR and MTE/FE.	Inclusion of references to the National PA system on paper translate into tangible policy and financial support on the ground.

<p>1.3. Integrated policy framework to support mainstreaming of environment conservation issues within whole-of-Government and sectoral decision-making processes developed and being implemented.</p>	<p>National policy framework explicitly and comprehensively addresses key conservation policy requirements, including e.g. a framework for assessing and mitigating environmental impacts of development, sustainability policies and criteria for agriculture and sustainable financing flows for Protected Areas.</p>	<p>Comprehensive policy frameworks not yet established for EIAs, sustainable agriculture or protected area financing.</p>	<p>By year 3, policy frameworks for (i)SEAs, (ii)Sustainable agriculture and (iii) PA Financing have been developed, endorsed by CEPA and submitted to the Government for Adoption.</p>	<p>Audit of relevant policy frameworks upon submission, documentation of approval and reports in the PIR and MTE/FE.</p>	<p>Existing Government commitment to adopt these policy frameworks is sustained.</p>
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<p>1.4. Integrated legal framework to ensure effective planning and regulation of development and conservation activities.</p>	<p>Integration of the three existing Protected Areas Acts into a single legal framework for protected area establishment and management under the new Conservation and Environment Protection Act (see 3.2.1 below) with Conservation Areas providing the legal basis for establishing the Sustainable National System of PAs. The new legal arrangements for protected areas to incorporate the requirement for Benefit Sharing Agreements (BSAs).</p> <p>Integration of the six Acts administered by the Department of Environment and Conservation to create a single fully integrated Conservation and Environment Protection Act for PNG.</p>	<p>Fragmented legislation with low power for PA management and no capacity to manage benefit sharing arrangements.</p> <p>Six separate legislative acts from different periods of history, not integrated.</p>	<p>A single integrated Act providing for a statutory authority with increased scope for PA management including benefit sharing arrangements.</p> <p>Integrated CEPA Act to reconcile inconsistencies in current body of law, and introduce reforms.</p>	<p>Audit of resultant Legislation.</p> <p>Audit of Documentation.</p>	<p>Parliamentary support for legislative change.</p> <p>Parliamentary support for an integrated Act.</p>
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<p>1.5. Integrated policy framework to support sustainable financing of PAs developed and evidence of success through increased funds for PA establishment and management.</p>	<p>Level of Government funding available for PA establishment and management.</p>	<p>Annual funding averages less than USD1 million at start of project.</p>	<p>By end-project, available funding meets minimum requirement for gazetted CAs, as measured by the PA Financing Scorecard.</p>	<p>PA Financing Scorecard, annual DEC/CEPA reporting.</p>	<p>Political commitment to support the national PA system is translated into sustained financial support.</p>
<p>1.6. Strengthened institutional and technical capacities in relevant Government agencies, linked to a framework of national core competencies to support effective conservation planning and service delivery in PAs.</p>	<p>Level of institutional and technical capacity in CEPA (once established) and other relevant Government agencies as measured using a Capacity Scorecard or similar approach.</p>	<p>To be established upon finalization of the Government restructuring.</p>	<p>By end-project, CEPA institutional and technical capacity scores are rated as 'Sufficient' or 'Adequate' across all key competencies. Institutional scores for other relevant agencies (including local governments) show increases on average between project mid-term and end-project assessments.</p>	<p>Institutional Capacity Scorecard to be established during creation of CEPA.</p>	<p>Sufficient level of cooperation obtained from other relevant agencies.</p>

Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain.					
Project Outcome	Indicator	Baseline	Targets//End of Project	Source of Verification	Risks and Assumptions
2.1 At least 1,000,000 hectares added to the national system of community- managed protected areas through the establishment of new financially and ecologically viable Conservation Areas and/or conversion of existing Wildlife Management Areas to Conservation Areas.	Hectares of new Protected Areas established under the new community conservation area framework.	None.	By year 5 at least 1,000,000 hectares added.	Gazettement notices or similar.	Obtaining community/ landowner support for establishment of CCAs does not take significant longer than envisaged in the project strategy.
Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities.					
Project Outcome	Indicator	Baseline	Targets//End of Project	Source of Verification	Risks and Assumptions
3.1 Conservation Areas effectively managed according to the requirements of their respective Management Plans, with 20% increase in METT scores over the project lifetime.	Increase in METT scores for each established CA.	Individual METT scores to be calculated during establishment of the CAs.	By end-project, METT scores for each CA increase by at least 20% over initial baseline.	METT scorecards.	CAs are established at least 3 years before project end, to allow sufficient time to demonstrate management improvements.

3.2. Service delivery, community development and economic development outcomes as specified in the Partnership Agreement being achieved.	Compliance with commitments stipulated in the Partnership Agreements.	Agreements to be established during creation of CAs.	Within 2 years of CA establishment or by end-project (whichever is sooner) CAMCs report satisfactory compliance with service delivery, community development and economic development outcomes as specified in the respective Partnership Agreements.	CAMC annual reports, with supplementary CAMC interviews at end-project if required.	Changes in external factors, e.g. fiscal position of Provincial Governments and LLGs, does not adversely affect service delivery.
Outcome 4: Capacity development and support for implementation of CA Management Plans.					
Project Outcome	Indicator	Baseline	Targets//End of Project	Source of Verification	Risks and Assumptions
4.1 Capacity development and support for Conservation Areas stakeholders to enhance project implementation and delivery of project outputs.	Institutional and individual/ technical capacities of Provincial and local level governments to ensure effective delivery of key project outputs.	Preliminary capacity assessment during PPG indicates institutional and individual/ technical capacities are low or extremely low, at 24.4% and 33.3%, respectively. Detailed capacity assessments for each participating Provincial/ local government entity to be conducted during establishment of CAs.	Provincial and local level government (LLG) institutional and technical capacities to support establishment and management of CAs increases by at least 20% two years after establishment of each CA. Overall institutional capacity increases to at least 56.4%, and individual capacity increases to 50%	Capacity assessments by CEPA as part of CA establishment/ implementation.	Sufficient cooperation obtained from Provincial and local level governments for capacity development programmes.

4.2. Capacity development plans for landowners delivering greater capacity and improved outcomes from project activities.	Capacity of landowners to manage conservation areas and associated livelihoods/ service delivery activities.	Preliminary overall assessment during PPG indicated non-existent to low capacities. Specific capacity baselines to be established for each CA.	Landowner groups have sufficient capacity to implement livelihood and service delivery activities.	Proxy indicator: number of livelihood/ business development initiatives established, and progress in implementation of management and monitoring systems for CAs.	Proxy indicator approach assumes other non-capacity barriers can be identified and addressed if required.
4.3. Linking of livelihood, health and population issues with CA resource management	Increased access to social services (health, sanitation, education) for landowner communities participating in CAs.	Basic social services being provided by LLGs and/or private industry (e.g. plantation and logging companies) in West New Britain. Social service provision in Kokoda being strengthened through the Kokoda Track initiative but still limited to areas around key Track sites.	All communities/ landowner groups involved in functioning community conservation areas enjoy documented improvement in at least two social service areas.	CAMC reports, final project evaluation.	Existing commitments to provide social service support from partners such as Steamships Ltd. And Digicel are maintained, and other partnerships can be established where needed.
4.4. Learned lessons from the conservation management systems developed under the project are incorporated into policy and regulations, and help improve management of the national PA system.	Improvement in policy and regulatory structures for the national PA system and continued increase in management capacity.	To be established as part of CEPA structure.	Project demonstrates tangible and quantifiable increase in systemic, institutional and technical capacities by end- project.	CEPA performance audit system for community conservation.	No external risk factors identified. Project management to ensure commitment to participatory evaluation, and debrief to key stakeholders.

Revised PRF (after the MTR):

Strategy	Indicator	Baseline	EOP target	Means of verification/ MTR level	Risk and Assumptions (Relevant to achieving Project Goal)
Project objective: Develop effective natural resource management and financing systems for community conservation areas	Indicator 1: National policy and regulatory framework providing comprehensive and consistent support for CCAs	No specific legislative framework for CCAs. Protected Areas are being established under a range of secondary legislation with limited and inconsistent governmental support	(1) A comprehensive and integrated policy and regulatory framework for CCAs is enacted by end of year 2, (2) supported by a coordinated whole-of-Government decision-making mechanism operational by year 3	Approved and disseminated Protected Area Policy (NPAP) that was endorsed by the National Executive Council in December 2014 (NEC decision No. 385/2014). The policy's Implementation Plan and the PA Bill were being finalised during the MTR mission.	Protected areas continue to receive political support
	Indicator 2: Quality of biodiversity management of CCAs as measured by Management Effectiveness Tracking Tool (METT)	METT score for New Britain Island at 47 out of 102 (46%) and Owen Stanley Range at 75 out of 102 (75%)	CCAs show sustained improvement in METT scores over the duration of the project, beginning from respective year of CCA establishment.	Change in METT scores from mid-point 6 months before end of Project	External threats and pressures (e.g. climate change impacts, encroachment) do not adversely affect the status of biodiversity resources within CCAs.
	Indicator 3: Landowner commitment to CCAs	Landowner commitment to existing forms of PAs (e.g. WMAs) is often limited, as demonstrated by level of contribution to WMA management.	Landowner commitment sufficient to ensure effective management and conservation of CCAs as measured at end-project.	Letters of consent have been secured from 10 (of the 16 proposed CCAs in New Britain Island).	Benefits of alternative land uses (e.g. agriculture, mining) do not drastically increase after agreement to set up CCAs is achieved.
	Indicator 4: Funding for conservation and management of CCAs is sufficient to underwrite core activities, and is sustainable over time	To be established for each CCA during planning, using the PA Financing Scorecard	By end-project each established CCA has demonstrated access to all funding required for core management and conservation activities for at least two consecutive years.	Signed partnership agreements to co-finance conservation actions in CCAs.	Government and partners commitment to provide revenue support to CCAs is sustained.
Outcome 1: National enabling environment for a community-based sustainable national system of	Indicator 1: Legal status of CCAs and legal tools being applied to provide protection of CCAs	Existing PAs (e.g. WMAs) regularly suffering negative impact from agricultural conversion, mining impacts, etc.	In the final year of the project, no established CCA suffers any direct impact due to landuse/ conversion decisions, or indirect impact due to adjacent or upstream development activity.	5 WMAs (Pokili, Garu, Klampun, Tavalu, Kavakuna caves) gazette providing partial protection	The legal protection of the PAs is dependent on the approval of the proposed PA Bill, which may be impeded by other stakeholder interests.

