



## Terminal Evaluation Final Report

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*UNDP-Supported GEF-Financed  
Full Size Project:*

***“Transforming Effectiveness of Biodiversity  
Conservation in Priority Sumatran Landscapes  
(Tiger Project)”***

UNDP PIMS ID: 5363

GEF Project ID: 4892

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**Country:** Indonesia  
**Region:** Asia and the Pacific  
**Focal Area:** Biodiversity  
**Implementing Agency:** United Nations Development Programme  
**Implementing Partner:** Ministry of Environment and Forestry  
**Project Timeframe:** 24 February 2016 - 22 February 2022

**Evaluation Team:**

**Name:** Camillo Ponziani  
**Role:** Team Lead / Senior Evaluation Specialist  
**Email:** cponziani@interamgroup.com

**Name:** Yokyok Hadiprakarsa  
**Role:** National Consultant / Evaluator and Technical Expert  
**Email:** yhadiprakarsa@gmail.com

**Name:** Feraidoon Khosravi  
**Role:** In-kind Technical Support & Facilitation Consultant  
**Email:** feraidoon.khosravi@yahoo.ca

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## DOCUMENT REVIEW

This Terminal Evaluation, version 2.0, dated 23 January 2022, for the UNDP-Supported GEF-Financed Full Size Project "**Transforming Effectiveness of Biodiversity Conservation in Priority Sumatran Landscapes (Tiger Project)**" has been reviewed by the following individuals.

### Reviewed By:

Name: Muhammad Yayat Afianto  
UNDP Indonesia Country Office /  
Technical Officer and Caretaker National  
Project Manager

DocuSigned by:  
  
CC4302EF1A63466... Dated 01-Feb-2022  
(mmm-dd-yy)

Name: Dikot Pramdoni Harahap  
UNDP Indonesia Country Office  
Quality Assurance and Result (QARE)  
Unit

DocuSigned by:  
  
06E7A4EBB09743C... Dated 01-Feb-2022  
(mmm-dd-yy)

Please also refer to **Annex J** for the formal Terminal Evaluation Report Clearance form to be signed by the Commissioning Unit and UNDP NCE Regional Technical Advisor

### Contact Information:

If you wish to discuss this document, please contact:

**Name:** Camillo Ponziani  
**Role:** Team Leader and Lead Evaluator  
**Location:** Toronto, Canada  
**Phone Number:** +1 647 389 6944  
**Email:** cponziani@interamgroup.com

## REVISION HISTORY

<b>Document Version Number</b>	<b>Version Release Date</b>	<b>Summary of Changes</b>	<b>Changed By</b>
1.0	4 January 2022	Draft TE Report	Camillo Ponziani
2.0	23 January 2022	Final TE Report	Camillo Ponziani

## PROJECT INFORMATION PAGE

<b>Table 1: Summary of key project information</b>			
<b>Project Title:</b>		Transforming Effectiveness of Biodiversity Conservation in Priority Sumatran Landscapes (Tiger Project)	
<b>UNDP PIMS#:</b>	5363	<b>GEF project ID#:</b>	4892
<b>Concept Approval Date:</b>	01 Jun 2012	<b>CEO Endorsement:</b>	Feb 04, 2015
<b>ATLAS Award # / Project ID:</b>	00085001 / 00092762	<b>Project Start Date:</b>	Feb 24, 2016
<b>Country:</b>	Indonesia	<b>Date(s) NPM(s) hired:</b>	1) <b>Jan 2017 - Sept 2020:</b> Rudijanta Tjahja Nugraha 2) <b>Dec 2020 - June 2021:</b> Asih Budiati 3) <b>July 2021 - Present:</b> Muhammad Yayat Afianto (caretaker NPM from UNDP Indonesia Country Office)
<b>Region:</b>	Asia and the Pacific	<b>Inception Workshop:</b>	28 February 2017
<b>Focal Area:</b>	Biodiversity GEF-5 Strategic Program	<b>Midterm Review Completion:</b>	August 2019
<b>GEF Focal Area Strategic Objectives:</b>	<b>BD-1</b> - Improving sustainability of PAs <b>BD-2</b> - Mainstreaming biodiversity into production landscapes	<b>Terminal Evaluation Timeframe:</b>	August - December 2021
<b>Trust Fund (Indicate GEF TF, LDCF, SCCF, NPIF)</b>	GEF Trust Fund	<b>Planned Project Closing Revised:</b>	22 Feb 2022 N/A
<b>GEF Agency:</b>	UNDP		
<b>Lead Government Coordinating Agency / Implementation Modality:</b>	Ministry of Environment and Forestry (MoEF) / National Implementation		
<b>Executing Partners:</b>	Department for Forest Protection and Nature Conservation (PHKA), Sumatran Tiger Conservation Forum (HarimauKita), Wildlife Conservation Society (WCS), Fauna & Flora International (FFI) and Zoological Society of London (ZSL)		
<b>UNDP-GEF Technical Team:</b>	Natural Resource Management Cluster at the UNDP Indonesia Country Office		
<b>Project Financing:</b>	<b>At CEO Endorsement US\$</b>	<b>At MTR US\$</b>	<b>At TE US\$</b>
(1) <b>GEF financing:</b>	9,000,000.00	2,600,000.00	8,188,106.27 <sup>1</sup>
(2) <b>UNDP contribution (TRAC):</b>	150,000.00	Not provided	150,000.00
(3) <b>Government (cash + in-kind)</b>	44,100,000.00	56,342,675.00 <sup>2</sup>	44,300,000.00
(4) <b>Other partners:</b>	5,700,000.00	4,057,280.00	4,405,866.00 <sup>3</sup>
(5) <b>Private:</b>	3,500,000.00	0.00	Not provided
(6) <b>Total co-financing [2+3+4+5]:</b>	53,450,000.00	60,399,955.00	48,855,866.00
<b>TOTAL PROJECT COSTS [1+6]:</b>	62,450,000.00	62,999,955.00	57,043,972.30

<sup>1</sup> Reflective as of 15 October 2021

<sup>2</sup> Per the MTR, commitments from the Government of Indonesia increased against pledged co-financing in the ProDoc to US\$ 72,945,295.00 with 77.24% (US\$ 56,342,675) disbursed in 2019. Per letter provided to the TE consultant team dated 10 August 2021, co-financing has now decreased in line with pledged co-financing (US\$ 44,300,000).

<sup>3</sup> Per letters received from WCS dated 23 August 2021 and HarimauKita dated 22 December 2021. During TE comment phase figures for ZSL (US\$ 471,545.00) and FFI (US\$ 1,495,355) were provided but without explanation or supporting letters.

## ACKNOWLEDGEMENTS

The Terminal Evaluation (TE) consultant team would like to thank the many stakeholders who generously gave their time to participate in the TE interviews and consultation process and who shared their knowledge and insight on landscape and tiger conservation monitoring, often with great passion and candour. This report is not really the work of the TE consultant team alone, but rather is a joint effort representing the collective wisdom of all those involved.

All interview participants were gracious, willing and keen to assist with the evaluation and the TE consultant team would like to acknowledge all project partners who supported the development of this report. We would particularly like to thank the previous National Project Managers, Mr. Rudijanta Tjahja Nugraha and Ms. Asih Budiati, who despite moving to new roles, took the time to communicate extensively on their respective tenures and sharing candid thoughts on different elements of implementation. Their insights and perspectives are very much appreciated and have certainly enriched our analysis. The TE consultant team is indebted to and would like to thank: Elin Shinta and Muhammad Yayat Afianto of the UNDP Indonesia Country Office (the latter also in the role as caretaker National Project Manager) for their prompt response, deeper explanations and for supplying additional documentation as requested; members of the current and former PMU (Noubbie Bachtiar, Hizbullah Arief, Mutiara Tambunan and Irma Nugrahanti) for giving generously of their time; Wiene Andriyana for the frank exchanges; and those stakeholders interviewed from each of the landscapes for sharing with us their deep knowledge and passion of the species and ecosystems in their care.

We would also like to acknowledge the indispensable role played by NGOs in this initiative and the informative sessions held with Willy Marthy and Matt Linkie who shared with us the vision per the UNDP-GEF Tiger project’s original design, Cahyo Nugroho and Donny Gunaryadi of FFI and Monica Wrobel from ZSL.

We are also grateful for the perspectives by the Implementing Partner and National Project Director, Drh. Indra Exploitasia from KSDAE, whose vision and leadership have certainly contributed to the Project’s impressive results and success.

Finally, special thanks goes to the national consultant and technical expert, Mr. Yokyok Hadiprakarsa, for his patience, for bearing the brunt of most of the stakeholder consultations in Bahasa and demonstrated his subject-matter expertise in spite of this being his first evaluation. Many thanks to Ms. Sharon Creasey for her editorial skills and to Mr. Feraidoon Khosravi for being a source of second sober thought and his technical backstopping.

## DISCLAIMER

The TE views herein were discussed with UNDP and Implementing Partners. There was a debriefing / stakeholder workshop held to present views and refine findings. The UNDP Indonesia Country Office, UNDP NCE Regional Technical Advisor and the Ministry of Environment and Forestry (MoEF) provided comment on the draft report prior to its finalization. The views held within this report are those of the TE consultant team.

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## LIST OF ACRONYMS AND ABBREVIATIONS

AWP	Annual Workplan
CIWT	Combating Illegal Wildlife Trade (Project)
CO	Country Office
CPD	Country Programme Document
CSO	Civil Society Organization (used interchangeably with NGO)
ERC	Evaluation Resource Center
FFI	Flora and Fauna International
GEF	Global Environment Facility
Ha	Hectare
HarimauKita	Sumatran Tiger Conservation Forum
HTC	Human-Tiger Conflict
HWC	Human-Wildlife Conflict
IA	Implementing Agency
IP	Implementing Partner
INGO	International Non-Governmental Organization
KEE	Kawasan Ekosistem Esensial
KSDAE	Directorate of Biodiversity Conservation under the DG of Natural Resources and Ecosystem Conservation (under Ministry of Environment and Forestry)
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MoEF	Ministry of Environment and Forestry
MTR	Midterm Review
NGO	Non-Governmental Organization (used interchangeably with CSO)
NP	National Park
NPD	National Project Director
NPM	National Project Manager
NTRP	National Tiger Recovery Plan
OFF	Operational Focal Point
PA	Protected Area
PAR	Project Assurance Report
PB	Project Board
PHKA	Department for Forest Protection and Nature Conservation
PIR	Project Implementation Review
ProDoc	Project Document
PIU	Provincial Implementation Unit
PMU	Project Management Unit
QARE	The Quality Assurance and Result Unit
RAMSAR	Ramsar Convention on Wetlands of International Importance
RBM	Resort Based Management
RTA	UNDP NCE Regional Technical Advisor
SBSN	Surat Berharga Syariah Negara / State Islamic Bonds
SRF	Strategic Results Framework
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP-CO	United Nations Development Programme Indonesia Country Office
USD	United States Dollar
UPT	Unit Pelaksanaan Teknis
WCS	Wildlife Conservation Society
ZSL	Zoological Society of London

## I. EXECUTIVE SUMMARY

This executive summary is a 15-page summary of the Terminal Evaluation (TE) report.

### A. Project Description

1. “Transforming Effectiveness of Biodiversity Conservation in Priority Sumatran Landscapes” (PIMS 5363) is a six-year project implemented through the Ministry of Environment and Forestry (MoEF), Directorate of Biodiversity Conservation under the DG of Natural Resources and Ecosystem Conservation ([KSDAE](#)), supported by the United Nations Development Program (UNDP). It officially commenced operations on 24 February 2016 and is scheduled for operational closure on 22 February 2022. A midterm review (MTR) was undertaken for the project and finalized in June 2019.
2. The objective of the project is to “enhance biodiversity conservation in priority landscapes in Sumatra through adoption of best management practices in protected areas and adjacent production landscapes, using tiger recovery as a key indicator of success”.
3. To achieve this objective, the project had three components, each with an associated outcome.
  - Outcome 1 is directed towards strengthening effectiveness of key protected area management institutions through training and technical assistance to increase the management capacity at 5 target National Parks (NPs). It also aims to demonstrate and scale up existing best-practice management activities, and developing and testing innovative approaches to enforcement, threat reduction and compliance;
  - Outcome 2 aims to reduce the direct threats to tigers and prey, and enhance the use of data and standardized information and monitoring tools to support key management decision-making. It is directed towards developing intersectoral coordination systems for priority landscapes and operationalizing landscape-level and inter-landscape partnerships between relevant agencies concerned with illegal wildlife trade. It also seeks to create linkages with local communities by promoting incentives for community-based sustainable forest management, environmentally friendly livelihood practices, nature-based tourism and education and improved wildlife and habitat protection, as well as by enhancing the management of human-tiger wildlife conflicts;
  - Outcome 3 is directed towards reducing the funding gap at key PAs by operationalizing innovative financial mechanisms for biodiversity management grounded in sound financial sustainability analysis and related financial planning in order to improve cost-effectiveness and disbursement mechanisms.