Strategy	Indicator	Baseline	EOP target	Means of verification/ MTR level	Risk and Assumptions (Relevant to achieving Project Goal)
protected areas (PAs) containing globally and nationally significant biodiversity	Indicator 2: Evidence or degree of mainstreaming of protected areas within different national policies and development strategies	Develop and support the implementation of the Protected Area Policy Implementation Plan (PAPIP)	By year 4, PNGs PAPIP as a sectoral plan is mainstreamed in related planning documents	Approved and disseminated PAPIP by GoPNG; PAPIP reflected in the NBSAP and Sixth National Report on CBD	Inclusion of references to PAPIP in policy papers to anchor resources mobilized for PNG.
	Indicator 3: National policy framework explicitly and comprehensively addresses key conservation policy requirements such as a framework for assessing and mitigating impacts of development	Develop a comprehensive roadmap on biodiversity offset mechanism	By year 3, policy framework on Biodiversity Offset Mechanism have been developed and endorsed by CEPA	Options for Papua New Guinea for Action on Biodiversity Impact Mitigation endorsed and disseminated by CEPA	Government commitment supports the adoption of the policy framework
	Indicator 4: Integration of the three existing Protected Areas Acts into a single legal framework for protected area establishment and management under the new Conservation and Environment Protection Act (see 3.2.1 below) with Conservation Areas providing the legal basis for establishing the Sustainable National System of PAs. The new legal arrangements for protected areas to incorporate the requirement for Benefit Sharing Agreements (BSAs).	Fragmented legislation with low power for PA management and no capacity to manage benefit sharing arrangements	A single integrated Act providing for a statutory authority with increased scope for PA management including benefit sharing arrangements	Certificate of Necessity from the State Solicitor's Office; NEC endorsement and enactment of Parliament	Resource sector expected to oppose the Bill

Strategy	Indicator	Baseline	EOP target	Means of verification/ MTR level	Risk and Assumptions (Relevant to achieving Project Goal)
	Indicator 5: Level of Government funding available for CCA establishment, management and implementation.	Nil funding to CCAs to date	By end-project, available funding meets minimum requirement for gazetted CCAs, as measured by the PA Financing Scorecard	Partnership agreements for each CCAs with an explicit amount and source of funding	Inclusion of CCA plans in development budgets of the Province/District/LLGs
	Indicator 6: Level of institutional and technical capacity in CEPA (once established) and other relevant Government agencies as measured using a Capacity Scorecard or similar approach	CEPA: 38%	By end-project, CEPA institutional and technical capacity scores are rated as Sufficient or Adequate across all key competencies.	Capacity scorecard for CEPA	CEPA remains an institution in flux: even though the institution was formally established with the CEPA Act in 2014
Outcome 2: Community-managed Conservation Areas identified and established in the Owen Stanley Range and New Britain	Indicator 1: Hectares of new Protected Areas established under the new community conservation area framework	1.7 million hectares across PNG are gazetted terrestrial and marine protected areas under different national and local legislations. 238,071 hectares for Owen Stanley Range 219,762 hectares in New Britain Island, of which < 25,000 were gazetted prior to project start	By year 5 at least 500,000 hectares added in pilot sites	Application and endorsement of individual protected area	Formal establishment as CCAs is dependent on the passing of the PA Bill and the gazettal of CCAs.
Outcome 3: Conservation Area Management Planning and Partnership Agreements with Communities	Indicator 1: Partnership agreements (bilateral, tripartite or more) that are intended to support, in a demonstrable way (i.e., through provision of finance, alternative livelihood solutions, etc), establishment, and management of PAs signed and	Agreements to be established during creation of CCAs One agreement in place: Signed MOU between NBPOL and Mahonia Na Dari to support Pokili and Garu WMAs	a) Up to eight signed agreements b) Demonstrated expenditure leading to measurable outcomes	Signed agreements; Accounting for expenditure and measurable outcomes	Signed agreements can demonstrate implementation towards an outcome/s and its associated expenditure

Strategy	Indicator	Baseline	EOP target	Means of verification/ MTR level	Risk and Assumptions (Relevant to achieving Project Goal)
	demonstrably implemented – measured by a) number of agreements and b) demonstrated outcome of agreement				
Outcome 4: Capacity development and support for implementation of CCA Management Plans	Indicator 1: Institutional and individual/ technical capacities of Provincial and local level governments to ensure effective delivery of key project outputs.	Capacity and competency scores for East and West New Britain at xx and xx, respectively. Preliminary capacity assessment during PPG indicates institutional and individual/ technical capacities are low or extremely low, at 24.4% and 33.3% respectively.	Provincial and local level government (LLG) institutional and technical capacities to support establishment and management of CAs increases by at least 20% two years after establishment of each CCA. Overall institutional capacity increases to at least 56.4%, and individual capacity increases to 50%.	Capacity & Competency scores for the provincial administrations of East and West New Britain	Sufficient cooperation obtained from Provincial and local level governments for capacity development programmes
	Indicator 2: Capacity of landowners to manage conservation areas and associated livelihoods/ service delivery activities	Preliminary overall assessment during PPG indicated non-existent to low capacities. Specific capacity baselines to be established for each CA.	Landowner groups have sufficient capacity to implement livelihood and service delivery activities.	Tracking results of expanded METT	Commitments to provide livelihood and social service support from partners are explored and established where needed.

Annex 5.3. Itinerary

Date	Activity
Fri 15 Nov	Carter arrival in Port Moresby. Carter and Yuave meeting with UNDP (Emily Fajardo; Patricia Kila).
Sat 16 Nov	Set up frame for TE report.
Sun 17 Nov	Work on annexes; review documents.
Mon 18 Nov	Meeting with Ms. Kumaras Kalim, National Project Director and CEPA Director for Sustainable Environment Program. Meeting with Mr. James Sabi, CEPA Terrestrial Ecosystem Management Manager. Meeting with Edward Vrkic, UNDP Head of the environment portfolio and senior adviser – climate change. Meeting with Tamalis Akus, GEF Small Grants Programme National Coordinator (complementarity between GEF4 and SGP in both East and West New Britain).
Tue 19 Nov	Meeting with Director Maino Virobo, CEPA Policy Wing (GEF4 contribution to policy advancement (Protected Area Policy, proposed Protected Area Bill). Meeting with Ms. Zola Saga, IUCN CEPF National Coordinator (possible complementarity between GEF4 and CEPF re: Baining Mountain and Nakanai Range). Meeting with Ms. Modi Pontio, National Consultant (to share key findings from the Documentation of GEF4 Lessons Learned). Meeting with Madeline Ainie Lahari, CEPA (regarding PA Register). Security briefing with UNDSS at 1/F Kina Haus Building Skype meeting with Mr. Brian Brunton (author of the proposed Protected Area Bill).
Wed 20 Nov	Meeting with Mary Boni, Technical Officer, Consultative Implementation & Monitoring Council (Natural Resources Sectoral Committee). Meeting with Cosmos Apelis, The Nature Conservancy (TNC). Flight POM-Kimbe (Hoskins). Meeting with Stephanie Tangole (UNDP coordinator, West New Britain).
Thu 21 Nov	Site visit and meeting with community representatives for Pokili.
Fri 22 Nov	Meeting with Provincial Government staff (Desmond, Environment Officer, John Suwarim, Forestry, and Michael Kiangua, Provincial Resgistrar, formerly Planning Officer). Annotation of meetings. Meeting Peter Kikele (Head of Tavolo Conservation Area).
Sat 23 Nov	Flight Hoskins-Kokopo. Discussion with Raymond and Maureen.
Sun 24 Nov	Drive Kokopo to Tol; boat to Klampun.
Mon 25 Nov	Meeting with Klampun community and committees.
Tue 26 Nov	Boat Klampun to Palmalmal. Meeting with Kavakuna Caves representatives. Meeting with Manginuna WMA. Meeting with women community representatives
Wed 27 Nov	Work in Palmalmal on meeting annotations (District Office).
Thu 28 Nov	Boat Palmalmal to Tavolo. Meeting with Tavolo WMA members and community. Visit upriver to waterfall. Meeting with individual community members.
Fri 29 Nov	Boat Tavolo to Palmalmal. Work on meeting annotations (District Office). Discussions with James Sabi and Maureen.
Sat 30 Nov	Reporting writing; Manginuna.
Sun 1 Dec	Report writing; visit to Pomio features (rivers, waterfalls).
Mon 2 Dec	Flight Palmalmal to Kokopo. Report writing.
Tue 3 Dec	Meetings Provincial Administration and Pomio District: Report writing.
Wed 4 Dec	Flight Kokopo to Port Moresby. Report writing.

Date	Activity
Thu 5 Dec	Initial debriefing with UNDP. Report writing.
Fri 6 Dec	Debriefing to Project Board on key observations.

Annex 5.4. List of Persons Interviewed, or present at evaluation consultations.

Name	Position	Organization	Gender
Kay Kalim	Director, Sustainable Environment Programme (SEP)	Conservation and Environmental Protection Authority (CEPA)	Female
James Sabi	Manager, Terrestrial (SEP)	Conservation and Environmental Protection Authority (CEPA)	Male
Edward Vrkic	Senior Advisor – Climate Change	United Nations Development Programme	Male
Maino Birobo	Director, Policy	Conservation and Environmental Protection Authority (CEPA)	Male
Tamalis Akus	National Coordinator, Small Grants Programme (SGP-UNDP)	Conservation and Environmental Protection Authority (CEPA)	Female
Madeline Aini Lahari	Assistant Officer, Terrestrial/National Park	Conservation and Environmental Protection Authority (CEPA)	Female
Zola Sangga	National Coordinator, IUCN	International Union of Conservation Nature (IUCN)	Female
Modi Pontio	National Consultant, GEF 4 Lessons Learnt	National Consultant	Female
Brian Brunton	Private Lawyer, National Biodiversity Protection Bill	National Consultant	Male
Mary Boni	Technical Officer, CIMC	National Consultant	Female
Cosmas Apelis	Senior Program Officer, TNC	The Nature Conservancy	Male
Emily Fajardo	Technical Advisor, Global Environment Facility 5, Project Management Unit	United Nations Development Programme	Female
Maureen Ewai	Coordinator Global Environment Facility 4, East New Britain	United Nations Development Programme	Female
Madeline Ainie Lahari	Protected Areas Registration - Terrestrial	Conservation and Environmental Protection Authority (CEPA)	Female
Stephanie Tangole	Focal Person, West New Britain, CEPA/UNDP/GEF4 Project	United Nations Development Programme	Female
Raymond Joshua	Pomio Coordinator, CEPA/UNDP/GEF 4 Project	United Nations Development Programme	Male
Andrew Rylance	GEF 6 Project, CTA	United Nations Development Programme	Male
Desmond Vaghelo	Director, West New Britain Conservation and Climate Change	East New Britain Provincial Administration	Male
Florence Paisparea	Forestry Officer, East New Britain Province	East New Britain Provincial Administration	Female
Christ Laup	Assistant Forestry Officer, East New Britain Province	East New Britain Provincial Administration	Male
Micheal Kiangua	Registrar/Planner West New Britain Province	West New Britain Province Administration	Male
Peter Peniat	Pomio District Administrator, East New Britain Provincial Administration	East New Britain Provincial Administration	Male
Pamela Avusi	NGO representative, Board GEF 4	CEPA/UNDP Board GEF 4 Project	Female
Peter Dam	Technical Advisor/National Program Coordinator, Partner	FORCERT	Male
Iggnesi Matapia	Lead, Kavakuna WMA & Guesthouse owner Palmalmal	Olaipun village, Mengan tribe, Lolopuna clan	Male
Pamien Tanewan	Tourism Committee member Kavakuna WMA	Olaipun village, Mengan tribe, Taulu clan	Male
Mathias Turpaga	Village member Kavakuna WMA	Olaipun village, Mengan tribe, Taulu clan	Male
Joe Balsi Lagivea	Village member Kavakuna WMA	Olaipun village, Mengan tribe, Taulu clan	Male
Edward Shate	Village member, Kavakuna WMA	Olaipun village, Mengan tribe, Lolopuna clan	Male
Philip Langlang	Chairman, Totoloraina WMA	Manginuna village, Mengan tribe, Kaimun clan	Male
Camilius Longtania	Administration Clerk, Totoloraina WMA	Manginuna village, Mengan tribe, Kaamatan clan	Male

Edward Ivanmat	Vice-Chairman, Totoloraina WMA	Manginuna village, Mengan tribe, Leituna clan	Male
Alexia Magel	Marine Committee member Totoloraina WMA	Manginuna village, Mengan tribe, Kaveng clan	Female
Noreen Koisila	Culture Committee member Totoloraina WMA	Manginuna village, Mengan tribe, Kailo clan	Female
Bernadeth Semba	Women's Ward Representative, Totoloraina WMA	Manginuna village, Mengan tribe	Female
Veronica Bairagu	Forest Committee member, Totoloraina WMA	Manginuna village, Mengan tribe, Kapkapuna clan	Female
Elizabeth Teror	Conservation Committee Totoloraina WMA	Manginuna village, Mengan tribe, Kangalowa clan	Female
Bradley Pagor	Ranger Committee, Totoloraina WMA	Manginuna village, Mengan tribe, Baipuna clan	Male
Leonard Pakila	Village Councillor, Totoloraina WMA	Manginuna village, Mengan tribe, Gula clan	Male
Lawrence Lona	Community Member, Totoloraina WMA	Manginuna village, Mengan tribe, Kaematan clan	Male
Raphael Tokol	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Lengleng clan	Male
John Mandina	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Tagtagapuna clan	Male
Norbert	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Gumbi clan	Male
Alex Patotap	Guest House manager, Totoloraina WMA	Manginuna village, Mengan tribe, Lengleng clan	Male
Sarvasius Geo	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Tagtagapuna clan	Male
Ienasius Mager	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Gumbi clan	Male
Lina Lona	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Lolopuna clan	Female
Joe Kally	Community member, Manginuna WMA	Manginuna village, Mengan tribe, Gula clan	Male
Michael Kua	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Kangalowa clan	Male
Benedict	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Lengleng clan	Male
Maxse Marin	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Lolopuna clan	Male
Fabian Kotkerea	Guest House Treasurer, Totoloraina WMA	Manginuna village, Mengan tribe, Kaveng clan	Male
Edward Penga	Head Master, Totoloraina WMA	Manginuna village, Mengan tribe, Leitua clan	Male
Lucy Kongpala	Church women's leader, Totoloraina WMA	Manginuna village, Mengan tribe, Lengleng clan	Female
Jacinta Bopagarea	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Mawatap clan	Female
Elima Lona	Community member, Totoloraina WMA	Manginuna village, Mengan tribe, Lenleng clan	Female
Linda Luria	Committee member, Totoloraina WMA	Manginuna village, Mengan tribe, Guka clan	Female
Francis Poia	Committee member, Tavolo WMA	Lausus village, Tavolo tribe, Sale clan	Male
Norbert Nouevo	Committee member, Tavolo WMA	Lausus village, Tavolo tribe, Kietuna clan	Male
Alois Katuna	Committee member, Tavolo WMA	Lausus village, Tavolo tribe, Kipolo clan	Male
Philip Mariau	Committee member, Tavolo WMA	Lausus village, Tavolo tribe, Sale/Lamau clan	Male
Sabina Buna	Youth-Vice Chair & Community member, Tavolo WMA	Lausus village, Tavolo tribe, Kietuna clan	Female
Julius Oteitote	Community member, Tavolo WMA	Lausus village, Tavolo tribe, Kietuna clan	Male
Doreen Tulumana	Community member, Tavolo WMA	Lausus village, Tavolo tribe, Kietuna clan	Female
John Tulumana	Community member, Tavolo WMA	Lausus village, Tavolo tribe, Uka clan	Male

John Hunsio	Community member, Tavolo WMA	Lausus village, Tavolo tribe, Kietuna clan	Male
Stanis Musloa	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Steven Poke	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Sale clan	Male
Marangona Mark	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Oio clan	Male
Marangona Jeffery	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Joe Polpol	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Safe clan	Male
Theckla Panga	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Sophie Panga	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Agatha Kikele	Committee member & Vice-President Women's Group, Tavolo WMA	Tavolo village, Tavolo tribe, Evesovul/Sale clan	Female
Petra Lomele	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Male
Jeffery Polpol	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Male
Peter Kikele	Chairman & Village Councillor, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Male
William Apeaua	Chief, Tavolo WMA	Lausus village, Tavolo tribe, Uka clan	Male
Blaise Kiara	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Mathias Achan	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Aluka clan	Male
Freddy Maragona	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Shopie Amloua	Youth member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Benardeth Poipoi	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Janet Tuei	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Elma Lomele	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Pascalynne Sapala	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Sale clan	Female
Monica Ben	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Female
Loreian Rian	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Female
Petra Lomele	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Cathrine Panga	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Tekia Poke	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Fiida Michael	Youth member, Tavolo	Tavolo village, Tavolo tribe, Una clan	Female
Anna Touiri	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Menem clan	Female
Pius Moke	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Sale clan	Male
Francis Paia	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Jeffery Terry	Community member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Simon Serick	Clan representative, Ravolo WMA	Tavolo village, Tavolo Tribe, Rama clan	Male
Christine Serick	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Female
Michael Lomele	Youth member, Tavolo WMA	Tavolo village, Tavolo tribe, Una clan	Male

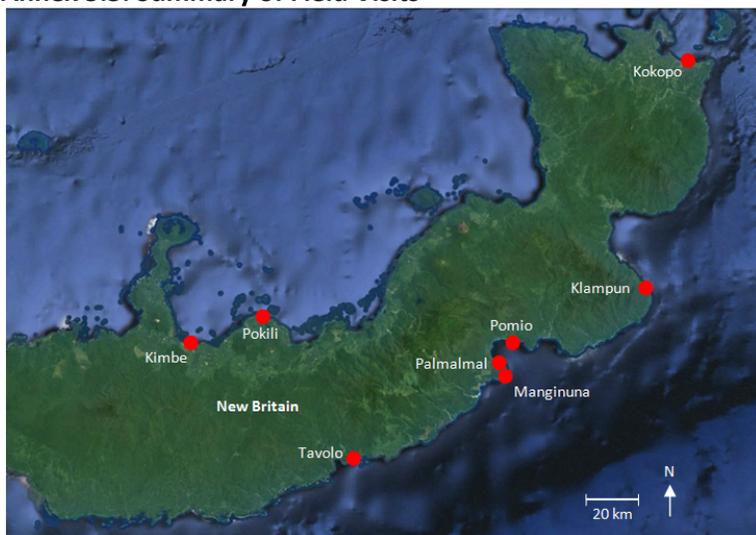
David Tau	Secretary, Tavolo WMA	Tavolo village, Tavolo tribe, Safe clan	Male
Felix Leklek	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Philip Mariau	Clan representative, Tavolo WMA	Tavolo village, TavoloTribe, Sale/Ramau clan	Male
Alphones Paio	Clan representative, Tavolo WMA	Tavolo village, Tavolo tribe, Oio clan	Male
Freddy Hitolo	Committee member, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
Francis Aulo	Clan representative, Tavolo WMA	Tavolo village, Tavolo tribe, Rama clan	Male
John Valtelpnuo	Village Councillor, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Isidor Wenglon	Ward Recorder, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Isidor Yamo	Coordinator, Klampun WMA	Klampun village, Sulka tribe, Keir clan	Male
Patrick Litau	Administration officer, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Male
John Kemoso	Finance officer, Klampun WMA	Klampun village, Sulka tribe, Luongan clan	Male
Alex Kauval	Chairman, Klampun WMA	Klampun village, Sulka tribe, Srip clan	Male
Mark Savlu	Magistrate/Land Use Management, Klampun WMA	Klampun village, Sulka tribe, Srip clan	Male
Roslyn Koenelyn	Community member – Environment and Health, Klampun WMA	Klampun village, Sulka tribe, Vgar clan	Female
John Valtelpnuo	Community member – Boundary Review, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Alois Kouval	Committee member – Capacity Building, Klampun WMA	Klampun village, Sulka tribe, Srip clan	Male
Mathew Kaupun	Community member – Cocoa Rehabilitation, Klampun WMA	Klampun village, Sulka tribe, Kair clan	Male
Walter	Churches, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Cosmas Yarkia	Community member - Community Development, Klampun WMA	Klampun village, Sulka tribe, Masra clan	Male
Vendelyn Walter	Youth Chairlady, Klampun WMA	Klampun village, Sulka tribe, Kair clan	Female
Rapheala	Women’s Representative, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Female
Vincencia Lome	Committee member, Klampun WMA	Klampun village, Sulka tribe, Kair clan	Female
Julie Pangmais	Committee member – Health, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Female
Peter Embriaek	Community member – Culture/Lands, Klampun WMA	Klampun village, Sulka tribe, Srip clan	Male
Patrick Kaupun	Facilitator, Klampun WMA	Klampun village, Sulka tribe, Kair clan	Male
Josephine Vei	Vice-Chairlady, Klampun WMA	Klampun village, Sulka tribe, Gelmon clan	Female
Joylyn Longue	Committee Secretary, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Female
Syvior Langlang	Vice-Secretary, Klampun WMA	Klampun village, Sulka tribe, Srip clan	Female
Roslyne Lumge	Treasurer, Klampun WMA	Klampun village, Sulka tribe, Vagar clan	Female
Robecca Tokakie	Committee member, Klampun WMA	Klampun village, Sulka tribe, Masra clan	Female
Judith Robadia	Committee member, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Female
Jennet Orkiekai	Committee member, Klampun WMA	Klampun village, Sulka tribe, Luongan clan	Female
Dorothy Kelie	Committee member, Klampun WMA	Klampun village, Sulka tribe, Kaimun clan	Female
Gregory Tavha	Committee member, & Youth Vice chairman, Klampun WMA	Klampun village, Sulka tribe, Tling clan	Male

Justin Kuskus	Committee member, Klampun WMA	Klampun village, Sulka tribe, Letun clan	Male
Edmun Tavha	Youth Member, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Michael Parvek	Youth Treasurer, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Male
Vincent Kuyone	Youth member, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Male
Benediot Kasoni	Youth member, Klampun WMA	Klampun village, Sulka tribe, Gelmon clan	Male
Vincent Pamle	Youth member, Klampun WMA	Klampun village, Sulka tribe, Kair clan	Male
Cletus Ruga	Youth member, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Male
Ernest Mulde	Youth Secretary, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Male
Maria Talomak	Youth member, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Female
Linda Manglol	Youth Vice Treasurer, Klampun WMA	Klampun village, Sulka tribe, Sos clan	Female
Esra Kauval	Youth member, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Koluban Siniyel	Youth member, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Sokpo Nobert	Youth member, Klampun WMA	Klampun village, Sulka tribe, Pogan clan	Male
Eugine Kosienga	Youth member, Klampun WMA	Klampun village, Sulka tribe, Kair clan	Male
Cosmas Ga'a	Recorder, Pokili WMA Talasea District Kimbe	Koimumu village, Muku tribe, Gararua clan	Male
Philip Yatang	Chairman, Local Level Government 10	Koimumu village, Muku tribe	Male
Conrad Vavala	Ranger, Pokili WMA	Koimumu village, Muku tribe, Kakea clan	Male
Joe Kaveu	Ward Development Committee, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Male
John Baimo	Ward Development Committee, Pokili WMA	Koimumu village, Muku tribe, Bobiso clan	Male
Paula Walter	Secretary, Pokili WMA	Koimumu village, Muku tribe, Kabilimosi clan	Male
Christine Mape	Women's Treasurer, Pokili WMA	Koimumu village, Muku tribe, Bualali clan	Female
Olga Vavala	Women's President, Pokili WMA	Koimumu village, Muku tribe, Kakea clan	Female
Emma Tiroro	Community member, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Female
Francisca Lailo	Community member, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Female
Annastasia Sabubu	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Celesta Puloko	Community member, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Female
Jacinta Puloko	Community member, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Female
Reeina Ga'a	Community member, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Female
Bernadeth Posoi	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Darusila Tauwiki	Community member, Pokili WMA	Koimumu village, Muku tribe, Baumumu clan	Female
Jeraldine Lima	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Susan Taupago	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Agelica Pius	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Adolfa Sauwala	Women's Vice President, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female