### B. Evaluation Ratings

4. Evaluation ratings are summarized in Table 2 with the corresponding evaluation rating scale noted in Table 3.

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
M&E design at entry	5: Satisfactory (S)	The M&E plan was well prepared and had an appropriate budget.
M&E Plan Implementation	5: Satisfactory (S)	

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
Overall Quality of M&E	5: Satisfactory (S)	The project followed the M&E plan reasonably well. It has also followed the different milestones and monitoring and evaluation tools established in the Project Document (ProDoc) such as the Strategic Results Framework (SRF), Annual Workplan and Budget, M&E Plan, Capacity Development & METT scorecards. A midterm review (MTR) was conducted, and some changes made albeit this was quite late in the project cycle and therefore, somewhat limited in the extent to which it could influence the project. There were several moderate shortcomings in M&E implementation and adaptive management. The COVID-19 pandemic changed the way the project conducted its activities, reducing physical contacts and the way monitoring could be undertaken. The pandemic forced the Project to depend heavily on Provincial Implementation Units (PIUs) to monitor and collect data when it was not possible to do so. The Project Board (PB) should have been more engaged in M&E and functioned more as a reporting body. Also, greater effort ought to have been placed into integrating Outcome 3 in the M&E system, since it appears to have been run independent from the PMU, especially in the context of piloting sustainable financing mechanisms.
<b>2. Implementing Agency (IA) Implementation &amp; Executing Agency (EA) Execution</b>	<b>Rating</b>	
Quality of UNDP Implementation / Oversight	5: Satisfactory (S)	UNDP provided consistent <u>delivery support</u> throughout the project and has emphasized a results-based focus; evident in the progress made and reporting on the indicators and exemplary reporting. It facilitated the translation of the ProDoc vision into implementation and was responsive to significant implementation problems and implemented appropriate adaptive management responses. The quality of reporting and the backing up of statements with evidence was notably exemplary, and risk management was appropriate throughout the Project. New risks were added to a register and monitored on an intermittent basis. Some challenges were reported by partners in

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
		<p>working with UNDP administrative and financial rules and procedures.</p> <p><u>Financial management, support and oversight</u>, including the transition to reporting systems have not been smooth, especially following the departure of the first NPM, leading to an accumulation of errors from disruption in continuity, which impacted the 2021 Annual Workplan (AWP), associated budget revision in early 2021 and negatively impacted funds that had already been earmarked for field activities.</p>
Quality of Implementing Partner Execution	5: Satisfactory (S)	<p>Results of stakeholder interviews reinforced perceptions of an IP that has clearly demonstrated vision and leadership and strongly committed to delivering results. This was made possible and enabled by an engaged and active NPD. Notwithstanding severe continuity issues, the IP also nurtured an appropriate environment in which the PMU was based and the Project’s management arrangements could flourish.</p>
Overall quality of Implementation / Execution	5: Satisfactory (S)	<p>Implementation was effectively organized through one PMU at central level and three PIU’s at the landscape level. At the landscape level, three INGO’s were selected to execute the activities on-the-ground based on their experience and previous engagement with the NPs. There was very strong ownership from both NPs and INGOs alike which resonated in strong delivery.</p> <p>In light of continuity issues and significant staff turnover at the PMU (especially in the month prior to the start of the TE), the Project still managed to deliver impressive results towards its outcomes, largely due to its robust implementation model and a reliance of PIUs at the landscape level. Staffing issues are likely to impact sustainability issues rather than delivery in the time remaining until operational closure.</p>
<b>3. Assessment of Outcomes</b>	<b>Rating</b>	
Project Objective	5: Satisfactory (S)	<p>Substantial progress was made towards the Project Objective, despite there being some challenges with binary species-related indicators and a target that fails to</p>

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
		<p>fully capture the complexity of tiger dynamics. The latest overall estimated figure is below the end-of-project target, and it shows a decreasing trend as compared to the figure reported during the MTR. During the course of implementation, the Project learned that different variables, parameters, and estimation methods and modelling techniques sometimes produce different figures which are incompatible and can lead to incorrect interpretation. The Project therefore, has surfaced a deeper understanding of the complexity of tiger population dynamics, and that presenting one quantitative figure alone to represent progress is misleading.</p> <p>Tiger populations - and by extension the Project's achievements - must also be contextualized and framed in terms of what is happening to tigers in the region.</p>
Relevance	6: Highly Satisfactory (HS)	<p>At the time of development, the Project was very relevant to international priorities as the original international tiger conservation forum in 2010<sup>4</sup> which resulted in new commitments from the international donor community, including the GEF which provided <a href="#">USD 50M in new grants</a> to regional tiger projects that show benefits for biodiversity and reductions in carbon emissions.</p> <p>The Project is highly relevant for Indonesia, it is aligned with national policies and supports the implementation of the National Tiger Recovery Plan (NTRP) and key priorities in Sumatra. It responds to the need for continuous improvement of PA's capacities towards holistic PA management.</p> <p>It was very consistent with GEF BD-1 'Improving sustainability of protected areas' and GEF BD-2 'Mainstreaming biodiversity conservation and sustainable use in production landscapes'. The Project specifically sought to establish a conducive management and coordination framework in Indonesia, through Outcomes 1 and 2, for</p>

<sup>4</sup> This historic forum hosted by the Russian government, secured USD 127M towards the implementation of a global tiger recovery programme.

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
		<p>more robust management planning and decision-making at five production landscapes, and ensuring continuity of funding, through Outcome 3, via diversification of innovative financial mechanisms.</p> <p>The Project was originally designed to contribute to the <a href="#">Government of Indonesia's 2011-2015 Country Programme Action Plan</a> and supporting Medium-term Development Plan Outcome Area b (specifically Priorities 8 and 9); and UNPDF Outcome 5. With respect to the Environment, Energy and Climate Change outcome area, the Project is positioned to strengthen national and sub-national capacities to effectively manage natural resources. It is also relevant to <a href="#">Outcome 3 of Indonesia's 2016-2020 Country Programme Document</a> on 'Sustainable natural resource management and increased resilience'.</p>
Effectiveness	5: Satisfactory (S)	Overall effectiveness was rated as Satisfactory, given the individual ratings of Satisfactory towards the realization of the core Objective, Highly Satisfactory for Outcomes 1 and 2, and Satisfactory for Outcome 3.
Efficiency	4: Moderately Satisfactory (MS)	<p>While Outcomes 1 and 2 have come in relatively close to budgets in the ProDoc, Outcome 3 is currently at 50% of the overall budget. The Project leveraged existing groups, knowledge, activities and initiatives to pursue opportunities and efficiently progress the Project's aims. Insufficient funds for communications resulted in drawing budget from other Outcomes and project management costs had to be absorbed by funds allocated to Outcomes in the final year of implementation.</p> <p>Errors in financial planning late in the Project and the absence of forecasting throughout, resulted in insufficient funds being allocated to the 2021 AWP. The budget for final year of operations resulted in little to no new activities programmed in the field, signaling poor allocation of resources. Partners signaled that for the most part, budgets were proportional to the</p>

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
		scope and timeline of respective Statements of Work. Annual budgets were consistently misaligned with actual expenditure and previous years' budgets amended post-facto.
Overall Project Outcome Rating	5: Satisfactory (S)	For Outcome 1 the 5 sub-indicators are either closing in on or have achieved the end-of-project targets. For Outcome 2 all 4 sub-indicators have achieved the end-of-project target. For Outcome 3 sustainable financial plans are in the final stages of finalization but there is no evidence that these will or can be implemented in the time remaining. There are good examples of mechanisms and financial sustainability scorecards have realized their KPIs.
<b>4. Sustainability</b>	<b>Rating</b>	
Financial sustainability	2: Moderately Unlikely (MU)	<p>Well-intentioned steps have been taken to secure resources to ensure that the results in the target landscapes and NPs are financially sustainable in the longer-term, including through provincial planning processes and the introduction of new innovative mechanisms explored by the Project.</p> <p>However, in spite of progress made since the MTR on Outcome 3, the Project has fallen short on <b>implementing</b> the sustainable financing plans and piloting a diversified set of financial mechanisms; forecasts being aspirational and forward looking in nature. Steps have been taken to push the envelope on new financial mechanisms (i.e., Surat Berharga Syariah Negara, Cooperation Agreements and Conservation Concessions) to <u>eventually</u> secure resources to ensure that NP budgets are diversified and current gaps are filled. It is also not clear whether existing policies will enable the uptake of sustainable financing mechanisms. The COVID-19 pandemic and policy responses by the national government to support the health sector and to create a support fund for heavily-impacted local communities in rural areas, has strained national budgets and allocations to NPs. As a result, Indonesia has been forced to scale back</p>

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
		<p>protection of forests<sup>5,6</sup> because of budget cuts due to the coronavirus, which has been confirmed by stakeholder consultations with the NPs.</p> <p>The strength of the Project was predicated on the strong partnerships with INGOs who have a long history at the targeted landscapes. These organizations offered diversification through international fundraising efforts. Given the recent policy on the role of INGOs, it will take time to stabilize the disruption hastened by their exits and to get back to the status quo.</p>
Socio-political sustainability	3: Moderately Likely (ML)	<p>Community interest and support for the iconic species is high. Insufficient local structures in each target location will make it difficult post-project to keep HTC at bay, continue to raise awareness, and link to sustainable livelihood activities.</p> <p>Slow actioning by the MoEF on the government’s personnel system has resulted in an open post for a definitive head of the national park. TNBBS is led by an acting post for approximately 2 years now, TNKS has been held doubled by the Head of TNBS for the last 8 months; similar situation in TNGL which collectively has negatively impacted and delayed decision-making.</p> <p>The Project has been challenged by a complex dynamic with INGOs with some charting out exit strategies. There is a risk that this may leave a void at some landscapes and institutional capacity that will be difficult to replace. In short, it will be difficult to find national NGOs with comparable skill sets and complementarity to government activities. Reassuringly, the Project’s exit strategy is strong and does not rely on the presence of INGOs.</p>
Institutional framework and governance sustainability	4: Likely (L)	The Project has worked closely with both national and provincial planning processes and structures to embed species

<sup>5</sup> <https://www.sciencedirect.com/science/article/pii/S257744412100006X>

<sup>6</sup> Coronavirus pandemic relief measures are likely to negatively impact forests in Indonesia. In the wake of COVID-19, Indonesia accelerated and passed the Omnibus Law to spur job creation and economic growth, which could jeopardize forests by [relaxing environmental regulations](#), including forest protection and monitoring.

<b>Table 2: Evaluation ratings table</b>		
<b>1. Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>	<b>Comments</b>
		<p>conservation and monitoring efforts such as METT and SMART patrol efforts locally. There is also official recognition of some key outputs, such as training modules which have been integrated into the MoEF e-learning platform. There is no evidence of governance structures that will oversee the piloting of sustainable financing strategies post-project.</p> <p>Transformation of the National Park from Executing Agency (UPT) into Public Service Agency (BLU) provides some flexibility on managing the national park, however, the particulars still need to be incubated until the transformation is completed.</p> <p>A draft exit strategy was developed on the basis of guidance within the Project Document (Annex 5) and a workshop held on 18 November 2021 to secure ownership towards a broadly owned transition plan. Mechanisms therein appear to be on the right track towards charting out an exit pathway and broadly owned roadmap, with many key activities “phased over” to national / local initiatives.</p>
Environmental sustainability	4: Likely (L)	<p>Climate change was a recurring theme in the ProDoc as drought and the use of fire to clear forest and land for agriculture is of the greatest concern for Sumatra. This came up marginally in interviews but its impact is negligible and unlikely to directly impact the objectives and activities in the immediate term, and unlikely to alter habitat structure or species resilience in the near future.</p> <p>The Project has been working to maintain ecosystem resilience under differing climate change conditions so as to secure a continued sustainable flow of ecosystem services.</p>
Overall Likelihood of Sustainability	2: Moderately Unlikely (MU)	Considering and balancing the four measures of sustainability, overall sustainability is at low / moderate risk without active investment in the remaining months of Project operations.