Gabriela Sakim	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Damaris Tauwika	Community member, Pokili WMA	Koimumu village, Muku tribe, Baumumu clan	Female
Flavia Tau	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Clara Saki	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Balbina Ampune	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Emma Tande	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Hilda Kuluko	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Martina Boko	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Dafnie Mou	Community member, Pokili WMA	Koimumu village, Muku tribe, Kurukuru clan	Female
Yalonda Mape	Community member, Pokili WMA	Koimumu village, Muku tribe, Vava clan	Female
Ida Magila	Community member, Pokili WMA	Koimumu village, Muku tribe	Female
Cecilia Pauavu	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Gorety Kulu	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Steven Meta	Manager – Urbanisation Programme, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Male
Julius Malaga	Manager Mapa-Kakea Estate , Pokili WMA	Koimumu village, Muku tribe, Kevevuki clan	Male
Emil Ga'a	Youth Chairman, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Male
Damien Kosi	Pastor, Pokili WMA	Koimumu village, Muku tribe, Alilii clan	Male
Brendan Tauviki	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Male
Charlton Pati	Community member, Pokili WMA	Koimumu village, Muku tribe	Male
John Tomm	Community member, Pokili WMA	Koimumu village, Muku tribe, Bobiso clan	Male
Ida Bai	Community member, Pokili WMA	Koimumu village, Muku tribe	Male
Hilda Bai	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Male
Max Ampune	Community member, Pokili WMA	Koimumu village, Muku tribe, Bulalai clan	Male
Albert Ubi	Ward Member, Pokili WMA	Koimumu village, Muku tribe, Alili clan	Male
Alphones Mape	Chief & LLG Chaiman, Pokili WMA	Koimumu village, Muku tribe, Kevevuki clan	Male
Andrew Kaseka	Community member, Pokili WMA	Koimumu village, Muku tribe, Kurukuru clan	Male
Jessica Meta	Youth member, Pokili WMA	Koimumu village, Muku tribe, Bobiso clan	Female
Bonita Sabubu	Youth member, Pokili WMA	Koimumu village, Muku tribe, Bobiso clan	Female
Gabriel Mou	Committee Secretary, Pokili WMA	Koimumu village, Muku tribe, Mararea clan	Male
Gabbrela Redi	Youth Secretary, Pokili WMA	Koimumu village, Muku tribe, Vava clan	Female
Albert Yen	Youth member, Pokili WMA	Koimumu village, Muku tribe, Vava clan	Male
Vincent Galia	Youth member, Pokili WMA	Koimumu village, Muku tribe, Kurukuru clan	Male
Pius Raka	Youth member, Pokili WMA	Koimumu village, Muku tribe, Ilaao clan	Male
Brian Vavala	Youth member, Pokili WMA	Koimumu village, Muku tribe, Kakea clan	Male

Jessica Puloko	Community member, Pokili WMA	Koimumu village, Muku tribe, Gararua clan	Female
Mage Posoi	Community member, Pokili WMA	Koimumu village, Muku tribe, Kevemuki clan	Female
Clara Vavala	Community member, Pokili WMA	Koimumu village, Muku tribe, Ailili clan	Female
Magelau Kua	Community member, Pokili WMA	Koimumu village, Muku tribe, Kabiumosi clan	Female
Kaliba Lima	Community member, Pokili WMA	Koimumu village, Muku tribe, Bualali clan	Female
Anas Adam	Community member, Pokili WMA	Koimumu village, Muku tribe, Bobiso clan	Female
Sila Tauviki	Community member, Pokili WMA	Koimumu village, Muku tribe, Baumumu clan	Female
Magaret Tele	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Kumuta Boas	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Gabriela Pepe	Community member, Pokili WMA	Koimumu village, Muku tribe, Kevemuki clan	Female
Ceceha Kevin	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Vantina Gala	Community member, Pokili WMA	Koimumu village, Muku tribe, Bualali clan	Female
Susan Mape	Community member, Pokili WMA	Koimumu village, Muku tribe, Kurukuru clan	Female
Hilda Gregg	Community member, Pokili WMA	Koimumu village, Muku tribe, Ilalao clan	Female
Babina May	Community member, Pokili WMA	Koimumu village, Muku tribe, Ugeuge clan	Female
Bai Magla	Community member, Pokili WMA	Koimumu village, Muku tribe, Vava clan	Female
Jessica Meta	Youth member, Pokili WMA	Koimumu village, Muku tribe, Bebiso clan	Female
Wilfred Labu	Community member, Pokili WMA	Koimumu village, Muku tribe, Kabilimosi clan	Male
Emmaual Kosi	Chairman, Pokili WMA	Koimumu village, Muku tribe, Kakea clan	Male
Titus Mau	Secretary, Pokili WMA	Koimumu village, Muku tribe, Mararea clan	Male

Annex 5.5. Summary of Field Visits



Wed 20 Nov	Flight POM-Kimbe (Hoskins). Meeting with Stephanie Tangole (UNDP coordinator, West New Britain).
Thu 21 Nov	Site visit and meeting with community representatives for Pokili.

Pokili, West New Britain:



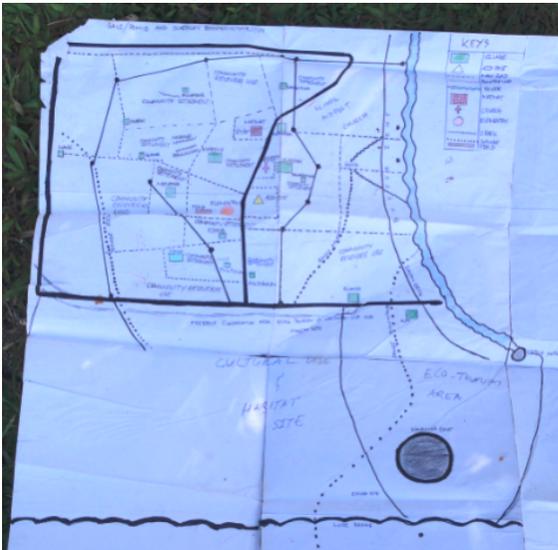
Fri 22 Nov	Meeting with Provincial Government staff (Desmond, Environment Officer, John Suwarim, Forestry, and Michael Kiangua, Provincial Registrar, formerly Planning Officer). Annotation of meetings. Meeting Peter Kikele (Head of Tavolo Conservation Area).
Sat 23 Nov	Flight Hoskins-Kokopo. Discussion with Raymond and Maureen.
Sun 24 Nov	Drive Kokopo to Tol; boat to Klampun.
Mon 25 Nov	Meeting with Klampun community and committees.

Klampun, East New Britain:



Tue 26 Nov	Boat Klampun to Palmalmal. Meeting with Kavakuna Caves representatives. Meeting with Manginuna WMA. Meeting with women community representatives
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Kavakuna Caves, East New Britain:



Wed 27 Nov	Work in Palmalmal on meeting annotations (District Office).
Thu 28 Nov	Boat Palmalmal to Tavolo. Meeting with Tavolo WMA members and community. Visit upriver to waterfall. Meeting with individual community members.

Tavolo, East New Britain:





Fri 29 Nov	Boat Tavolo to Palmalmal. Work on meeting annotations (District Office). Discussions with James Sabi and Maureen.
Sat 30 Nov	Reporting writing; Manginuna.
Sun 1 Dec	Report writing; visit to Pomio features (rivers, waterfalls).

Manginuna, East New Britain:



Mon 2 Dec	Flight Palmalmal to Kokopo. Report writing.
Tue 3 Dec	Meetings Provincial Administration and Pomio District: Report writing.
Wed 4 Dec	Flight Kokopo to Port Moresby. Report writing.

Annex 5.6. List of Documents Reviewed

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Annex 5.7. Evaluation Question Matrix

The table below was used as a guide for discussions and questions with each of the different project partner/ stakeholder/ beneficiary groups. In addition to these specific lines of discussion, evaluation participants were given an opportunity to add any other details that they felt would contribute to the terminal evaluation process. Note that the questions and proposed lines of discussion were oriented to the differing perspectives of the various partners/stakeholders/beneficiaries, but captured the four key questions to be addressed in a GEF Project Terminal Evaluation, shown below the table.

Project Partners/Stakeholders/Beneficiaries and Guidelines for Discussion*
UNDP PNG (role: technical assistance, programme delivery mechanism, management oversight and reporting, M&E)
<ul style="list-style-type: none"> • Required level of effort with the project; roles and responsibilities? • M&E protocol? • Main capacity-building challenges within the project? • Capacity of private sector, civil society, Government agencies to design and implement actions within the project (degree of institutionalization)? • Concrete evidence of capacity increase? • Challenges in providing adequate/ appropriate human resources for technical assistance? • Reporting and activity/expenditure accountability? • Linkages between project initiatives (coherence of the project)? • UNDP involvement and effectiveness in other related initiatives beyond the project (for example, regional initiatives, donor meetings, etc.); UNDP “added-value”.
UNDP GEF Regional (role: project oversight; technical advice)
<ul style="list-style-type: none"> • M&E protocol? • Role in providing technical oversight? • Perceptions of project successes and constraints?
Associated Donors (role: coordination of funding and actions)
<ul style="list-style-type: none"> • Alignment with their development programmes? • Implementing M&E function? • Government and community ownership of project initiatives? • Perceived main capacity-building challenges? • Notions of sustainability of such initiatives? • Project/ donor coordination mechanisms?
Project Management Team (role: decisions on project actions, management and allocation of funds, provision of capacity-building, synergy between activities, related M&E, documentation)
<ul style="list-style-type: none"> • Staffing? • Operational procedures/ criteria for design and implementation of project activities? • Capacity of government and civil society to handle funds and implement appropriate project activities? • Challenges in M&E of the project? • Collection and dissemination of lessons learned? • Sustainability factors defined and promoted?

Project Partners/Stakeholders/Beneficiaries and Guidelines for Discussion*
NGOs/CBOs; civil society (role: design and implementation of project activities, recipient of coaching/ technical assistance, supporting local communities, accountability/ documentation of project results)
<ul style="list-style-type: none"> • Current natural resource management priorities in their area? • Expectations of the project? • What are their main capacity-building needs? • What are the main capacity-building needs of Government? • How has the project provided capacity-building support? • What project results have been achieved to date? • How will project activities be sustained after the funding stops? • How do they know their interventions will work? • Main success to date? • Main challenge or failure to date? • What are the gender aspects of their projects? • What new organizations or institutional processes have been supported by the project? • If they were to start again, what would they do differently? • How have they influenced the regulatory/policy process related to community-based NRM? • How do they report back to the project, and to the community?
National and Provincial Government departments (role: project design and planning; involvement in project activities and policy uptake)
<ul style="list-style-type: none"> • What is their understanding of the goal of the project? • What is their specific role in the project? • What do they believe are the most important NRM and community development needs in their area/sector? • What is required to sustain the project activities or services that they are providing? • Were they involved in the design of the project? • Have they received any capacity-building support from the project? • What are the main project results to date? • What new organizations or institutional processes have been supported by the project? • How do these improve community development and NRM? • How will project results be sustained? • How will they incorporate project results into future development planning?
Local Communities, Beneficiaries (role: involved in design of project? implementation? primary beneficiaries of project)
<ul style="list-style-type: none"> • What are the main community and natural resource risks in their area? • Were they involved in design of the project? • What is their specific role in the project? • What training have they received? • What has been achieved to date? • How will the project protect them from future natural resource constraints and community development challenges? • What has been the role of women in the project? • What new organizations or institutional processes have been supported by the project? • How will they sustain the project activities? • Would they do anything differently? Anything else they should have done?
Private Sector (role: collaboration in project)
<ul style="list-style-type: none"> • Their understanding of the project?

Project Partners/Stakeholders/Beneficiaries and Guidelines for Discussion*

- What were the main criteria for their involvement in the project?
- What reporting/ follow-up do they get from the project?
- What do they feel are the main challenges in addressing natural resource and community development issues?

* All stakeholders were asked, in general terms, to describe: their type of engagement with the project to date; has the project been meeting their expectations; the main successes to date; the main challenges to date; and, if they were to start again, what would they do differently? These questions and lines of discussion addressed the following key evaluation questions:

Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?

Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?

Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?

Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

four specific case studies on community conservation, to help clarify processes and lessons learned from the project experience. These covered Tavolo, Totoloraina (Manginuna), Klampun, and the East New Britain engagement with the project. These are documented below.

Case 1: Tavolo Wildlife Management Area, Pomio District, East New Britain Province.

Tavolo Wildlife Management Area (WMA) contributes to the Nakanai conservation by reserving 32,000 hectares of forests. Re-gazettal of the Conservation Area was in the process at the time of the Terminal Evaluation visit. According to the WMA Community-Based Organisation (CBO) description, the population of Tavolo WMA increased from 1,125 to 1,509 people; from Tavolo, Lausus, and Mukus villages. The Tavolo WMA is located at the boundary between East and West New Britain Provinces. Transport services are more feasible for reaching Kimbe, rather than Kokopo, although Kimbe is in West New Britain Province. Basic services, like roads, sea transport, and access to schools are challenging, due to its remoteness. The Tavolo WMA possesses some of the world's best potential sites for regular tourist site visits, due to its intact lowland rainforest and marine life (all naturally intact). Part of the 32,000 ha has been taken under the Special Agriculture Business Lease (SABL) introduced in 2013 by the Government to allow a 100-year lease for agro-industries, like oil palm and logging. Currently, the Tavolo community, through the WMA chairman, who is also the village councillor, has been pro-actively mobilizing finance for a legal case against a logging company.