<b>Table 3: Terminal evaluation rating scales</b>	
<b>Ratings for Outcomes, Effectiveness, Efficiency, M&amp;E, Implementation/Oversight, Execution, Relevance:</b>	<b>Sustainability ratings:</b>
<b>6 = Highly Satisfactory (HS):</b> exceeds expectations and/or no shortcomings	<b>4 = Likely (L):</b> negligible risks to sustainability
<b>5 = Satisfactory (S):</b> meets expectations and/or no or minor shortcomings	<b>3 = Moderately Likely (ML):</b> moderate risks to sustainability
<b>4 = Moderately Satisfactory (MS):</b> more or less meets expectations and/or some shortcomings	<b>2 = Moderately Unlikely (MU):</b> significant risks to sustainability
<b>3 = Moderately Unsatisfactory (MU):</b> somewhat below expectations and/or significant shortcomings	<b>1 = Unlikely (U):</b> severe risks to sustainability
<b>2 = Unsatisfactory (U):</b> substantially below expectations and/or major shortcomings	<b>Unable to Assess (U/A):</b> Unable to assess the expected incidence and magnitude of risks to sustainability
<b>1 = Highly Unsatisfactory (HU):</b> severe shortcomings	
<b>Unable to Assess (U/A):</b> available information does not allow an assessment	

## **C. Concise Summary of Conclusions, Lessons and Recommendations**

### ***Conclusions summary***

5. The Project has been highly relevant for Indonesia, was aligned with national policies, and has supported the implementation of both the [National Tiger Recovery Plan \(2010-2022\)](#) and global broad-based efforts within the World Bank’s parallel [Global Tiger Recovery Program](#). It is widely recognized to have been a model flagship project to address pressing concerns for endangered species in Indonesia and the region.
6. The Project has led to valuable advancements in the understanding of planning and implementation of conservation measures for the protection of Sumatran tigers (*Panthera tigris sumatrae*) and their landscapes in Indonesia, especially in varied production landscapes. For all intents and purposes, the UNDP-GEF Tiger project has been transformational with very high replication potential going forward. The Project is highly appreciated and recognized by beneficiaries at all levels as being a game-changer and has likely triggered an inflection-point effect that will benefit other landscapes due to clear institutionalization of methodologies and state-of-the-art decision-support tools, on-the-ground results and conservation change agents / champions that have moved to other NPs and key posts within the Indonesian Government.
7. Based on the collective body of information and evidence reviewed as part of the TE, the Project has achieved the majority of its expected outputs and target indicators with some varied progress between landscapes. In some cases, according to the information received, targets have exceeded the goal established for the end of the project.

8. At the Objective-level, the increase in tiger density as the umbrella indicator of the Project's performance has been achieved in one landscape (Gunung Leuser National Park). While other landscapes have a lower than desired end-of-project target for tiger density figure, consensus has been that these are still within a healthy range, indicative of high population dynamics and an overall stable trend.
9. While the Project has fallen short against metrics at the Objective-level, it is imperative to recognize the UNDP-GEF Tiger project leaves some important legacies, particularly in aspects that are outside its results framework and that, consequently, have not been measured. There are countless testimonies however, that account for the impact of the Project, such as the contributions to and lessons on the need for monitoring tiger species using multivariable techniques going forward. For this reason and considering the difficult nature and attribution of species indicators, the evaluation team considered that admirable progress had been made towards the Objective and assigned a rating of Satisfactory overall.
10. Of the Project's three Outcomes and illustrated by the results against indicators in Section IV C, two Outcomes were fully achieved and the remaining Outcome partially achieved in the view of the TE consultant team. The Project delivered some very important results, especially under Outcomes 1 and 2, which achieved change that was substantial and of real significance likely to deliver global environmental benefits.
11. Under Outcome 1, there was a fundamental shift and accelerated capacity and capabilities built to protect tigers and wildlife (including tiger prey), which would not have been possible without the GEF project funding within the same timeframe. This was achieved through a multi-pronged intervention of direct threat reduction, stepped-up patrolling and availability of value-added tools. It resulted in an across-the-board increase in both capacity scores and management effectiveness, and also manifested itself through an encouraging reduction of forest degradation rates. This was the perhaps the most important aspect of the Project from a sustainability perspective.
12. Under Outcome 2, the Project strengthened Indonesia's capacity to address wildlife crime through intersectoral collaboration and enhanced forensic capability. The Project institutionalized and supported community and stakeholder participation in PA management and innovative forest/biodiversity projects. Perhaps the most important game changer is the integration of data-driven decision making and a common tiger, prey and forest habitat monitoring system at all 5 targeted PAs. More profoundly, the experience from implementing the Project changed the government's approach to community engagement, consultation and collaborative management.
13. For Outcome 3, hard results and contribution to the Development Objective are slightly more varied. Without question, the Project has generated a tremendous amount of information, due diligence and has led to a deeper exploration - and in one case operationalization - of innovative financial mechanisms purpose-built for the Sumatran context. These include Government Islamic Bonds (SBSN), Public Private Partnership (PPP) Schemes, Carbon Credits and Trading and Nature-Based Tourism amongst others, as well as business plans which begin to integrate them. These financing mechanisms are still in their infancy however, and must be tested and operationalized further, as well as go through multiple cycles of business planning for refinement.
14. Because many of the sustainable financing mechanisms are not yet in place, true sustainable alternative funding streams and diversification have not taken root. At the time of the TE, consultations with NP authorities noted that funding mechanisms were not sufficiently in place to fill the resourcing

gaps in being able to patrol 90% of park area; also made worse by well-placed government policies to respond to the COVID-19 pandemic. For the Project to attain a lasting impact where forest resources are projected and financially sustainable, some key processes need to take place, including more varied piloting, deeper appreciation and connectivity of forest monitoring and PA contribution into the economy, as well as stronger government leadership on creating the enabling conditions for diversification to happen. The TE consultant team understand however that discussions between NP authorities and government entities are ongoing regarding whether more substantive funding allocation can be made.

15. There were some limitations in the extent to which gender considerations were mainstreamed into some aspects of activities of the Project’s implementation and monitoring and evaluation. However, this was largely a function of the cultural realities of patrolling / heavy field-based work, rather than a deficiency of the Project per se. In fact, the Project’s gender analysis and attention to detail has been sufficiently robust with it being in tune to how different activities impact men and women differently. The TE consultant team recognizes and takes note of the steps taken on this front since the Midterm Review (MTR).
16. The Project does provide an excellent model of effective community liaison and outreach leading to enhanced livelihood opportunities, stronger community attitudes to wildlife, better relations between authorities and communities, and improved wildlife conservation outcomes. However, community concerns remain regarding high pressures of Human Wildlife Conflict (HWC). Cases of HWC and tiger mortality require a comprehensive HWC mitigation strategy to address human and wildlife conflicts in the target landscape.
17. Finally, the Project has also laid bare and underscored the need for business continuity and contingency measures with respect to management. The disruption caused by the installation and onboarding of different National Project Managers impacted not only operations but financial oversight and delivery as well. Turnover of key staff, especially at the PMU during crucial periods has the potential to be detrimental to the Project’s final months of operations.

### ***Lessons learned***

18. The following lessons learned were identified:

- ***Provincial Implementation Units (PIUs) at the landscape level were instrumental in absorbing disruption and providing operational continuity***

PIUs can provide much needed stability amid disruption and turnover within the PMU. This model and the use of PIUs should be a regular part of the management arrangements of future UNDP-supported, GEF-financed projects going forward and integrated into design as a hedge for continuity and has proved in the case of the UNDP-GEF Tiger Project, to be a robust delivery mechanism.

- ***It is imperative that projects with significant awareness and communication elements are designed with robust budgets to support these activities***

The UNDP-GEF Tiger project was not afforded a designated communications budget and activities were implemented by “drawing down” financial resources from core outcomes, while the Project still managed to deliver impressive results, not having designated budget lines compromises good

long-term planning and forecasting. Projects that are generating myriad resources that may potentially be leveraged by other projects and at the global level also should consider Knowledge Management solutions to aggregate and disseminate results.

- ***Both national and international NGOs play an essential role in the tiger conservation equation and have complimentary skill sets. These organizations ought to be a regular fixture in the design of project governance mechanisms***

While the UNDP-GEF Tiger project was owned and implemented by KSDAE and other government entities, NGOs have also played an indispensable role in its success. NGOs should be consistently present and active participants in Project Board meetings. Out of 5 Project Board meetings, there was only 1 where NGOs were present as observers. This will help leverage complimentary skills and foster comprehensive end-to-end planning.

- ***Improved relations between NP officers and communities can lead to improved wildlife and conservation outcomes***

The Project created an atmosphere of understanding and collaboration between NP officers and communities in the Project landscapes, leading to improved attitudes to wildlife and improved conservation outcomes.

- ***Exit strategies are not just for the end of project operations***

Transition strategies and exit planning should be built into Annual Work Plans with sustainability in mind. These exit strategies should be prioritized and actioned immediately following the MTR and have come much too late leaving a high-risk of loose ends and activities being completed without an appropriate transition plan.

- ***Sound financial management and reporting ought to include forecasting***

Financial management and reporting best practices should include/exercise 'forecasting' on a quarterly basis to inform the Project on the expected aggregated disbursement (i.e., Output level) for that year and hence required budget adjustment for subsequent years.

## Recommendations

19. A summary of recommendations is provided in Table 4 below, with additional details noted in [Section V.C.](#)

**Table 4: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
<b>Category 1: Current project</b>		
1	<b>Reconvene the Sumatran Tiger expert group prior to the Project’s operational closure to facilitate discussions on establishing and operationalizing a standard approach to monitoring tigers using multivariable methods and techniques discussed in mid-2021, going forward.</b>	PMU, MoEF, HarimauKita

**Table 4: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
	<p>Robust assessments of the spatial distribution and population dynamics of threatened species, including tigers, are crucial for designing effective conservation policies. This is often impeded by methodological differences employed by researchers to collect and analyze data. The continuing development of improved capture–recapture modeling techniques used to measure and monitor apex predators has also limited robust temporal and cross-site analyses due to different methods employed.</p>	
2	<p><b>Convene a workshop in parallel to the finalization of the UNDP-GEF Tiger project Exit Strategy Report 2021.</b></p> <p>It is important to keep pace with the design of the exit strategy. A stakeholder workshop is recommended once the document is close to completion in order to finalize the strategy within the scheduled timeframe. In this workshop, concrete commitments to the monitoring and sustainability of the investments made must be defined.</p> <p><i>Note: This recommendation made early on in the TE’s fact-finding stage was integrated into the plan and actioned. The workshop was held on 18 November 2021 and minutes / commitments are captured in Annex 2 of the Exit Strategy Report 2021.</i></p>	PMU, UNDP Exit Strategy Consultant
3	<p><b>The Project’s exit strategy (Exit Strategy Report 2021) should be augmented to articulate a knowledge management transition plan - at minimum in an Annex - to be developed in consultation with the PMU’s Communications Officer.</b></p> <p>Projects must explain their Knowledge Management tools and plans to learn, process and capture knowledge, as well as disseminate it in an insightful and useful way.</p>	PMU, UNDP Exit Strategy Consultant
4	<p><b>In the time remaining the Project ought to take stock of the collective recommendations which emerged from the most recent METT assessment and develop a harmonized framework tailored to the Indonesian context.</b></p> <p>A number of recommendations emerged in the latest METT assessment, including suggestions related to coordination, communication, cooperation, intensification, prioritization, capacity building and education as the main conduits for increasing management effectiveness. While each landscape experienced specific challenges, the commonalities and shared experiences should underpin a harmonized framework going</p>	PMU, PIUs and NP authorities

**Table 4: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
	forward to accelerate the tool’s further integration and institutionalization.	
5	<p><b>While the UNDP-GEF Tiger project is not a child project under the World Bank’s Global Wildlife Program (GWP), there are certainly co-benefits which can be established.</b></p> <p>The Project should open channels with the GWP, not only to share experiences, but also seek out advice and guidance on how to address Human Wildlife Conflict, which is likely to become an increasing threat and risk to the Project’s success and legacy.</p>	PMU, UNDP Indonesia Country Office and UNDP RTA
6	<p><b>The experiences and results of the UNDP-GEF Tiger project have led to numerous best practices that are relevant to and need to be shared with the region through technical and scientific cooperation.</b></p> <p>There are strong opportunities for cross pollination with other countries in the region on aspects of the Project that have been exemplary and which can be a model, such as real time data-driven decision making and the institutionalization of the METT and capacities built for SMART patrols. Conversely, the UNDP-GEF Tiger project can learn from the results of other GEF projects in Malaysia on the implementation and piloting of sustainable financing plans and mechanisms such as National Conservation Trust Funds and performance-based ecological fiscal transfer schemes.</p>	UNDP Indonesia Country Office and UNDP RTA
7	<p><b>The Project should focus remaining energies on transforming data into insights.</b></p> <p>With 2022 being the “Year of the Tiger” and 2<sup>nd</sup> International Tiger Conservation Forum on the sidelines of the Eastern Economic Forum to be held in Vladivostok in 2022, the Project should package the vast trove of data and communication products into a compelling narrative and lessons for future priorities based on experience.</p>	PMU Communication Officer and PIUs
<b>Category 2: Future project management</b>		
8	Project should develop business continuity and management plans as part of the inception phase to minimize disruption, ensuring that roles and responsibilities during times of “project crisis” are understood and internalized.	UNDP Indonesia Country Office, UNDP RTA, GEF
9	Projects should strategically plan throughout the project cycle for eventual transition and sustainability of the results (focusing on handover of products and services and the approaches used); this should occur throughout project development, inception, implementation and project close.	UNDP Indonesia Country Office, PMUs
10	Projects should work closely with Project Boards during implementation to value-add from Board members’ expertise and	UNDP Indonesia Country Office, PMUs and PBs

**Table 4: Key recommendations table (with responsible entity)**

<b>Number</b>	<b>Recommendation</b>	<b>Primary Responsible Unit(s) or Party(ies)</b>
	roles. Project Boards should not function as a formal reporting body but ought to be actively engaged in de-risking and overcoming obstacles through the championing of causes and providing subject-matter expertise.	
11	Projects should put in place processes and control mechanisms to transparently track actual co-financing contributions during project implementation as part of Annual Work Planning. Post-facto calculations at MTR and TE result in errors (as noted by the TE) and omissions of the true value generated by projects.	UNDP Indonesia Country Office and PMUs
<b>Category 3: Future programming</b>		
12	Prioritize and focus efforts of future initiatives on the piloting / ground truthing sustainable financing mechanisms before expanding them. The Project has generated a tremendous amount of due diligence on the potential of innovative financing mechanisms, but has been short on piloting and integrating these into business planning.	UNDP Indonesia Country Office, UNDP RTA, MoEF and GEF
13	From a landscape perspective, future projects should invest in connectivity of landscapes and improving co-management arrangements in buffer areas surrounding the targeted National Parks where enforcement measures and opportunities for illegal activity is porous.	UNDP Indonesia Country Office, MoEF and BAPPENAS

## II. INTRODUCTION

### A. Purpose and Objectives of the Terminal Evaluation

20. The objective of the Terminal Evaluation was to gain an independent analysis of the achievement of the Project at completion, as well as to assess its sustainability and impact. The report focuses on assessing outcomes and project management. The TE additionally considered accountability and transparency, and provided lessons learned for future projects, in terms of selection, design and implementation. This report is in five sections: (i) executive summary; (ii) introduction; (iii) project description; (iv) findings, sustainability, impact; and finally (v) conclusions / recommendations / lessons. The findings ([Section IV](#)), are additionally divided into strategy and design, implementation and management, and results.
21. Further, in accordance with UNDP [Guidance for Conducting Terminal Evaluations](#) of UNDP-supported, GEF-financed projects, the evaluation has the following complementary purposes:
- To promote accountability and transparency, and to assess and disclose 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;
  - To gauge the extent of project convergence with other UN and UNDP priorities, including harmonization with the applicable UN Development Assistance Framework (UNDAF) and UNDP Country Programme Document (CPD).
22. Further to this, the Terms of Reference (Ref. Annex A) state that the objectives of the evaluation will be to:
- Assess the achievement of project results supported and underpinned by evidence (i.e., progress of project’s outcome targets);
  - Assess the contribution and alignment of the project to relevant environmental management plans or climate and biodiversity management policies;
  - Assess the contribution of the project results towards the relevant outcome and output of the Country Programme Document for Indonesia (2016-2020) and recommendations on the way forward;
  - Where relevant, assess any cross-cutting and gender issues<sup>7</sup>;
  - Assess impact of the project in terms of its contribution to, or enabled progress toward, reduced environmental stress;
  - Examine the use of funds and value for money and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP.

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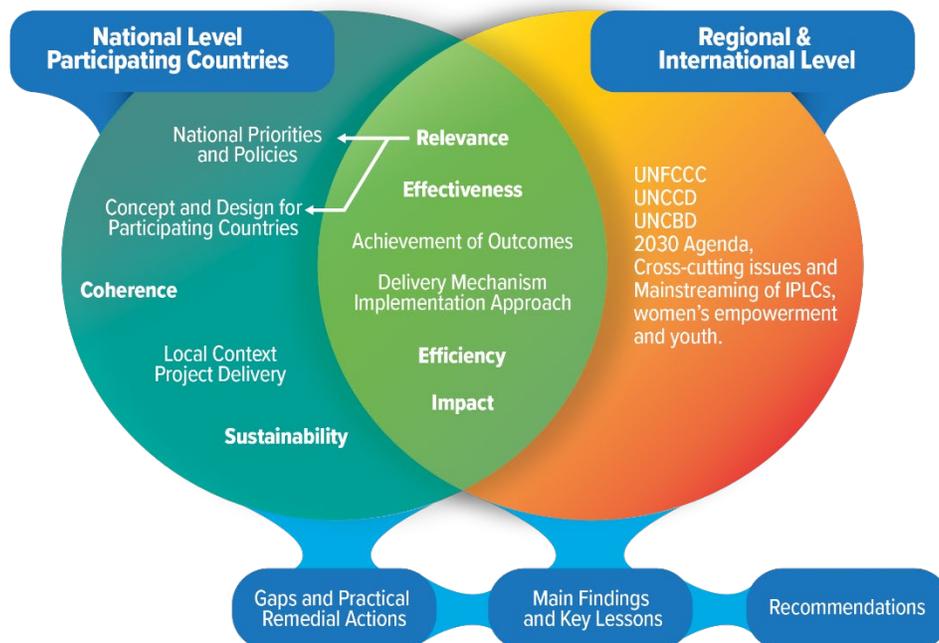
<sup>7</sup> This includes poverty alleviation; strengthening resilience to the impacts of climate change, reducing disaster risk and vulnerability, as well as cross-cutting issues such gender equality, empowering women and supporting human rights.

## B. Scope and Methodology

### **Approach**

23. The overall approach and methodology of the evaluation followed the guidelines and requirements outlined in UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects as noted above. The roadmap for the TE was initially outlined in a preliminary kick-off meeting on 26 August 2021, discussed with the PMU and UNDP Indonesia Country Office and subsequently articulated in the Inception Report (Ref. Annex B and C respectively).
24. The TE was an evidence-based assessment and relied on feedback from persons who were involved in the design, implementation, and supervision of the project. The TE consultant team reviewed a comprehensive information package of documents made available, and held stakeholder consultation as the primary data collection vehicles. The international consultant acted as team leader and was responsible for quality assurance and consolidation of the findings of the evaluation, and provided the TE report, in close consultation and discussion through consensus with the national consultant.
25. The TE had to adhere to the Presidential Decree of the Republic of Indonesia ([KepPres RI no. 12/2020](#)) concerning the determination of the COVID-19 pandemic as a non-natural disaster, and associated sweeping social distancing measures in several provinces and cities in Indonesia, including the areas where the UNDP-GEF Tiger project activities have been implemented. Compliance to these measures meant that neither the international nor national consultant were able to visit the field whatsoever during the TE’s duration; it was conducted entirely in a virtual environment.

**Figure 1. Conceptual Model of the Terminal Evaluation**



### ***Duration of Terminal Evaluation***

26. The Terminal Evaluation was undertaken between August to December 2021 by a two-person team, comprising a national consultant and an international consultant / team leader. The TE consultant team enlisted in-kind support from a seasoned evaluation subject-matter expert to provide technical backstopping, and to expedite the document review and consultation process.

### **C. Data Collection & Analysis**

27. The methodology of the TE has followed the step-wise approach set forth below.

#### ***Development of Evaluative Matrix***

28. As per Annex 6 of UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects, an evaluative matrix has been prepared by the TE team, and is presented in Table 5. The evaluative matrix serves as a logical guide on how the TE is to be conducted, presenting key questions that are to be answered during the evaluation. Per guidelines, these questions relate to the following main subject areas and lines of inquiry: (i) Relevance; (ii) Effectiveness; (iii) Efficiency; (iv) Results; (v) Sustainability; (vi) Gender equality and women’s empowerment; and (vii) Cross-cutting and UNDP mainstreaming issues.

29. The matrix also identifies the various indicators which will reflect whether or not specific conditions or targets are met, the sources of data and information to be utilized to support the analysis and the methodology to be employed in gathering the data.

**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

Evaluative Criteria	Indicators	Sources	Methodology
<b>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?</b>			
<p>Were the objectives and implementation strategies consistent with:</p> <p>i) global, regional and national environmental issues and needs;</p> <p>ii) expectations and needs of key stakeholder groups;</p> <p>iii) the UNDP mandate, programming and policies at the time of design and implementation;</p> <p>iv) GEF Biodiversity focal area’s strategic priorities and operational programme.</p>	<p>Level of alignment with (contribution of results to) sub-regional environmental issues, UNDP mandate and policies at the time of design and implementation; and to BD-1 – Improving sustainability of protected areas; and BD-2 – Mainstreaming biodiversity into production landscapes</p> <p>Degree of coherence between the project and national priorities, policies and strategies</p> <p>Appreciation from national stakeholders with respect to adequacy of project design and implementation to national realities and existing capacities</p> <p>Level of involvement of government officials and other partners in the project design, inception and implementation process</p>	<ul style="list-style-type: none"> <li>• Comparison of project document and annual reports and policy and programming documents (i.e. CPD), strategy papers of local-regional agencies, GEF and UNDP</li> <li>• Interviews with UNDP-CO staff, PMU staff and governmental agencies</li> <li>• MTR report</li> </ul>	<p>Desk review and interviews</p>
<p>Did persons who would potentially be affected by the project have an opportunity to provide input to either its design and strategy?</p>	<p>Level of participation of persons potentially affected by the project.</p>	<ul style="list-style-type: none"> <li>• Project document, inception report, stakeholder interviews</li> </ul>	<p>Desk review and Interviews (including virtual field visits using remote tools)</p>

**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

<b>Evaluative Criteria</b>	<b>Indicators</b>	<b>Sources</b>	<b>Methodology</b>
<b>Question to gauge adaptive management under “relevance”:</b> To what extent did the (political, environmental, social, institutional) context change during project implementation and how did the project adapt to this/these change(s)?	Reported adaptive management measures in response to changes in context	<ul style="list-style-type: none"> <li>Project progress reports/PIR</li> <li>Interviews with project staff and key stakeholders</li> </ul>	Desk review and interviews
Were gender and social inclusiveness considered in modifying the project strategy in the final two years of implementation?	Active stakeholder involvement from both men and women.  Efforts to change SRF since MTR	<ul style="list-style-type: none"> <li>Project document, inception report, stakeholder interviews</li> <li>Disaggregated data</li> </ul>	Desk review, progress reporting / PIR, virtual field visits using remote tools and interviews
Were lessons from other projects, including those pertaining to gender and social issues, incorporated into the project strategy?	Reference of lessons learned from other projects, including those pertaining to gender and social issues, captured in design and planning.	<ul style="list-style-type: none"> <li>Project document and stakeholder interviews</li> </ul>	Desk review and interviews
How has the project accommodated and succeeded in mainstreaming other cross-cutting issues?	Annual Work Plans Budget PB Minutes Efforts to change SRF since the MTR	<ul style="list-style-type: none"> <li>Project document, inception report, stakeholder interviews</li> <li>New metrics being incorporated into the SRF</li> </ul>	Desk review, progress reporting / PIR, virtual field visits using remote tools and interviews
<b>Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?</b>			
How successful was the project in realizing the core objective?	Output level indicators of Results Framework	<ul style="list-style-type: none"> <li>Project progress reports/PIR</li> <li>Tangible products (publications, studies, etc.)</li> <li>Interviews with program staff, partner organizations in implementation, project beneficiaries</li> </ul>	Desk review, virtual field visits using remote tools and interviews
How successful was the project in realizing the outcome of increased effectiveness of key	Output level indicators of Results Framework	<ul style="list-style-type: none"> <li>Project progress reports/PIR</li> <li>Tangible products (publications, studies, plans</li> </ul>	Desk review, results of tracking tools interviews