In 2018, with GEF4 project funding of K86,560, the activities undertaken in the Tavolo WMA, according to the Tavolo WMA chairman included: capacity building on governance; cocoa rehabilitation and rice projects, and registration of the Tavolo WMA association. However, the Tavolo WMA CBO proposal also shows that households in the participating villages identified tourism, agriculture, livestock raising, and sewing as key activities. The Tavolo WMA has a Committee of 9 members (7 males/2 females).

At the same project site, FORCERT, a local NGO working in the New Britain Islands for over 10 years, also received K296,680 from the GEF4 project to deliver outputs for the Tavolo WMA. Outputs achieved according to FORCERT were: the high conservation value assessment; representation of NGOs on the GEF4 Board; development of conservation laws; cocoa and rice farming; CBO awareness; pilot payment for environmental services; women's group activities reviewed; climate change awareness and land use plan; WMA review; community needs assessment; and, community conservation rules. According to the WMA chairman, FORCERT helped the people to know what is good about the forest. They helped with boundaries and zoning of each clan land, including a forest inventory so the people know the "no go zone". The UNDP Provincial Coordinator based in Kokopo was acknowledged for introducing the Tavolo WMA CBO to the GEF4 funds. The interest to re-gazette the Tavolo WMA is supported directly by the project.

Key outcomes:

- Environment and biodiversity strengthened.
- Livelihood of the Tavolo community promoted using income generating activities.
- Basic infrastructure (education and health sanitation) improved/upgraded.

A significant change noted was the arrangement with tourist ships to visit the village. In 2019, there have been three visits so far. The Tavolo WMA Chairman indicated that the community has a "benefit distribution" list for the tourist tour packages. Each trip brings up to 60-80 tourists. Tourist activities currently charging fees include diving, snorkeling, and tour guides to waterfalls and other sites. The WMA chairman noted ongoing challenges of education of school age children, while "networking" was singled out as the main challenge. Communication and transportation were common issues for the Tavolo

community. Capacity building needs, such as hospitality, carpentry, and computer training, remain unmet. One WMA Committee member mentioned that they have seen benefits from the support from organizations and donors alike. Some benefits to the people are good quality water, the wildlife is intact, gardens provide food for them, and they observe community customs. The WMA Chairman noted during the discussions that he has yet to find a way around how to handle SABL in the Tavolo WMA.

The cocoa rehabilitation has been divided into two separate nurseries in separate locations. A community member explained during the consultations that this decision was not good, due to difficult logistics required between the two sample nurseries. He suggested that there should have been one central one which should serve as seedling-base for all community members. Women indicated that they had participated in guesthouse cooking, sewing and cocoa/coconut training provided by agriculture extension officers. A gender focus, as observed in all of New Britain, is restrained by customary practices, where women are not given speaking space. Women-specific programs, to boost their confidence, for example to lead cocoa farm management, would be an advantage to their income streams.



Tavolo village, where a health clinic opened in 2017.

An indirect impact of the GEF4 project was mainly in providing the opportunity for the Tavolo WMA CBO to take administrative leadership and engage directly with the project. Although the Chairman of the Tavolo WMA received funding in 2018, most activities started in 2019, due to the remoteness of the location. He said “UNDP through GEF4 is helping income generating, advocating against logging, and monitoring the leatherback turtle”. FORCERT support on reporting and book-keeping was appreciated; however, the Tavolo WMA Chairman prefers working directly with UNDP (hopefully in future opportunities). After 21 years as a village councillor, the WMA chairman says “I see that we are now practising bottom-up planning”. According to the consultations, the positive effects of the project were:

- Land use Plan.
- PES trial, which has a strong community link to the value of conservation.
- Customary land-use zoning helped to identify the ‘no go zone’.
- Bottom-up planning was strengthened by the GEF4 support.
- Intact marine ecosystem and other wildlife, like the cassowary.
- The good quality of freshwater and the waterfall.
- Maintaining the unique art of making masks.
- Women sewing clothes.
- Three visits by tourist ships to Tavolo village, providing income to the people.
- WMA Committee (9 members) in place.



Rivers and sea create an intact ecosystem of trees and palm trees – Tavolo WMA.

Lessons Learned:

The community land use planning process is a long process involving all people and groups in the community, with proper Free Prior Informed Consent (FPIC). The process involves the whole community agreeing on boundaries and future developments, including;

- Land and resource use inventory.
- High Conservation Values assessment.
- Community Conservation Rules/Laws.
- Land use zoning.
- Conservation area boundary.

With bottom-up planning, the community land use planning and conservation laws are developed by the people. The community assesses the plants and animals that are valuable to them, how they are threatened, and why they want certain places to be declared as 'no go areas'. The work in the communities is intended to inform the LLG, District, and Province. The Tavolo community presented their community conservation rules and penalties to the Melkoi Local Level Government assembly. However, the Tavolo WMA Chairman and committee members should continue to work with the Local Level Government to ensure that Pomio District and Provincial Government are given the reports. This approach could be more sustainable if supported by the use of drones in difficult areas.

Direct engagement of UNDP project personnel with the Tavolo community has raised expectations; e.g. paying rangers for monitoring and enforcement of the community land use plans and conservation rules. The village chief indicated that it is a good move to have both donors and NGOs working directly at the community level because people always need such support. Most men and women who turned up did not say much in relation to GEF4 funding, indicating potential governance issues. The WMA Chairman was supported by one other person to implement the project, possibly reflecting a low capacity for public administration of donor funds. This led to a struggle to actual furnish financial reports for the tranches received. Undertaking capacity assessment with the partners and involving District officers would help ensure that CBOs have the capacity to administer WMAs going forward. For example, it is possible to adopt FORCERT's 7-step process for community entry, building the capacity of communities and exiting to ensure "do no harm" risks to the community, while focusing more on network strengthening between government and all stakeholders to support project objectives. Consultations with the women's group confirmed that this is already happening, with visits from Agriculture Extension officers in Kokopo, to train them on cocoa and coconut farming. Therefore, project requirements and expectations should be made clear and specific to each partner (government at different levels, and community alike), so that they can deliver on the agreed outcomes.



Tavolo WMA consultations using the women's centre.

Tavolo WMA Committee

Committee Member Name	Position	Clan	Village	Gender
Peter Kikele	Chairman	Una	Tavolo	Male
Samson Serik	Vice Chairman	Rama	Mukus	Male
Peter Paiokme	Member	Sale	Tavolo	Male
Michael Sei	Member	Oio	Mukus	Male
Theresea Popal	Member	Malkai	Tavolo	Female
Roseline Liumene	Member	Avila	Tavolo	Female
Pius Popal	Member	Menem	Tavolo	Male
Michael Saki	Member	Paeia	Lausus	Male
Charles Tikei	Member	Sipa	Lausus	Male

Assessment	Observations
<p>Impact: Assess the project results and outcomes in the results framework including significant unexpected effects, whether beneficial or detrimental in character.</p>	<ul style="list-style-type: none"> WMA still in the process of re-gazettement of the 32,000 ha. Part of the WMA has been threatened by logging companies under SABL. Tavolo community understands the importance of 'no go zones' as a result of community awareness using community land-use planning.
<p>Lessons learned: This project's overall enhancement of UNDP programming and best practices in project objectives and outputs.</p>	<ul style="list-style-type: none"> Direct engagement of UNDP with CBOs needs to be done based on CBO capacity assessment. Partners, such as NGOs at the provincial level, need to work closely with UNDP personnel. District Government Officers need to be involved in the field visits and reporting back to the Provincial Government Environment Section to ensure Development Plans are recognizing conservation areas. Aligning agreements of conservation endeavours with District Development plans triggers support to Local Level Government and inspires Provincial Government commitments; as in the K200,000 contributed by the Pomio District Development Authority in the period 2018-2019.
<p>Sustainability: Determine the key elements of the exit strategy that would increase the likelihood of sustaining critical results. How is the capacity building of biodiversity project at all levels of the government and community?</p>	<ul style="list-style-type: none"> Partners at the provincial level and UNDP have worked through strong "model" individuals/leaders heading the WMA CBOs. Capacity building in scientific knowledge of biodiversity is lacking and understanding of donor reporting requirements has been a challenge for the Tavolo WMA CBO. Capacity building was also needed for hospitality services, carpentry, computer training, and sewing. Three tourist ship visits in 2019 provided income to the community.
<p>Effectiveness: Identify strengths, weaknesses in the design, implementation arrangements and resources (money, time) utilization over time.</p>	<ul style="list-style-type: none"> The aim to create an alternative income generating stream for the WMA communities is a big winner. All sites visited acknowledged the project's efforts to rehabilitate cocoa. This has created high hopes for women, youths, and leaders.

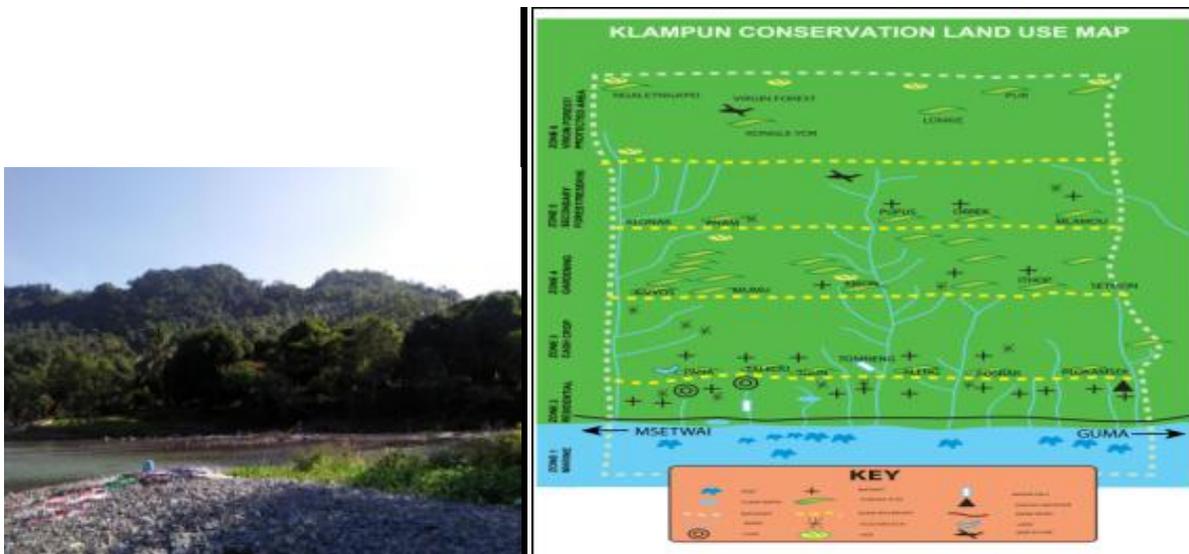
Assessment	Observations
	<ul style="list-style-type: none"> • Implementation arrangements at the provincial level was through Partners (FORCERT, James Cook University, OISCA, etc.) and the WMA CBO. They worked with the District and Provincial Governments (new partnerships). • The Tavolo WMA CBO needed financial administration support and the full involvement of the WMA committee to complete funding activities on time.
<p>Relevance: Assess the validity of assumptions and determine how project activities adopted to climate change and energy issues.</p>	<ul style="list-style-type: none"> • Demonstrating resource management and conservation models did not eventuate during this period; possibly 10 more years is needed to make this happen... • Most of the focus was on capacity building, land-use plans and awareness. • GEF4 project support to the Tavolo WMA, using FORCERT and the WMA CBO together, to accomplish the conservation initiatives is important and needs to be encouraged more by making very clear the responsibilities in transiting the Tavolo WMA to a Community Conservation Area and beyond.

Case 2: Klampun Wildlife Management Area, Pomio District, East New Britain Province.