**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

<b>Evaluative Criteria</b>	<b>Indicators</b>	<b>Sources</b>	<b>Methodology</b>
protected area management institutions	Institutional capacity in place to assess, plan and implement priority conservation management	<ul style="list-style-type: none"> <li>etc.) Interviews with program staff, partner organizations in implementation, project beneficiaries</li> <li>• News / Press releases and ministerial statements</li> </ul>	
How successful was the project in realizing the outcome to improve intersectoral coordination systems developed for priority landscapes	Output level indicators of Results Framework	<ul style="list-style-type: none"> <li>• Project progress reports/PIR</li> <li>• Tangible products (publications, studies, plans etc.) Interviews with program staff, partner organizations in implementation, project beneficiaries</li> <li>• Evidence of MoUs</li> <li>• Evidence of mainstreaming</li> </ul>	Desk review, interviews
How successful was the project in realizing the outcome to strengthen sustainable financing for biodiversity management	Output level indicators of Results Framework  Sustainable Financing plans	<ul style="list-style-type: none"> <li>• Project progress reports/PIR</li> <li>• Tangible products (publications, studies, plans etc.) Interviews with program staff, partner organizations in implementation, project beneficiaries</li> </ul>	Desk review, interviews, review of budgets operationalizing sustainable financing plans
Were key stakeholders appropriately involved in producing the programmed outputs?	Stated contribution of stakeholders in achievement of outputs	<ul style="list-style-type: none"> <li>• Citation of stakeholders' roles in tangible products (publications, studies, etc.)</li> <li>• Interviews with partners and project beneficiaries</li> </ul>	Desk review and interviews
Has the project been successful in influencing government agencies to mainstream “financing” structures for PA management into more accommodating policy, regulatory frameworks, federal/state supported programs?	Recommendations of project are actually included in policies, budgets and plans	<ul style="list-style-type: none"> <li>• Annual project implementation reports</li> <li>• Interviews with economic planning and regulatory agencies and organizations that manage PA Budgets</li> <li>• Field visits to PAs and interviews with state entities</li> </ul>	Desk review and interviews

**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

<b>Evaluative Criteria</b>	<b>Indicators</b>	<b>Sources</b>	<b>Methodology</b>
To what degree have the project products (e.g., studies, methodologies, etc.) been accessible to decision makers and other relevant stakeholders, and what effect has this had on financial strategies and management in the project intervention areas?	Indicators in the SRF	<ul style="list-style-type: none"> <li>• SRF</li> <li>• Budget and planning documents</li> </ul>	Detailed document reviews
Have the tracking tools (METT, financial sustainability scorecard, capacity scorecard) shown improvements since the MTR?	Improved scoring (consistent upward trend) from respective tracking tools.	<ul style="list-style-type: none"> <li>• Tracking tools, stakeholder interviews</li> </ul>	Desk review and interviews
What remaining barriers exist to achieving the project objective and can these be achieved post-project with little to no investment?	Identification of barriers and strategies to address the barriers	<ul style="list-style-type: none"> <li>• Progress reports, meeting minutes, stakeholder interviews</li> </ul>	Desk review and interviews
How has the project amplified, scaled-up and replicated the results to other areas in question	Cooperation agreements, number of meetings	<ul style="list-style-type: none"> <li>• Progress reports, meeting minutes, stakeholder interviews</li> </ul>	Desk review and interviews
What lessons can be drawn regarding effectiveness for other similar projects in the future?	Impressions on what changes could have been made at design and / or implementation to improve the achievement of the expected result.	<ul style="list-style-type: none"> <li>• Interviews / questionnaire</li> </ul>	Interviews
<b>Question to gauge adaptive management under “effectiveness”:</b> Since the MTR, how is risk and risk mitigation being managed?	<p>How well are risks, assumptions and impact drivers being managed?</p> <p>What was the quality of risk mitigation strategies developed? Were these sufficient?</p>	<ul style="list-style-type: none"> <li>• Quality of risk mitigations strategies developed and followed articulated in progress reporting and PIRs</li> </ul>	Document analysis and interviews with PMU team

**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

<b>Evaluative Criteria</b>	<b>Indicators</b>	<b>Sources</b>	<b>Methodology</b>
	Whether or not risks articulated in MTR have been addressed.		
<b>Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?</b>			
Did the project’s logical framework and work plans and any changes made to them use as management tools during implementation?	Timeliness and adequacy of reporting provided	<ul style="list-style-type: none"> <li>Project documents and evaluations.</li> </ul>	Desk review of key documentation and interviews
To what degree of success was the project able to establish synergies with other initiatives that resulted in opportunities for increased cooperation and coordination between similar interventions?	Cooperation agreements / evidence of joint planning	<ul style="list-style-type: none"> <li>Interviews with key stakeholders (partner organizations, other projects)</li> <li>Project products (publications, data) that show collaboration / complementation with other initiatives</li> </ul>	Desk review and interviews
How was the operational execution vs. original planning (time wise)?	Level of compliance with project planning / annual plans	<ul style="list-style-type: none"> <li>Project progress reports/PIR</li> <li>Interviews with project staff</li> </ul>	Desk review and interviews
How was the operational execution vs. original planning (budget wise)? Was the project implemented cost-effective?	Level of compliance with project financial planning / annual plans	<ul style="list-style-type: none"> <li>Project financial reports</li> <li>Interviews with project staff</li> <li>ROI assessment</li> </ul>	Desk review and interviews
Was the Project afforded the resources (human and financial) to get the job done?	Annual plans vs. achievement of objectives	<ul style="list-style-type: none"> <li>Interviews with project staff</li> <li>Annual work plans</li> </ul>	Interviews and data analysis
If present, what have been the main reasons for delay/changes in implementation? Have these affected project execution, costs and effectiveness?	List of reasons, validated by project staff	<ul style="list-style-type: none"> <li>Interviews with project staff</li> </ul>	Interviews and lessons learned workshop
Was adaptive management applied adequately? Were any cost- or time- saving measures	Measures taken to improve project implementation based on	<ul style="list-style-type: none"> <li>Project progress and implementation reports</li> </ul>	Documentation review and interviews

**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

<b>Evaluative Criteria</b>	<b>Indicators</b>	<b>Sources</b>	<b>Methodology</b>
put in place in attempting to bring the project as far as possible in achieving its results within its secured budget and time?	project monitoring and evaluation	<ul style="list-style-type: none"> <li>MTR report and management response</li> <li>Interview with project staff and RTA</li> </ul>	
Has the MoEF been effective in guiding the implementation of the project?	Leadership of the National Project Director and ownership of other officials	<ul style="list-style-type: none"> <li>PB and PMU minutes, project outputs, stakeholder interviews</li> </ul>	Desk review and interviews with project staff + PB observations and discussion
Have the executing partners been effective in implementation of the project?	Active role in project activities with catalytic support to the project implementation	<ul style="list-style-type: none"> <li>Stakeholder interviews</li> <li>project outputs</li> <li>METT, financial and capacity scorecards</li> </ul>	Desk review and interviews
Has UNDP been effective in providing support for the project?	Quality and timeliness of support	<ul style="list-style-type: none"> <li>Stakeholder interviews, project procurement, METT</li> </ul>	Desk review, data analysis, and interviews
Since the MTR, were delays encountered in project implementation, disbursement of funds, or procurement?	Compliance with schedule as planned and deviation from it is addressed	<ul style="list-style-type: none"> <li>Annual workplan</li> <li>project outputs</li> <li>stakeholder interviews</li> </ul>	Desk review and interviews
Has work planning for the project (i.e., funds disbursement, scheduling, etc.) been effective and efficient?	Responsiveness to significant implementation problems	<ul style="list-style-type: none"> <li>PIP and Annual workplan</li> <li>project outputs, stakeholder interviews</li> </ul>	Desk review and interviews
Have co-financing partners been meeting their commitments to the project?	Mobilization of resources by partners beyond project funding	<ul style="list-style-type: none"> <li>Co-financing reports, CDR reports, stakeholder interviews</li> </ul>	Desk review and evidence of co-financing letters versus annual work planning and budgeting of co-financing on an ongoing basis
<b><i>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</i></b>			
Has a sustainability / business continuity plan(s) been drafted for the project?	Planning for project closure	<ul style="list-style-type: none"> <li>Sustainability plans approved</li> </ul>	Documentation review
Are legal frameworks, policies, and institutional arrangements favourable for sustaining the	Processes and insertion project objectives in national plans and policies.	<ul style="list-style-type: none"> <li>MTR</li> <li>Tiger Recovery Plan</li> <li>National Biodiversity Strategy</li> </ul>	Document review and interviews

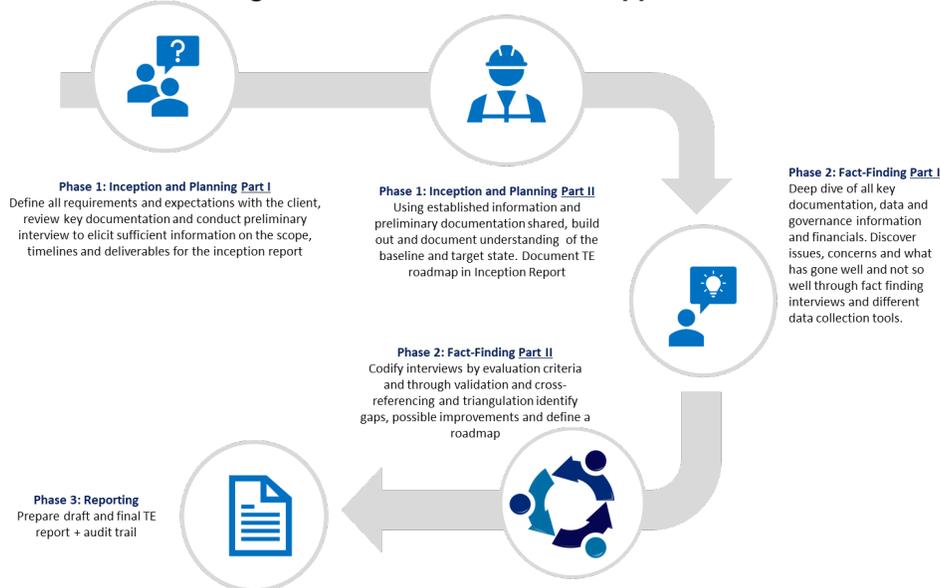
**Table 5: Evaluation framework of key questions by category (from approved Inception Report)**

<b>Evaluative Criteria</b>	<b>Indicators</b>	<b>Sources</b>	<b>Methodology</b>
project’s outcomes following conclusion of the project?			
Will stakeholder ownership will be sufficient to sustain the project’s outcomes?	Handover plan and knowledge transfer ongoing	<ul style="list-style-type: none"> <li>• Sustainability plans</li> <li>• Progress reports</li> <li>• Interviews</li> </ul>	Document review and interviews and questionnaire
What is the likelihood that adequate financial resources will be in place to sustain the project’s outcomes by project end?	Opportunities for financial sustainability from multiple sources exist	<ul style="list-style-type: none"> <li>• Project Document, Annual</li> <li>• Project Review/PIR</li> </ul>	Desk review and interviews
Have PAs diversified their revenue stream to be more financially sound in the face of unexpected shocks?	Revenue has been diversified and balanced as opposed to baseline	<ul style="list-style-type: none"> <li>• Sources of revenue and interviews</li> </ul>	Document reviews and interviews.
Are operational budgets in place and gaps reduced?	PAs are on a stronger footing as opposed to project baseline.	<ul style="list-style-type: none"> <li>• Operating costs and funding gap.</li> </ul>	Document reviews and interviews.
<b>Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?</b>			
To what extent was the GEF necessary for this initiative?	GEF Additionality	<ul style="list-style-type: none"> <li>• Comprehensive review and determination.</li> </ul>	Document reviews and interviews.
To what extent has the GEF alternative been realized?	Assessment of GEF increment	<ul style="list-style-type: none"> <li>• Comprehensive review and determination.</li> </ul>	Document reviews and interviews.
Are beneficiaries better off than they would have been under the status quo?	Beneficiary assessment, including gender and IPLCs	<ul style="list-style-type: none"> <li>• Comprehensive review and determination.</li> </ul>	Document reviews and interviews.

## Mixed Methods Approach

30. The hypothesis of the TE was that if the project’s foundational building blocks (technical, financial and management inputs) were put in place, and then, if together these were catalyzed sufficiently and following the guidance of the ProDoc, the presumption was this would ultimately make the project successful. The TE methodology therefore, was to utilize an incremental ‘multi-level mixed evaluation’ which is useful when evaluating delivery of new models or approaches, being piloted through state institutions. The method allows for cross-referencing and deeper dives at key junctures, and is suitable for finding insights which are sensitive and informative. As a cross-cutting theme, the TE assessed 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 / women’s empowerment. Each of the criteria in the evaluation matrix in Table 5 was purposely multi-dimensional and tools incorporated gender to the extent possible, recognizing that neither the international consultant nor national consultants are gender experts.