The people of Klampun respect cultural practices of conservation passed down from previous generations. The community leadership is strong, and people follow the conservation by-laws. Since 2017, the population has increased from 700 to 937; among them, the children and youth population is high. Like other remote villages, this village faces challenges in transporting their agriculture products to Kokopo, accessible by sea only. Land boundary conflicts among the village clans, increased gardening, and oil palm threats are the main issues in this area. However, through the project, there has been successful conflict management of land disputes, so there is currently no land boundary demarcation issue in Klampun. The majority of WMA committee members are female; however, men say they are the leaders in general decision making.

Since 2018, the GEF4 project activities undertaken in Klampun have been: boundary surveys; land use planning and mapping; capacity building; and, cocoa rehabilitation. The funding received totalled K55,150. Key outcomes were:

- Water catchment and biodiversity protected, using land use zoning through intensive dispute resolutions processes to identify customary village boundaries.
- Sustainable development is possible, using cocoa rehabilitation.



Land use zoning practices showing coconut trees planted in between the village fruit trees and the mountain forests.

The project also achieved other indirect impacts and strengthened the leadership structure in the village. The village councillor highlighted that ‘human needs’ was the driver of conservation threats. He said “UNDP through GEF4 is making real change. After 30 years as councillor I see that we are now practicing bottom-up planning” (like Tavolo). According to the consultations, the positive effects of the project have been:

- Land use plan.
- Conservation knowledge is understood by the community.
- All land disputes resolved, using clan land boundary identification processes.
- Cocoa rehabilitation is adding value to conservation.

- Direct funding of Klampun Conservation Association has empowered local leadership, with use of local skilled people and resources maximized for conservation activities.
- Increased people's ownership of their conservation aspirations.
- Communicating and sharing with Provincial Government and Partners.
- The community has public administration capacity and there is a structured approach.
- Project coordination was demonstrated by very good reporting (narrative/finance) skills.
- Learning how to run Board meetings through leadership training.
- Women were recognized through the WMA committees.
- Ward Development Committee is involved in the project.
- Publishing of hand books on *"Participatory Preliminary Mediation – Awareness Package"* and *"Matrilineal Land Rights"* by Patrick Kaupun, facilitator of leadership training.



Booklet on "Participatory Preliminary Mediation – Awareness Package" by Patrick Kaupun. It is a resource material developed as a result of the GEF4 funding to identify land boundaries using dispute mediation processes.

The challenges of rural development for the Klampun Conservation Association and WMA Committee are mainly in the administration, such as reporting and logistics, and advancing the conservation initiatives, like scientific research and other livelihood support (proper housing standards, health and hygiene – such as proper latrines). The WMA Committee is mainly composed of women which strengthens their role in the community as custodians of the land. Given that the project allowed funding to be available to use, the community-based organization has been careful to not duplicate the role of the Ward Development Officer and Local Level Government Manager, but to work with them. Going forward, some suggestions for improving conservation initiatives were mainly: sustain cocoa rehabilitation activities with a cocoa dryer and marketing of the cocoa beans; gazette extension of the conservation area; fund other conservation activities, like undertaking buffer zones around the river; scientific research; improve community housing; and, support cultural shows.



Klampun WMA committee during the consultations. Cocoa seedlings ready for transplanting.

Klampun WMA Committee

Committee Member Name	Position	Clan	Village	Gender
Alex Kauval	Chairman	Srip	Klampun	Male
Josephine Vei	Vice Chair	Gelon	Klampun	Female
Joylyn Longue	Secretary	Pogan	Klampun	Female
Syviur Langlang	Vice Secretary	Srip	Klampun	Female
Roslyne Lumge	Treasurer	Vaga	Klampun	Female
Robecca Topakie	Member	Masra	Klampun	Female
Vincencia Lome	Member	Kair	Klampun	Female
Jennet Orkiekai	Member	Luongen	Klampun	Female
Dorothy Kelie	Member	Kaimun	Klampun	Female
Julie Pangmais	Member	Pogan	Klampun	Female
Judith Robadia	Member	Sos	Klampun	Female
Gregory Tauha	Member	Tling	Klampun	Male
Justin Kuskus	Member	Letun	Klampun	Male

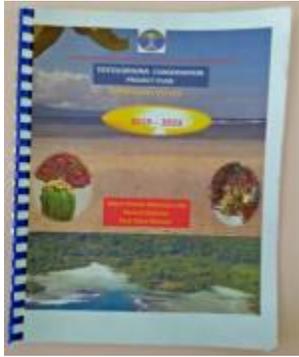
Assessment	Observations
<p>Impact: Assess the project results and outcomes in the results framework including significant un-expected effects, whether beneficial or detrimental in character.</p>	<ul style="list-style-type: none"> Water catchment and biodiversity protected using land use zoning through intensive dispute resolution processes to identify customary village boundaries. Sustainable development is possible using cocoa rehabilitation. All land disputes resolved using clan land boundary identification processes. Cocoa rehabilitation is adding value to conservation. Direct funding of Klampun Conservation Association has empowered local leadership, use of local skilled people and resources to be maximized for conservation activities.
<p>Lessons learned: This project's overall enhancement of UNDP programming and best practices in project objectives and outputs.</p>	<ul style="list-style-type: none"> Community-Based Organization direct funding is good for community ownership for conservation initiatives. However, this approach needs to be done with organisational capacity assessment prior to funding provision. WMA committee provides women the opportunity to make decisions as key custodians of land in this matrilineal society.
<p>Sustainability: Determine the key elements of the exit strategy that would increase the likelihood of sustaining critical results. How is the capacity building of biodiversity project at all levels of the government and community?</p>	<ul style="list-style-type: none"> Sustaining cocoa rehabilitation. Mentoring the Klampun Conservation Association on a case-by-case basis. Provision of local project sea transport for community to use to transport project materials, marketing of garden produce for women and supporting youths for retreats. Provincial, Districts, Local Level governments and community-based organizations need administrative mentoring and financial support to get the conservation initiatives off the ground.

Assessment	Observations
<p>Effectiveness: Identify strengths, weaknesses in the design, implementation arrangements and resources (money, time) utilization over time.</p>	<ul style="list-style-type: none"> • Water catchment and biodiversity protected using land use zoning through intensive dispute resolution processes to identify customary village boundaries. • Sustainable development is possible using cocoa rehabilitation. • Communicating and sharing with Provincial Government and Partners. • Community-Based Organizations, without proper capacity building, leads to potential misuse of project funds. There are governance, transparency and accountability issues that need close attention to remove the risk of community conflicts and improve community cohesiveness.
<p>Relevance: Assess the validity of assumptions and determine how project activities adopted to climate change and energy issues.</p>	<ul style="list-style-type: none"> • The GEF4 project is highly relevant to the Government of PNG (CEPA). Whether the project achievements are funded to sustain it depends very much on all stakeholder participation and contribution at all levels. • The GEF4 project, with the intervention of cocoa rehabilitation and solar dryers, is making a big impact in changing people's perceptions of large-scale destructive development options. • Link the use of the UNDP Small Grant Programme to the GEF programme initiatives to sustain local organizations.

Case 3: Totoloraina Wildlife Management Area, Pomio District, East New Britain Province.

Totoloraina Wildlife Management Area (WMA) is a new protected area identified under the GEF4 project in July 2019. The Manginuna community has practiced traditional conservation for 31 years, prior to the agreement directly with the project. The population is recorded at 542 people (13 individuals less than when the project started); they live in four hamlets: Marana, Bavanapuna, Wang, and Talangpuna. Traditional conservation practices include using special fishing nets to catch only big fish, selective cutting of matured trees, and observing a 'tambu' area ("no go zone"). In 1989, East New Britain Social Action Committee (ENBSEC) advice was sought by the community due to alienation of land by the Provincial Government without their consent. ENBSEC advised them to manage Pisu guest house to support conservation. As a community enterprise owned and managed by the community, early potentials of sustaining conservation initiatives were surprisingly observed in this new WMA. However, creating livelihood remains the main challenge for the Manginuna community. Since then, the community have not really seen conservation benefits for themselves. By 2018, the Totoloraina WMA 5-year plan (2019-2023) was developed by the Conservation Committee, while the Land Use Plan was completed by a Ward Development Officer from the village. The goal of the WMA plan is to improve the living standards of the people.

The GEF4 project grant with James Cook University (JCU) provided an opportunity for conservation development. The Totoloraina WMA has a Conservation Committee of 16 members (11 males/5 females). JCU visited the Manginuna village occasionally. On two visits, there were students from University of PNG undertaking surveys. Responses from the community indicated a lack of communication with the community leaders on what JCU was doing. In any case, according to the consultations, the GEF4 project helped them to accomplish the following activities: project plan, land use plan/boundary mapping, WMA committee set-up, mangrove planting, and conservation rules for the marine area.



Totororaina WMA Plan 2019-2023. Land Use Plan taken from the WMA plan.

Eventual key outcomes that are expected include:

- Managing and using their natural resources in polite and sustainable ways.
- Fully benefiting from ecotourism by 2024.
- Self-sufficient and efficient in terms of income earning and the best resource management.
- Taking part in the planning and development of their natural resources.

The most significant change is the distribution of income from the Pisu Guest House towards conservation activities. According to the guesthouse manager, a total of over K5,000 was used for conservation purposes (see the table below). This demonstrates the viability of a community enterprise that can sustain conservation efforts using a business case. There have been visitors to the guesthouse, and the incomes were distributed across social, education, and conservation activities. Each visit brings up to 1-5 visitors on average.

Table 1: Pisu Guest House. Totororaina WMA-Manginuna Village.

Year	Activity	Funding source	Expense (K)	Remarks
2017	Capacity Building	Pisu Guest House	3,000	Classroom - Manginuna school
2018	Capacity Building	Pisu Guest House	3,000	Text Books - Manginuna school
2018	Conservation Meeting	Pisu Guest House	100	Food
2018	UNDP visit	Pisu Guest House	200	Provision of meals
2018	Conservation Plan	Pisu Guest House	5,900	Meals conservation planning
2018	Conservation awareness	Pisu Guest House	100	Hire out boat motor
2018	Printing activity	Pisu Guest House	500	Printing of Conservation Plan
2018	Conservation Awareness	Pisu Guest House	420	Payment for fuel
		Total:	13,220	

However, information on nature walks, diving, snorkelling, and other activities involving charging of fees was not available. Cocoa farming was mentioned as the way forward (during the community consultations). The WMA chairman stressed that all the community preserves the environment by cooking using fire, building houses using traditional materials, etc. However, the future of the young generation is at risk due to the sharing of land with the District Government.



Manginuna WMA and Ecotourism committee members.

The indirect impact of the GEF4 project was allowing the community members to take charge of some of the activity like the Land Use Plan, conservation awareness, and involving women in managing the guesthouse. When discussing the income distribution with the Pisu guesthouse, the manager responded that no one had explained to keep track of the expenses associated with the conservation initiative, as part of sustaining their traditional conservation. Women, consulted in a separate meeting, raised the point of needing gender-sensitive training (for men) and public speaking training, targeting women leaders. According to the consultations the positive effects of the project were:

- Land Use Plan.
- Totoloraina WMA Plan 2019-2023.
- Supporting Conservation, using the Pisu guesthouse income.
- Boundary mapping for the Land Use Plan.
- WMA Committee (16 members), among them 5 women.
- Mangrove Planting.
- Conservation rules.



Pisu Guesthouse, as an ecotourism enterprise, demonstrated potential for sustainable conservation.

Lessons Learned:

WMA areas are mostly within the customary land owning tribes. Due to the land tenure system, with communal land use for gardening and gathering forest materials, it is necessary for all clans to participate in village planning. Ward Development Officers need to work with the WMA committees to align the conservation initiatives into the Ward Development Plans. When documented into a five-year plan, it can be the main document to use for discussions with District Government. A particular lesson that stands out for Manginuna village is the use of community enterprise to sustain conservation initiatives. The

Totoloraina WMA used its ecotourism project to finance some conservation requirements, like the land use plan and the WMA Plan. The land use plan was developed by the Ward Development Officer which indicated integration of conservation activities. This is sustaining conservation by aligning and linking WMA Plans into the Ward Development Plan. It was also observed that capacity of the leaders needs to be improved, to connect the conservation to spin-off activities or externalities for livelihoods. This community showed a consensus approach to conservation, compared to the Tavolo WMA, which is very much controlled by one individual who is the WMA Chairman and village councillor. The Pisu guesthouse manager is the District Government Fisheries Officer, so there is a connection to the district office directly by person. The Totoloraina WMA is 1.5 km from the Pomio District Office and has the potential to manage the ward development plan efficiently.



Marine area and coast off Manginuna guesthouse (part of Totoloraina WMA).

Totoloraina WMA Committee

Committee Member Name	Position	Clan	Village	Gender
Richard Konpaga	Chairman	Lenleng	Manginuna	Male
Edward Nanmat	Vice Chairman	Leatuna	Manginuna	Male
Fidelis Kiuteri	Secretary	Sere	Manginuna	Male
Steven Pakila	Treasurer-Finance	Gula	Manginuna	Male
Lydia Bob	Member-Tourism	Kematan	Manginuna	Female
Elizaberth Terur	Member - Awareness	Kangallona	Manginuna	Female
Philip Langlang	Member - Events	Kaimun	Manginuna	Male
Camillus Tontania	Administration officer		Manginuna	Male
Sarvasius Geo	Member - Enterprise	Tangtangapuna	Manginuna	Male
Lucy Kapalate	Member - Health	Marana	Manginuna	Female
Tekiste Veronica	Member - Forest	Kapkapuna	Manginuna	Male
Alexia Magel	Member - Marine	Kavuege	Manginuna	Female
Dolorosa Mateakai	Member – D-Settlement	Manatap	Manginuna	Female
Anton Bairugu	Member - Agriculture	Gumbi	Manginuna	Male
Anton Koisilia	Member - Marketing	Lolopuna	Manginuna	Male
Bradley Pagot	Member - Ranger	Baipuna	Manginuna	Male

Assessment	Observations
Impact: Assess the project results and outcomes in the results framework including significant unexpected effects, whether beneficial or detrimental in character.	<ul style="list-style-type: none"> • Development of Land Use Plan. • Totoloraina WMA 5-year Plan. • WMA Committee consists of 5 females and 11 males. • Pisu Guest House provided over K5,000 to conservation activities.
Lessons learned: This project's overall enhancement of UNDP programming and best practices in project objectives and outputs.	<ul style="list-style-type: none"> • Developing a community enterprise within the conservation sites. • Involving women to manage enterprises.
Sustainability: Determine the key elements of the exit strategy that would increase the likelihood of sustaining critical results. How is the capacity building of biodiversity project at all levels of the government and community?	<ul style="list-style-type: none"> • Gaps in sustaining conservation related to aligning and linking of WMA Plans into the Ward Development Plans where it exists and where there is none: its development should be done by the Ward Development Officer and WMA Committees. • Biodiversity knowledge and skills needed improvement at community and all levels of government.
Effectiveness: Identify strengths, weaknesses in the design, implementation arrangements and resources (money, time) utilization over time.	<ul style="list-style-type: none"> • WMA is yet to be gazetted; however, it demonstrated self-sufficiency in income earning using the Pisu Guesthouse. • The community taking part in planning was observed with development of the Totoloraina WMA Plan and the Land Use Plan.
Relevance: Assess the validity of assumptions and determine how project activities adopted to climate change and energy issues.	<ul style="list-style-type: none"> • The environment is intact and the community is still using natural resources in a sustainable way. Mostly using traditional conservation practices of fishing, harvesting timbers and gardening. Conservation is relevant to the people, community, and all levels of government.

Case 4: From Concept to Community Conservation – GEF4 Provincial Outcomes.

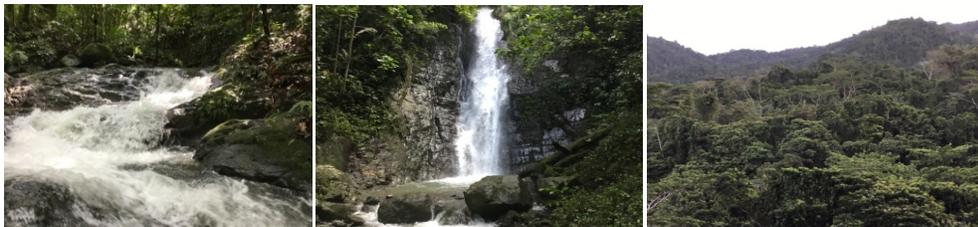
The Department of Environment and Protection (now CEPA) was supported by the GEF4 project to strengthen a national system of protected areas through effective community management of conserved forest/marine areas. It aimed to achieve 1 million hectares of high conservation-value terrestrial and marine resources through the “Community-based Forest and Coastal Conservation and Resource Management Project (CbFCCRM)”. PNG supports 5-9% of the world’s terrestrial biodiversity and 10% of the world’s total coral reefs and marine biodiversity, all of which depends on highly intact marine and forest habitat. Environment and natural resource threats recognized since 1972 are linked to logging (48.2%), subsistence farming (45.6%) and agro-industries, such as oil palm plantations (1%). The CbFCCRM has intended to improve the integration between policy and a regulatory framework to reduce pressure on the forest and marine ecosystems. It has focused on sustaining effective management systems by the community using a viable self-financing scheme that removes degradation and conversion of forest and marine ecosystems. An appropriate model for payment for the environment and ecosystems was to be piloted in the Owen Stanley Range, Nakanai, and Whiteman Ranges. The project has had four expected outcomes:

- 1) Development and refinement of an enabling environment for a community-based sustainable national system of Protected Areas;

- 2) Establishment of new protected areas in the country;
- 3) Use of conservation area management planning in partnership with communities; and,
- 4) Increase the capacity and support for implementation of conservation area management plans.

Observed impacts (direct and indirect effects) at the Provincial level have been:

- Knowledge of climate change and forest conservation for Provincial Government officers.
- Co-management arrangements observed for Pomio District and Provincial Governments.
- NGO-partner modality implementing arrangements were used.
- Provincial Development Plan reviewed but yet to integrate conservation plans.
- Quality of biodiversity management has achieved 50%, from a target of 25%.
- Sectoral policy support from mining, forestry, agriculture, fisheries and tourism, reflecting protection of nationally significant biodiversity, is pending.
- Community conservation areas (now mostly still recognized as WMAs) are highly supported by landowners and community. However, three communities especially remain fully active – Tavolo WMA in Melkoi Local Level Government (Nakanai Range), Totoloraina WMA in Mamusi Local Level Government and Klampun in East Pomio Local Level Government.
- Model Self-financing Scheme developed for cocoa in Poio village, Pomio District of East New Britain Province, but this is not directly linked to a conservation-based community.
- 500 kg of cocoa from the Poio cocoa dryer, contributed by 105 farmers, were air-freighted to a Japanese cocoa buyer in December 2019.
- The cocoa dryer at Poio village in East Pomio District has created high community interest.
- The funding agreement from East New Britain Provincial Government totalled K230,000 (2019) and K400,000 (2020) for conservation. Pomio District Government contributed K200,000 (2018-2019) for cocoa development.
- Land use plans and Conservation Committees are in place for 3 WMAs visited (Klampun, Totoloraina, Tavolo), which also include female representatives.
- Totoloraina WMA, with its ecotourism project using the Pisu guesthouse, demonstrated an effective way of putting income back into conservation activities.



Water sources and forest remain intact in Klampun WMA (Photos by Isidor Kaupun).



500 kg of premium cocoa from Poio cocoa dryer, Pomio District, East New Britain Province (Photos by Raymond Joshua).

Reflections from East New Britain Provincial Government

In 2016, East New Britain Provincial Government signed a Memorandum of Understanding to engage in conservation areas. The Provincial Government earmarked K500,000 in kind and the project K2,000,000 annually, to work together. The Provincial Government is now in the process of developing an office for data collection and analysis. In addition, a new institutional structure is underway for Forestry, Agriculture and Livestock, under which environment sits. CEPA and UNDP have communicated with the East New Britain Province through the UNDP Provincial Coordinator based in Kokopo. A desk has been made available for the Provincial Coordinator at the Forest/Environment Unit of the Provincial Government. Coordination of the conservation, forest and climate change work was seen as an area for improvement among the partners.

Capacity Building

With project support, the Provincial Forestry Officers and Information and Public Relations officer improved their knowledge of conservation and environment protection. They enhanced their skills for land use mapping, using drones, and gained a better understanding of climate change, forest conservation, and improved their ability to write stories on conservation. Training initiatives that were delivered included: drone training; a visit to the Philippines, and local site visits.

Sustainability

The GEF4 project enabled the Provincial Government to make Environment and Conservation a priority. A round table proposed by CEPA under the GEF4 project needed a review, so the existing Provincial Environment Committee has a broader mandate and ToRs to address Biodiversity Protection. Communication by CEPA to the Provincial Government on hot-spot sites and the world heritage sites needs updating. Capacity boosting is also necessary in the green sector such as environment, conservation, fisheries, agriculture, and forestry. Tourism, cocoa, and coffee are key priority development areas for the Provincial Government. The focus of conservation initiatives still needs alignment to Provincial Government programs. Hot-spots have been identified in two locations: the East Pomio Mamusi Local Level Government, where there is logging, and central inland Pomio, where high value coffee is grown. The latter could create synergies with the cocoa dryer in Poio village partly funded by Pomio District Government (K200,000).

In addition, roles and responsibilities of the different levels of government have needed aligning, to ensure that conservation implementation is successful. Provincial Government directs the work, the District Government coordinates, and the Local Level Government implements. NGOs and private companies, like loggers and oil palm developers working in or around the conservation areas, individualize their work and those arrangements make them work parallel to the Government structures. A sectoral approach therefore needs a single coordinating mechanism to be fostered through the Provincial Government, using the round table and the existing Provincial Environment Committee. Since 2006, there has been no environment budget. Therefore, the Province and the District Governments need to incorporate Environment Plans into their budgets. The Provincial Government is now getting K1 for every log shipped, as income which ultimately will be used for environment work.

Lessons Learned:

Program to be lead by the Provincial Environment Committee

The Conservation and Environment program implemented by the communities needs to be driven by the Provincial Government. According to the Provincial Government, CEPA needs to communicate directly to the Provincial Government on matters of conservation hot-spots and world heritage, for better coordination. Tourism, cocoa and coffee are key priority areas for the Provincial Government, and these can be effectively linked to conservation goals. The focus of conservation initiatives needs alignment to Provincial Government programs (for example, addressing the hot-spots identified in two locations, the East Pomio Mamusi Local Level Government where there is logging, and central inland Pomio, where there is high value coffee grown, as noted previously).

Monitoring

It will be important to monitor the specific site conditions of each WMA and consistently update this information by working with the Provincial Environment Committee, or equivalent of the round table, to improve the achievement of the goals set for each Conservation Area.

Livelihood Approach

Development of the cocoa drier at Poio village in East Pomio District has increased community interest and participation. This needs to be strengthened by indicating how the active WMAs will benefit from the drier. Taking advantage of sites with high tourist potential, and in line with the Provincial Government's priority to develop tourism, the Pisu Guesthouse model, from the Totoloraina WMA ecotourism project, serves as a model for ecotourism packages to be developed in other areas, to provide alternative income to sustain conservation activities.

Personnel/Institutional Capacity

Project or conservation initiative personnel based in the provinces need to be individuals with strong communication skills and able to work with different provincial levels to mentor the roll-out of the community-based national system of Protected Areas. Understanding and using the Provincial Government systems is paramount to institutionalizing project initiatives. The Provincial Environment Committee is best positioned to mobilize all stakeholders, so that at each different level of government, individuals can enhance their understanding and skills, and incubate the enabling environment needed for community-based protected areas. The Provincial Environment Committee, if expanded into a round table, will require engagement from NGOs, Community-Based Organisations (CBOs), Faith-Based Organisations (FBOs), Higher Learning Institutions (Universities), and the private sector (oil palm and logging companies), working together and using the existing government processes and systems. Monitoring and reporting needs to be frequent and should follow a set process and structure, so that all stakeholders are kept informed of the achievements and constraints across the landscape.