**Figure 2. Terminal Evaluation Approach**



### Context Setting and Inception Report

31. The following core documents, as provided by UNDP and the PMU, were initially reviewed which served to formulate a preliminary baseline understanding of the Project:

- Project Document (ProDoc);
- Project Identification Form (PIF);
- Project Implementation Review(s) (PIR) + supporting evidence;
- Quarterly Monitoring Reports (only up to Q4 2019);
- Project Assurance Reports;
- Annual Work Plans;
- Combined Delivery Reports (CDR);
- Summary of the METT sheets;
- Minutes of the meeting(s) of the Project Board;

- Project intervention maps;
- Contract products for Components 1, 2 and 3;
- MTR and accompanying Management Response.

32. Based on the review, a detailed description of the Project was documented during the inception phase, covering the problems identified, the established objectives, outcomes, outputs and their respective activities, as well as barriers intended to be removed by the package of interventions. Subsequently, an evaluation framework was established that combines the guidance questions for the key criteria and categories of Project performance evaluation noted in Table 5.

#### Desk Study and Deeper Dive of Documentation

33. Following the inception phase, the TE consultant team undertook a thorough review of the rather substantial body of documentation that has been produced over the course of the Project during the fact-finding stage. The complete file of project documents was made available to the team electronically through a [Google Drive system](#). Other information sources including documents external to the Project itself, websites, etc., have also been utilized as data sources. In all, a total of 558 documents were reviewed as part of the desk study spread across 66 directories. Annex D includes a list of the primary information resources and reference materials that have been reviewed by the TE consultant team.

#### Semi-Structured Interviews and Stakeholder Consultation

34. More than 29 stakeholder interviews were conducted with 59 unique individuals ranging from implementing partners, Project Management Unit, Provincial Implementation Units, national park authorities, INGOs, beneficiaries and others. Each interview had an estimated duration of an hour. Participants were always informed of their confidentiality at the beginning of each meeting and that any reference that might be used in the evaluation report would be “scrubbed” for anonymity. The interviews were guided by evaluation questions, with flexibility so that the interviewees can provide information that seems relevant. Pro-forma questions on key themes such as those provided by the UNDP GEF guidelines were updated by the TE consultant team following the Inception Report (Annex E) and tailored to different stakeholder groups. A list of interviews conducted can also be found in Annex F.

#### Focus Groups

35. As part of the consultation process, a number of focus group sessions and round tables were carried out with organizations that have been linked to the Project. This technique was also used with the Project team.

#### Direct Observation

36. As part of the TE, the national consultant purposely attended 2 Project Board meetings on 23 September and 29 December, respectively. This helped the TE consultant team gain a better sense of the Project’s context, including behavioural dynamics, as well as gauge important issues such as governance and overall leadership / champions towards realizing the project objective.

#### Consultation Follow-Up

37. Following the formal interviews with stakeholders, additional actions were undertaken to continue information gathering, triangulating data, cross-referencing, and understanding functional responsibilities of PMU staff. In some cases, these actions included follow-up consultations with specific stakeholders and the PMU for verification purposes, as well as requests for additional evidence and documentation. In one case, the consultation with BAPPENAS was conducted electronically due to their unavailability during the fact-finding stage and was deemed instrumental in order to validate progress on Component 3.

**Figure 3. Terminal Evaluation by the Numbers**

**558**

A total of five hundred and fifty-eight documents reviewed as part of the desk study

**29**

Stakeholder consultations with 59 unique individuals

**24%**

Twenty-four of those interviewed were women

**4**

Months elapsed time

**640**

Aggregated hours across 40 working days between the TE team

**81%**

Eighty-one percent of the interviews conducted in Bahasa

### ***Presentation of Preliminary Findings***

38. The information collected and analyzed until the beginning of November 2021, was subsequently presented to the PMU and representatives of the UNDP Indonesia Country Office on 8 November 2021, through a Power Point presentation included in Annex G. At the end of the exercise, feedback was obtained, which facilitated further reflection and refinement of the initial ratings, as well as the formulation and justification of conclusions and lessons learned, which in turn will feed the definition of recommendations for future projects.

### ***Draft Terminal Evaluation Report***

39. The information gathered from different sources was organized and coded by topic. To ensure the credibility and validity of the findings, judgments, lessons learned and conclusions presented. The evaluators used triangulation techniques, which consist of crossing the information obtained. Each component and phase of the Project was evaluated according to the categories established by the evaluation guide: 6: Highly Satisfactory (HS), 5: Satisfactory (S), 4: Moderately Satisfactory (MS), 3: Moderately Unsatisfactory (MU), 2: Unsatisfactory (U) and 1: Highly Unsatisfactory (HU). The rating scales used for each of the assessed categories are provided in Annex H.

40. Based on the results obtained, the evaluation team made recommendations of a technical and practical nature, with the intention of reflecting an objective understanding of the achievements of the Project. The TE was applied to the design and implementation of the Project for the four categories of progress:

- **Project Strategy:** Formulation of the Project including the logical framework, assumptions, risks,

indicators, budget, country context, national ownership, participation of design actors, replicability, among others;

- **Progress in the achievement of results:** focus on implementation, participation of stakeholders, quality of execution by each institution involved and, in general, financial planning, monitoring and evaluation during implementation;
- **Execution of the Project and Adaptive Management:** identification of the challenges and proposal of the additional measures to promote a more efficient and effective execution. The aspects evaluated were: management mechanisms, work planning, financing and co-financing, monitoring and evaluation systems at the Project level, stakeholder involvement, information and communication;
- **Sustainability:** In general, sustainability is understood as the probability that the benefits of the Project will last in time after its completion. Consequently, this also includes an assessment of the likely risks that the Project faces so that the results will continue when the Project ends.

## D. Ethics

41. The review was conducted in accordance with the UN Ethical Guidelines for Evaluators, and the reviewer signed the Evaluation Consultant Code of Conduct Agreement (Annex I). In particular, the TE team ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. The team has been sensitive to issues of discrimination and gender equality and has presented results in a manner that clearly respects stakeholders’ dignity and self-worth.

## E. Limitations to the Evaluation

42. The main limitations to the TE related to the COVID-19 and associated constraints. In particular:

- Neither the International nor National Consultant were able to undertake any field missions and relied entirely on virtual interviews, discussions with field staff and a thorough review of project documentation
- It was difficult for the International and National Consultants to meaningfully evaluate activities and results in the five target landscapes and discuss issues with beneficiaries.

43. Furthermore:

- Neither the International nor National Consultant are gender and community development specialists and had to deduce results based on existing capacity and experience;
- Many documents and interviews were in Bahasa thereby limiting the active participation of the Team Leader and the National Consultant shouldering a disproportionate number of interviews;
- Delay incurred by the International Consultant 1.5 months beyond the agreed timelines of the TE due to bandwidth constraints and cascading effects of multiple concurrent evaluations.

44. Meaningful mitigations were not possible to be taken due to the nature of the limitations and their importance in the TE. Therefore, risks had to be accepted.

## F. Structure of the Evaluation Report

45. The structure of this report follows the outline proposed by the Terminal Evaluation Guidelines:

- i. Basic Report Information (to be included in title page)
  - Title of UNDP-supported GEF-financed project UNDP PIMS ID and GEF ID
  - TE timeframe and date of final TE report
  - Region and countries included in the project
  - GEF Focal Area/Strategic Program Executing Agency, Implementing partner and other project partners TE Team members
- ii. Acknowledgements
- iii. Table of Contents
- iv. Acronyms and Abbreviations
1. Executive Summary (3-4 pages)
  - Project Information Table Project
  - Description (brief)
  - Evaluation Ratings Table
  - Concise summary of findings, conclusions and lessons learned
  - Recommendations summary table
2. Introduction (2-3 pages)
  - Purpose and objective of the TE
  - Scope Methodology
  - Data Collection & Analysis
  - Ethics
  - Limitations to the evaluation
  - Structure of the TE report
3. Project Description (3-5 pages)
  - Project start and duration, including milestones
  - Development context: environmental, socio - economic, institutional, and policy factors relevant to the project objective and scope
  - Problems that the project sought to address: threats and barriers targeted
  - Immediate and development objectives of the project
  - Expected results
  - Main stakeholders: summary list
  - Theory of Change
4. Findings
  - 4.1 Project Design/Formulation
    - Analysis of Results Framework: project logic and strategy, indicators
    - Assumptions and Risks
    - Lessons from other relevant projects (e.g. same focal area) incorporated into project design Planned stakeholder participation
    - Linkages between project and other interventions within the sector
  - 4.2 Project Implementation
    - Adaptive management (changes to the project design and project outputs during implementation)
    - Actual stakeholder participation and partnership arrangements
    - Project Finance and Co -finance
    - Monitoring & Evaluation: design at entry (\*), implementation (\*), and overall assessment (\*) UNDP implementation/oversight (\*) and Implementing Partner

- execution (\*), overall project implementation/execution (\*), coordination, and operational issues
- Risk Management, including Social and Environmental Standards (Safeguards)
- 4.3 Project Results and Impacts
  - Progress towards objective and expected outcomes
  - Relevance (\*)
  - Effectiveness (\*)
  - Efficiency (\*)
  - Overall outcome (\*)
  - Sustainability: financial (\*), socio -political (\*), institutional framework and governance (\*), environmental (\*), and overall likelihood (\*)
  - Country ownership
  - Gender equality and women’s empowerment
  - Cross -cutting Issues
  - GEF Additionality
  - Catalytic /Replication Effect
  - Progress to Impact
- 5. Main Findings, Conclusions, Recommendations and Lessons
  - Main Findings
  - Conclusions
  - Recommendations
  - Lessons Learned
- 6. Annexes
  - TE ToR (excluding ToR annexes)
  - TE Mission itinerary including summary of field visits
  - List of persons interviewed
  - List of documents reviewed
  - Evaluation Question Matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)
  - Questionnaire used and summary of results
  - Co -financing tables (if not included in body of report)
  - TE Rating scales
  - Signed Evaluation Consultant Agreement form
  - Signed UNEG Code of Conduct form
  - Signed TE Report Clearance form
  - Annexed in a separate file: TE Audit Trail
  - Annexed in a separate file: relevant GEF/LDCF/SCCF Core Indicators or Tracking Tools

### III. PROJECT DESCRIPTION AND BACKGROUND

#### A. Project start and duration, including milestones

46. “Transforming Effectiveness of Biodiversity Conservation in Priority Sumatran Landscapes” (PIMS 5363) is a six-year project implemented through the MoEF, Directorate of Biodiversity Conservation under the Directorate General of Natural Resources and Ecosystem Conservation (KSDAE), supported by the United Nations Development Program (UNDP). The Project started on 24 February 2016 and is scheduled for operational closure on 22 February 2022.

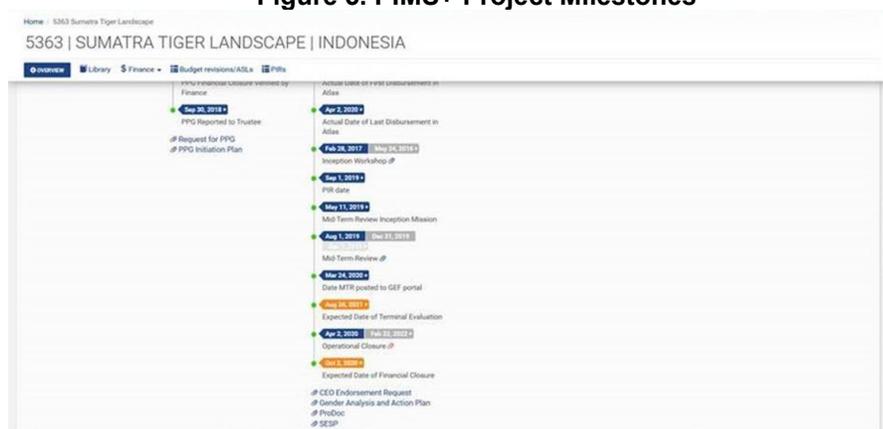
47. Per evaluation requirements, an MTR was undertaken for the Project and finalized in June 2019.

**Figure 4. Project Timeline and Key Milestones**

2011	01 Jun 2012	08 April 2014	04 Feb 2015	24 Feb 2016	28 Feb 2017	August 2019	26 Aug 2021	22 Feb 2022
Incubation of original concept under World Bank IA	Submission of PIF (project concept)	Project Approved for Project Preparation Grant	Full project approved: “CEO Endorsement”	ProDoc signed; official project start	Inception Workshop	Mid-Term Review (MTR) Completion	Terminal Evaluation (TE) commences  Six months prior to operational closure of the project	Official Project Operational Closure Date

48. The Terminal Evaluation notes there has been confusion over the operational closure date of the Project, with multiple pieces of documentation digested by the TE consultant team articulating the need for an unfunded extension. This however was due to a system error in Atlas and the UNDP Bangkok Regional Hub confirmed via screenshots and a well-documented paper trail, that the operational closure date per the Project Document, and noted in the MTR, is indeed correct.