Assessment	Observations
<p>Impact: Assess the project results and outcomes in the results framework including significant un-expected effects, whether beneficial or detrimental in character.</p>	<ul style="list-style-type: none"> UNDP-CEPA support to the East New Britain Provincial Government created a focus on the environmental situation in the province. The current project reflected individual institutional and organisational work scattered in Pomio District. A sector-approach using the existing Provincial Environment Committee, with a broadened mandate to a round table encompassing all stakeholders, will give it more coherence in protecting biodiversity. Training initiatives on drones, and consultations from visiting specialists on Protected Area solutions, indirectly improved the forest office's knowledge of climate change, forest issues, and conservation. Counterpart support was focused on getting funding into Protected Areas, similar to the arrangement with loggers where a fee of pay K1 for every log is given back to the provincial government for environment work. The cocoa dryer at Poio village was supported by Pomio District Government and created high interest in rural people. The scope of

	<p>the conservation program should be driven at the Provincial level, using existing mechanisms (in future programs).</p>
<p>Lessons learned: This project's overall enhancement of UNDP programming and best practices in project objectives and outputs.</p>	<ul style="list-style-type: none"> • East New Britain Provincial Government and Pomio District Government valued the GEF4 project contributions. However, the locations of the project sites needed more alignment to Provincial conservation and development directions, where they see real threats and benefits to local communities and nature. A sector-approach mechanism, such as the Provincial Environment Committee, exists. It needs tweaking into a round table, to push those agendas and gain broader consensus. • The self-financing model of cocoa trading with a Japanese buyer is new, and the impact is not yet known, despite high expectations. However, a multiplier effect was observed from the Totoloraina WMA, where the ecotourism project demonstrated the feasibility of putting income (over K5,000) back into the conservation activities using Pisu Guesthouse. This was an unintended effect of the GEF 4 project.
<p>Sustainability: Determine the key elements of the exit strategy that would increase the likelihood of sustaining critical results. How is the capacity building of biodiversity project at all levels of the government and community?</p>	<ul style="list-style-type: none"> • Due to weak links between the national framework for Biodiversity Protection and participating Provinces and Districts of New Britain Island (similar to most other provinces in the country), there is a lot of capacity building that is likely to be needed to upscale and fully roll-out the progress made so far with the GEF4 project; for example, trading of the first 500 kg of cocoa from the Poio cocoa dryer contributed by 105 farmers in December 2019. Most of those farmers have no connections to any conservation area, which in itself is an externality with unknown compensation to the environment. Further, co-management arrangements with the Pomio District Government relating to the premium cocoa trade can be further defined. Other sector policy support from mining, forestry, agriculture, fisheries, and tourism, reflecting protection of nationally significant biodiversity, remains to be done in the future (going into GEF6, where possible, to sustain GEF4 efforts).
<p>Effectiveness: Identify strengths, weaknesses in the design, implementation arrangements and resources (money, time) utilization over time.</p>	<ul style="list-style-type: none"> • Conservation area management planning in partnership with communities was practiced. • All the NGO-partner modality implementing arrangements used during project implementation showed different degrees of progress, mainly reflecting lack of clear roles and monitoring from the proposed round table. The Provincial Development Plan needs to be reviewed to integrate conservation and protection plans into it. • There is a model self-financing scheme developed for cocoa in Poio village, Pomio District of East New Britain Province, but it is not directly linked to a conservation-based community. It seems that there is opportunity here for compensation to communities, as payment for environment services.
<p>Relevance: Assess the validity of assumptions and determine how project activities adopted to climate change and energy issues.</p>	<ul style="list-style-type: none"> • The GEF4 project provided added value to community conservation projects, although the scope of services was not aligned to the East New Britain Provincial Government's expectations in addressing logging threats and increasing benefits to the coffee growing community in inland Poio. • The funding agreement with East New Britain Provincial Government totaled K230,000 (2019) and K400,000 (2020) for conservation. Pomio District Government contributed K200,000 (2018-2019) for cocoa development. • The quality of biodiversity management was improved by 50%, from a target of 25%. Due mostly to remoteness and the cultural practices of the people of Pomio District, the biodiversity remains intact in at least the three active villages (Klampun, Tavolo and Totoloraina) with WMAs, although some form of threat, mainly from the oil palm agro-industry, has encroached on the Tavolo WMA. • The GEF4 project is fully in line with CEPA's new draft bill on Protected Areas.

5.10 MTR Recommendations and Status of Project Responses (at the time of the Terminal Evaluation)

<p>Midterm Review recommendation 1. Develop a strategy (as part of the management response to this MTR report, with a detailed workplan and budget) of what can and cannot be achieved in the remaining life of the project.</p>
<p>Status of management response: A simple ‘roadmap’ was developed (strategy drafted with top five actions to ensure sustainability of CCAs/WMAs). A detailed workplan and budget was also developed. There were efforts to get CCAs/WMAs into provincial government planning and budgeting (not completely successful, as yet). There was ongoing capacity-building with WMAs and provincial governments.</p>
<p>Midterm Review recommendation 2. At the very least, there should be a no-cost extension until December 2019 (with a review of the situation in December 2018).</p>
<p>Status of management response: This was done (to December 31, 2019).</p>
<p>Midterm Review recommendation 3. The functionality of the PAB must be reinstated with regular meetings and full responsibility (see Section 4.3.1).</p>
<p>Status of management response: The Project Board was reinstated and subsequently met more frequently (with increased monitoring role, and also looking for provincial and district funding).</p>
<p>Midterm Review recommendation 4. Adjustments and amendments to the project results framework (see the MTR report).</p>
<p>Status of management response: This was done, and subsequent PIR reports just reported on the new targets and indicators.</p>
<p>Midterm Review recommendation 5. The Project Management Unit moves to CEPA offices (see Section 4.3.1).</p>
<p>Status of management response: This was still in the works in December 2019.</p>
<p>Midterm Review recommendation 6. The management arrangements of all UNDP-GEF projects harmonized (see discussion in Section 4.3.1)</p>
<p>Status of management response: This was agreed, and happened.</p>
<p>Midterm Review recommendation 7. Monitoring co-finance</p>
<p>Status of management response: This was not evident in subsequent PIR reports.</p>
<p>Midterm Review recommendation 8. The amended version of the METT should be examined, tested and adopted as the METT for the country (although the slightly amended version will have to be used for all M&E until the end of the project, see discussion in Section 4.3.4).</p>
<p>Status of management response: PNG METT was instituted in CEPA as part of the Protected Area Policy Implementation Plan and M&E for all onsite implementation. The METT was subsequently updated in 2019, and will be applied every 5 years.</p>
<p>Midterm Review recommendation 9. The names for the CCAs should be decided (by consensus) by the land owners, land users and clans associated with the land and then used consistently thereafter.</p>
<p>Status of management response: This was agreed, and seems to have been implemented.</p>
<p>Midterm Review recommendation 10. Collect baseline data for some indicators and be diligent about monitoring rest.</p>
<p>Status of management response: This was agreed and the PMU was expected to collect data for monitoring and reporting. In general, the PIR reports were somewhat better informed and more detailed, after the MTR, with staff in New Britain providing more information.</p>
<p>Midterm Review recommendation 11. Improve reporting – the Project Results Framework should be very precise and quantitative as possible (the indicators are supposed to be “measurable” after all).</p>
<p>Status of management response: This was done, with more detailed pertinent PIR reports after the MTR, but with accumulated results blurring actual results in specific years.</p>
<p>Midterm Review recommendation 12. Channels of communication; effectiveness of communication (see Section) – to manage expectations and dispelling misunderstandings and misconceptions about i) the project and ii) about the role of the GEF in PNG.</p>
<p>Status of management response: This was agreed; it was perhaps somewhat effective in clarifying the project direction and goals, as these were more clearly articulated in the provinces, district, and at some of the WMAs.</p>
<p>Midterm Review recommendation 13. Take up opportunities for the project to engage in Owen Stanley Range – but this should be done in synergy with the other actors (see para 46(c) in Section 4.2.1).</p>
<p>Status of management response: This was agreed, but did not seem to progress.</p>
<p>Midterm Review recommendation 14. Improve gender mainstreaming – the project needs to work on strategies for how this can best be done – acknowledging, first, that gender mainstreaming is not just a number of women that happen to become involved in processes (even though that is a small part of it).</p>
<p>Status of management response: This was agreed, but did not really manifest in subsequent actions and reports.</p>
<p>Midterm Review recommendation 15. Appropriate capacity development for CEPA – relative to CEPA’s mandate, the project should build and implement a strategy that will contribute to building CEPA’s capacity (see Section 4.4.3)</p>

<p>Status of management response: This seems to have been ongoing in the remaining few years of the project, with a variety of training events/workshops, etc. (some of these merged with GEF5 actions).</p>
<p>Midterm Review recommendation 16. Recognize the actual drivers for establishment of CCAs and use this information to catalyze further CCAs across the country (in partnership with other ongoing initiatives).</p>
<p>Status of management response: This was agreed; but the overall project strategy was unclear (as was the recommendation).</p>
<p>Midterm Review recommendation 17. Make CCA management plans bylaws and regulations contextually appropriate and ensure they encourage compliance</p>
<p>Status of management response: This was agreed; WMA management plans appear to be appropriate to the locations situation and needs.</p>
<p>Midterm Review recommendation 18. The PA Policy Implementation Plan presents an opportunity for the project to contribute to the implementation of the policy – particularly those aspects that are synergistic with the objective and targeted outcomes of the project. The project should work with the consultant developing the PA Policy Implementation Plan to determine where those synergies lie and how the project may contribute to their implementation.</p>
<p>Status of management response: This was agreed; there especially more engagement with the provinces in supporting the WMAs (mostly development of alternative livelihoods, but consistent with conservation).</p>
<p>Midterm Review recommendation 19. The project must have developed and implemented a strategy such that at project closure, the continuity of the CCAs is guaranteed (see Section 4.4). To this end, the project (and, importantly, the project partners) may choose to form an association (or similar umbrella organization) that will work to sustain the processes started by the project and the impacts that may have been achieved by project closure. This would, of course, be linked to ensuring financial sustainability (in partnership with the GEF-6 project).</p>
<p>Status of management response: This was agreed; while not formally developing an association, there was much more engagement with the WMAs and the provincial and district governments, and the latter started to commit financial resources to livelihoods (with conservation benefits).</p>
<p>Midterm Review recommendation 20. Build a strategy for replication because as the success of the CCAs grows, other clans, land owners and/or land users may seek to establish their own CCA (as is already happening in East New Britain).</p>
<p>Status of management response: This was agreed; however, there has not been roll-out of any coherent replication strategy. WMAs are still in a process of gazettal (just starting to get gazetted, in 2020).</p>

Annex: Evaluation Report Clearance Form

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared By:

UNDP Papua New Guinea Country Office

Name: Edward Vrkic

Signature:  _____ Date: 23-Apr-2020 | 2:19 PM WPST

UNDP-GEF Regional Technical Advisor

Name: Tashi Dorji

Signature:  _____ Date: 10th April 2020



Clearance Slip

- **ProDoc / MoU / Agreement / AWP / Other - GEF 4 Terminal Evaluation Report and Management Response** *(pls specify)*
(pls tick relevant documents)

Purpose: Clearance of GEF 4 Terminal Evaluation Report and Management Response

Project number/Title: 00079707 Community – based Forest and Coastal Conservation and Resource Management in Papua New Guinea

Prepared and Signed by:

Michael Sembenombo		– M&E Analyst, UNDP PNG CO
Patricia Kila		– Project Manager, GEF 5
Momenat Al – Khateeb		– Programme Specialist, UNDP PNG CO

Through: Momenat Al-Khateeb – Programme Specialist



Cleared by	ProDoc <input type="checkbox"/>	AWP <input type="checkbox"/>	Budget revision <input type="checkbox"/>	Cost sharing agreement <input type="checkbox"/>	Other <input checked="" type="checkbox"/>	SIGNATURES/DATES
Edward Vrkic, DRR, a.i						 23-Apr-2020 2