**Figure 5. PIMS+ Project Milestones**



49. It is important to note the considerable delays in the original gestation of the Project and time it took to assemble an Inception Workshop. The Project was incubated originally by international INGOs and the World Bank in 2011, it was later endorsed by UNDP who spearheaded the further augmentation of the concept and led process to submit funding proposal to the GEF. While the Project received CEO Endorsement in February 2016, an Inception Workshop was not convened until a full year later, testament to the results realized by the Project in a more condensed and aggressive timeframe.

## **B. Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope**

### ***Country Context***

50. Sumatra is the sixth largest island in the world, characterized by the Bukit Barisan mountain range and globally significant tropical montane, sub montane, lowland, fresh water and peat swamp forests as well as mangroves and rivers.

51. Sumatra contains 335 watersheds, of which 112 are termed as being of national strategic importance and 85 span more than one province and therefore fall between the jurisdictions of different regional management authorities. The main forest types of Sumatra include lowland (0-300m asl), hill (300-800m), submontane (800-1400m), montane (>1400m) and peat swamp (0-50m) and, in part, give rise to the island's rich and varied biodiversity that is recognized through several international conventions and designations. Sumatra contains 13 Important Bird Areas, two Ramsar sites and the UNESCO World Heritage Site's Tropical Rainforest Heritage of Sumatra sites.

52. Sumatra consists of eight mainland provinces (Aceh, North Sumatra, Riau, West Sumatra, Jambi, Bengkulu, Lampung and South Sumatra) and two adjacent island cluster provinces (Riau Islands and Bangka Belitung Islands). The mainland human population was estimated at 58.55 million people according to the last census conducted in 2020, representing an average annual increase of 1.1% since 2000. The Project covers five globally significant sites and surrounding landscapes, two Ramsar sites (Berbak and Sembilang National Parks) and the UNESCO WHC Tropical Rainforest Heritage of Sumatra sites (the National Parks of Gunung Leuser, Kerinci Seblat and Bukit Barisan Selatan).

### ***Environmental and Species Context***

53. The flora of Sumatra is one of the most species-rich on earth, with 202 out of the 395 known families of seed plant and >10,000 types of vascular plant species, of which 12% are endemic. The island's fauna includes, for example, 201 mammal species and 580 bird species. This includes Southeast Asia's only migratory terrestrial mammal, the bearded pig (*Sus barbatus*), and several endemic and Critically Endangered species (such as the Sumatran ground cuckoo and Sumatran orangutan) and subspecies (such as the Sumatran tiger and Sumatran elephant).

54. The Sumatran tiger (*Panthera tigris sumatrae*) is Indonesia’s last remaining tiger subspecies with an estimated population of 400-500 adults<sup>8</sup> at the time of the Project’s design. Based on stakeholder consultations with government and INGO partners alike, it is estimated that the Sumatran tiger population currently stands at no more than 600.
55. Tigers and their habitat face many complex multidimensional and overlapping/interlinked threats, driven in part by an expanding human population and increased exploitation of natural resources particularly over the last century. Loss or fragmentation of healthy ecosystems leads to a decline in food and reproductive opportunities for tigers, as well as increased conflict with humans. This has resulted in the deterioration decimation of tiger numbers and has isolated tiger numbers in fragmented landscapes, leading to unviable populations.

### ***Institutional and Policy Factors Relevant to the Project Scope***

56. In Sumatra, as elsewhere in Indonesia, all forest is state-owned, but categorized by national and regional planning agencies and managed by a diverse group of actors. The Forestry Law ([No 41/1999](#)) divides forests into three categories based on their function: Conservation Forests, Protection Forests and Production Forests. The MoEF has established a wide-ranging protected area network system for Sumatra that covers 4.52 million ha. This includes some of Asia’s largest protected areas, such as Kerinci Seblat National Park (1.39 million ha) and Gunung Leuser National Park (1.01 million ha). Nevertheless, deforestation still occurs inside all Sumatran protected areas indicating that they are not entirely secure. From 1985 to 2009, Sumatra lost approximately half (12.8 million ha) of its entire forest estate and from 2000 to 2012 lost 1.5 million ha of primary wetland forest and 1.2 million ha of primary lowland forest. The deforestation was primarily caused by large-scale agricultural plantation expansion.
57. Across Sumatra, the principal threat to biodiversity, which is ubiquitous across Indonesia, is forest habitat loss and its associated degradation. Additional threats facing several threatened wildlife species, especially the tiger and its prey, are poaching for domestic consumption (such as sambar deer (*Rusa unicolor*) meat) and trade (such as tiger body parts), as well as retaliatory killings elicited from conflicts with villagers (such as tiger attacks on livestock or people).

#### Forest degradation

58. Across Sumatra, the principal threat to biodiversity is habitat loss and forest degradation, with clearance driven by commercial oil palm and timber plantations, followed by subsistence agriculture, while the main driver of forest degradation has been commercial logging.
59. Deforestation threatens biodiversity by reducing the integrity of and fragmenting wildlife habitats, limiting wildlife dispersal, and hastening the extinction of wide-ranging protected species and other large mammals. Once reduced in size, forests are often further degraded by agricultural expansion, new roads, settlements and other infrastructure.

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<sup>8</sup> The Project Document notes on pg. 10, this figure originates from the 1994 Sumatran Tiger Action Plan and is outdated. This estimate only considered tiger populations in seven protected areas and was therefore conservative. A more recent and reliable estimate does not exist and updating the tiger population size estimate remains a government priority. Recent assessments of Sumatran tiger status have revealed its widespread distribution, being present in 29 of 38 available forest habitat patches that cover 97% of the 144,160 km<sup>2</sup> of available expanses forest.

### Socio-economic considerations

60. Many rural populations and local communities - especially those living on the margins and in poverty - are disproportionately dependent on natural resources for their survival. These are harvested for food, firewood or raw materials and land cleared to make way for crops or livestock pasture. High numbers of people living in one area can lead to unsustainable use of these resources, degrading wildlife habitat and disrupting vital ecosystem functions. In short, day-to-day survival needs erode the natural resource base on which both tigers and humans alike depend.
61. All too often where farm and pasture land replaces natural wildlife habitat, tigers and other top predators resort to hunting domesticated livestock as an alternative food source for natural prey, leading to pre-emptive or retaliatory killing of predators that threaten their stock. As further incentive, a thriving market for tiger bones, teeth and skins can provide desperately needed cash to struggling families. This Human Wildlife Conflict, along with wildlife hunting both for international trade and local consumption is organized, widespread and increasing,
62. Recent research suggest species threats are thought to be a result of the higher levels of wealth generated from the impressive economic growth experienced across Asia. This raises important questions regarding the role that economic growth plays as a driver of exploitation and poaching on source populations of highly-prized species.<sup>9</sup> Moreover, poverty, inadequate opportunities and the poor financial benefits from national parks also increases the temptation of surrounding communities to engage in unsustainable behaviour and resource extraction of forest landscapes<sup>10</sup>.

### Overexploitation

63. Socio-economic issues and poor benefits flowing to communities also open up the door to the illegal and unsustainable exploitation of wildlife, as well as the retaliatory killings of tigers. The wildlife trade is a pressure, with an estimated fifty Sumatran tigers poached annually between 1998 and 2002. In general, weak law enforcement against the illegal trade in Sumatra threatens various taxa with local extinction. Species are either traded domestically as pets, such as orangutans, gibbons, and song birds; or internationally, such as pangolin and rhinoceros, for traditional medicine mainly in China and Vietnam. Based on recent volumes of seizures, the magnitude of this trade is staggering. In the case of the Sumatran tiger, it is poached for its body parts to supply illegal domestic and international markets. With no standardized or widespread reporting system in place, it is difficult to quantify the threat posed by human-tiger conflict and subsequent retaliatory killings of tigers.

### Invasive Alien Species

64. While Invasive Alien Species represent a potential threat to any island in Indonesia, the seriousness of the threat to agriculture, forestry and biodiversity in Sumatra is under-researched, given other more pressing threats, and is therefore poorly understood. Nevertheless, it does appear that in some cases land rehabilitation patterns are dominated by the spread of alien species rather than endemic or other local species. This may be attributed to certain alien species being faster growing and more lucrative.

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<sup>9</sup> Linkie, Matthew & Martyr, Debbie & Harihar, Abishek & Mardiah, Sofi & Hodgetts, Timothy & Risdianto, Dian & Subchaan, Moehd & Macdonald, David. (2018). Asia's economic growth and its impact on Indonesia's tigers. *Biological Conservation*. 219. 105-109. 10.1016/j.biocon.2018.01.011.

<sup>10</sup> Sambit Bhattacharyya, Budy P. Resosudarmo (2015). "Growth, Growth Accelerations, and the Poor: Lessons from Indonesia". *World Development*, Volume 66, Pages 154-165,

### Pollution

65. Pollution and habitat destruction from both industrial<sup>11</sup> and artisanal mining (such as gold, copper, nickel and iron ore) pose a threat to biodiversity, ecosystem health and human wellbeing. Incidents of illegal gold mining are reported from Batang Hari Protection Forest, West Sumatra, and Ulu Masen, Aceh. These practices involve the use of highly toxic chemicals, such as mercury, to extract gold. In turn, this contaminates the water that is used by millions of rural people for cooking, drinking and washing.

### Climate change

66. Climate change may pose a problem to the Project through unpredictable weather patterns that increase the likelihood of natural disasters and failed crop cultivation. A recent study by the World Bank Group and usage of the KNMI Climate Explorer<sup>12</sup>, suggests that significantly higher rates of warming may be experienced in Indonesia’s inland regions. For example, warming by the end of the century under some models approaches 4°C over central regions of Kalimantan and Sumatra.<sup>13</sup> Under the risks of future climate change, this would lead to increased droughts, disease outbreaks, wildfires and even social unrest in Asia. For Sumatra, drought and the use of fire to clear forest and land for agriculture would be of grave concern in particular. Still, the nature of the Project means that climate change effects are unlikely to directly impact objectives during its immediate execution.

## **C. Problems that the project sought to address: threats and barriers targeted**

67. Based on the Project Document (pp. 25-31) and the priorities noted in the 2010 NTRP, a range of barriers undermine efforts to conserve forest and biodiversity across Sumatra. These include poor governance, poor institutional coordination, insufficient resource allocation (both human and financial) and limited monitoring, together with the economic pressures associated with rural poverty and agribusiness growth, with details as follows:

- i. **Weak natural resource governance and protected area management capacity**, including:
  - a. Current enforcement of protected area borders is insufficient and ineffective in preventing encroachment;
  - b. Poaching and illegal and unsustainable wildlife trade;
  - c. Lack of a standardized and operational adaptive management system lessens protected area effectiveness;
  - d. Lack of a standardized system for monitoring and evaluating protected area management effectiveness;
  - e. Lack of a robust system for monitoring biodiversity and forests to inform resource management.

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<sup>11</sup> It is noted in the ProDoc that some 30% of Batang Gadis National Park, North Sumatra, has been approved for legal open-cast gold mining.

<sup>12</sup> The KNMI Climate Explorer is a web application to analysis climate data statistically. It collects a lot of climate data and analysis tools.

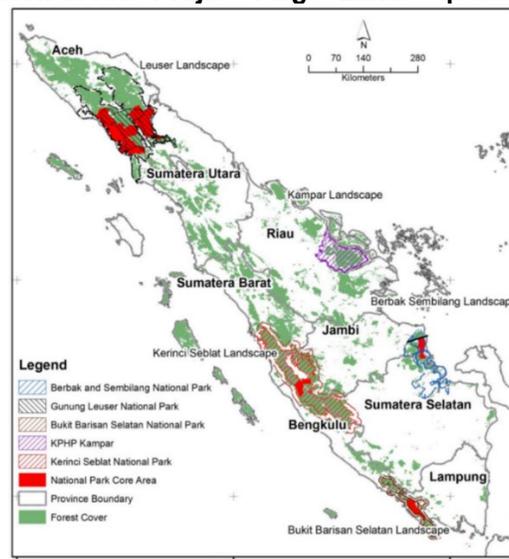
<sup>13</sup> KNMI (2019) Climate Explorer World Bank projections. URL: <https://climexp.knmi.nl/start.cgi>

- ii. **Poor institutional coordination between multiple agencies for wildlife and forest conservation**, including:
  - a. Management and enforcement of natural resource violations is hindered by the lack of coordination between relevant agencies;
  - b. Civil society participation needs to be strengthened to achieve conservation goals outside protected areas;
  - c. Improved coordination and cooperation between the relevant government agencies is needed to collectively manage human-tiger conflicts;
  - d. Development planning inadequately accounts for biodiversity conservation considerations.
- iii. **Inadequate financial resource planning and management for protected areas, including:**
  - a. Financial management at protected area level is almost completely dependent on government budget allocations to support management;
  - b. Essential ecosystem services provided by protected areas are undervalued and not considered in local development planning.

## D. Project area and key sites

68. The Project covers an area that includes some of the most important forests for biodiversity in the country and in the world, as Indonesia is widely recognized as one of 17 mega-diverse countries on earth. It concentrated efforts on the national parks of Berbak and Sembilang, Bukit Barisan Selatan, Gunung Leuser and Kerinci Seblat. Several of these national parks connect to other biodiversity-rich landscapes<sup>14, 15</sup>.

**Figure 6. Location of Five Project Target Landscapes and Respective NPs**



<sup>14</sup> Including Batang Hari Protection Forest adjoining Kerinci Seblat, and the Ulu Masen ecosystem connecting to the wider Leuser ecosystem, encircling Gunung Leuser National Park.

<sup>15</sup> Per its original design, the Project was also intended to target the Kampar-Kerumutan landscape by leveraging existing sustainable land management partnerships with FFI-APRIL on Ecosystem Restoration Concession development, but was subsequently abandoned during the Inception phase of implementation as it was felt that Kampar and Berbak-Sembilang offered similar models for achieving effective wildlife management in production areas.

69. Besides tigers, the Project landscapes also support the last viable populations of Sumatran rhinoceros (*Dicerorhinus sumatrensis*), Sumatran orangutan (*Pongo abelii*) and Sumatran elephant (*Elephas maximus sumatranus*). They provide vital ecosystem services for local communities (e.g., through water supply regulation; genetic resources with potential commercial application, such as agriculture and bioproducts; and, macro-biodiversity with high tourism amenity value), as well as for the international community through climate regulation.

**Table 6: Landscape profiles at targeted national parks**

Landscape / Site	Description / Province	Core Area	NP Area	Total Landscape Area
Berbak-Sembilang	<ul style="list-style-type: none"> <li>Berbak National Park in Jambi Province, forms part of the largest undisturbed swamp forest in southeastern Asia, and is dominated by peat swamp forest;</li> <li>Sembilang National Park in South Sumatra is dominated by swamps and peat forests;</li> <li>Both Berbak-Sembilang National Parks are Ramsar wetlands of international importance.</li> </ul>	74,890 ha	345,646 ha	821,619 ha
Bukit Barisan Selatan	<ul style="list-style-type: none"> <li>Bukit Barisan Selatan National Park is located along the Bukit Barisan mountain range and spans three provinces: Lampung, Bengkulu, and South Sumatra.</li> </ul>	87,787 ha	355,511 ha	572,360 ha
Gunung Leuser	<ul style="list-style-type: none"> <li>Gunung Leuser National Park straddles the border of North Sumatra and</li> </ul>	919,369 ha	1,094,692 ha	3,543,826 ha

**Table 6: Landscape profiles at targeted national parks**

Landscape / Site	Description / Province	Core Area	NP Area	Total Landscape Area
	Aceh provinces is one of the richest tropical rainforests in Southeast Asia.			
Kerinci Seblat	<ul style="list-style-type: none"> <li>Kerinci Seblat National Park is the largest national park on the island of Sumatra spanning four provinces: West Sumatra, Jambi, Bengkulu, and South Sumatra and is dominated by the Barisan mountains.</li> </ul>	82,718 ha	1,389,500 ha	2,579,340 ha
<b>Total</b>		<b>1,164,764 ha</b>	<b>3,185,349 ha</b>	<b>7,517,145 ha</b>

## **E. Immediate and development objectives of the project**

70. The UNDP-GEF Tiger project is intended to respond to the need for a more integrated and coordinated approach to managing PA networks at the landscape level in hopes that this will spur financial sustainability, stronger planning and more robust management effectiveness to be more responsive to the biodiversity challenges and threats facing the country.
71. The overriding assumption being that if the baseline conditions were left to continue, uncoordinated management of Sumatran landscapes would ultimately undermine national conservation goals and put increasing pressure on biodiversity and strain on financial planning. A lack of inter-agency coordination, business planning, strategy, capacity and both financial and human resources would mean that threats to biodiversity would grow unabated and exacerbate a management and financing regime dependent of few sources of budget stream and little diversification. The impacts would eventually cascade and impact global environmental benefits; principally the global status of threatened tiger species.
72. The long-term solution offered by the Project for securing Sumatra’s forests, wildlife and ecosystem services lies in consolidating a network of effectively managed and adequately funded PAs that are supported by complementary actions in the adjacent forests and with multiple stakeholders to achieve sustainably managed landscapes.
73. The Project **goal** is to contribute to the conservation and sustainable use of globally significant biodiversity in Indonesia. The **objective** is to enhance biodiversity conservation in priority landscapes in Sumatra through adoption of best management practices in protected areas and adjacent production landscapes, using tiger recovery as a key indicator of success. The most plausible way to

achieve this will be through implementing the MoEF’s NTRP because it contains many of the key elements required for protecting forests and wildlife in Sumatra. The Project is composed of three Outcomes, and each of them by a series of outputs<sup>16</sup>:

**Outcome 1: Increased effectiveness of key protected area management institutions** through training and technical assistance to increase the management capacity of the 5 target Nationals Parks (NPs). To achieve the results, the corresponding Outputs were:

- Output 1.1. Management capacity increased in target protected areas through training and technical assistance.
- Output 1.2. Enhanced management and annual work plans developed, adopted and implemented for target protected areas.
- Output 1.3. Adaptive management law enforcement tools and standards, such as SMART, are implemented in priority RBMs in target landscapes.
- Output 1.4. Management effectiveness change annually tracked through training results and METT assessments.
- Output 1.5. Updated versions of the National Tiger Recovery Plan and Sumatran Tiger Strategy and Action Plan developed and adopted.

**Outcome 2: Intersectoral coordination systems developed for priority landscapes** through developing and operationalizing landscape-level and inter-landscape partnerships between relevant agencies concerned with illegal wildlife trade; documenting and reviewing innovative forest and wildlife management interventions in target landscapes for replication and upscaling; informing management decision-making through systematic wildlife and forest monitoring using a standardized scientific survey protocol; and by enhancing the management of human-tiger conflicts in the target landscapes.

- Output 2.1. Landscape-level and inter-landscape partnerships developed and operationalized between relevant agencies concerned with illegal wildlife trade.
- Output 2.2. Innovative forest and wildlife management interventions in target landscapes documented and reviewed for replication and upscaling.
- Output 2.3. Management decision-making informed through wildlife and forest monitoring using a standardized scientific survey protocol.
- Output 2.4. Human-tiger conflicts effectively managed in five target landscapes.

**Outcome 3: Sustainable financing for biodiversity management in priority landscapes**, through conducting a financial sustainability analysis and related financial planning to improve cost-effectiveness and disbursement mechanisms for target PAs.

- Output 3.1. Financial sustainability analysis conducted to improve cost-effectiveness, disbursement mechanisms and budget resources for Unit Pelaksanaan Teknis.
- Output 3.2. Sustainable financing plans developed and implemented for selected production areas through business and biodiversity mechanisms.
- Output 3.3. Institutional framework at national level adopted to support sustainable financing scheme implementation.

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<sup>16</sup> The nomenclature of the results hierarchy in the AWP incorrectly equates Outcomes as Outputs and Outputs as Activities, with no further granularity or breakdown of activities into sub-activities as would normally be the case.

## **F. Expected results**

74. The first component of the Project is directed towards strengthening effectiveness of key protected area management institutions through training and technical assistance to increase the management capacity the 4 targeted landscapes / 5 NPs. It also aims to demonstrate and scale up existing best-practice management activities, and developing and testing innovative approaches to enforcement, threat reduction and compliance. Capacity is to be strengthened through a range of systematic capacity building activities, including habitat/biodiversity monitoring, SMART patrolling and law enforcement monitoring system. The government’s RBM system is also expected be strengthened to reduce threats of encroachment and poaching.
75. The second component of the Project aims to reduce the direct threats to tigers and prey, and enhance the use of data and standardized information and monitoring tools to support key management decision-making. It is directed towards developing intersectoral coordination systems for priority landscapes and operationalizing landscape-level and inter-landscape partnerships between relevant agencies concerned with illegal wildlife trade. It is envisaged that conditions for wildlife population viability in priority areas in the target landscapes will be dramatically improved through developing and operationalizing landscape management partnerships that will eliminate key threats. The component also seeks to create linkages with local communities by promoting incentives for community-based sustainable forest management, environmentally friendly livelihood practices, nature-based tourism and education and improved wildlife and habitat protection, as well as by enhancing the management of human-tiger wildlife conflicts.
76. The third Project component is directed towards reducing the funding gap at key PAs by operationalizing innovative financial mechanisms for biodiversity management grounded in sound financial sustainability analysis and related financial planning in order to improve cost-effectiveness and disbursement mechanisms. New sustainable financing mechanisms will be demonstrated and shared to meet long-term management needs for the five target landscapes through conducting a financial sustainability analysis and related financial planning to improve cost-effectiveness and disbursement mechanisms for target PAs.
77. Without this project, the business-as-usual approach will continue; no new net resources will be generated to support long-term management and existing needs, current resources will be depleted with limited measurable effects, adaptive management strategies will be neither developed nor implemented, and biodiversity and forests will continue to decline.

## **G. Main stakeholders**

78. The Project Document contains a detailed stakeholder analysis with stakeholders, and their roles and involvement in the Project, identified in Table 8. This assessment has been augmented and summarized in Table 13 in [Section IV B](#) (Actual Stakeholder Participation and Partnership Arrangements).

## **H. Theory of Change**

79. A theory of change (TOC) approach was not used for Project development or M&E as the UNDP-GEF Tiger project was designed prior to the TOC becoming a GEF requirement. Nor was there a

reconstructed TOC discussed or included at MTR to help reorient resource allocation towards its main impact pathways.

80. In spite of this shortcoming however, the TE consultant team believes that the absence of a TOC did not compromise the effectiveness and uniformity of results in any negative way and that clarity did exist implicitly through the Project Document’s incremental reasoning (pp. 84-87) of the investments that would deliver the greatest impact for the Project.

## IV. FINDINGS

### A. Project Design / Formulation

#### ***Analysis of Results Framework: project logic and strategy, indicators***

##### Project Logic and Strategy

81. The TE consultant team has found the overall design of the Project to be clear, coherent, well-laid out and strongly formulated, with minor shortcomings. The strategy, based on a traditional landscape model, was predicated on a recognition of the need to secure the ecological integrity of priority tiger landscapes in Sumatra, to establish the foundations for effective management at the site and landscape levels, as well as to operationalize the diversification of financial resources through the piloting of innovative financing mechanisms and operationalizing those which showed promise in the Sumatran context.
82. In doing so, the Project address the systemic and institutional issues facing biodiversity management in Indonesia. Also, by focusing on the island of Sumatra, the last remaining habitat of viable populations of tigers in Indonesia, it offers a potential tiger model for replication for the region<sup>17</sup> and a conservation model indicative of the country’s different forest types. At its core, the Project is about consolidating a network of effectively managed and adequately funded PAs that are supported by complementary actions in the adjacent forests, and with multiple stakeholders, to achieve sustainably managed landscapes.
83. The Project design is sufficiently ambitious and complex, its scope reflects an integral coverage of major systemic barriers to endangered wildlife conservation, such as an NP’s foundational building blocks of governance, capacity building, technology transfer, management effectiveness and financial sustainability. These usually require more robust financing envelopes and a longer time-horizon to address effectively, which the design did in fact take into account. The ambitiousness stems from the Project’s vast geographical area, multiple stakeholders, and NPs in different stages of consolidation.
84. The original design of the Project shows a traditional approach towards conservation, without sufficiently considering aspects related to the social and productive development of the intervention zones. It shows low visibility in linking with social aspects, sustainable livelihoods and financial sustainability. It is possible that the design has considered that these key aspects of the intervention would eventually be addressed through activities related Outcome 3. This assumption, which in the end was not fulfilled, ended up being a major weakness of the Project design, considering the levels of poverty, triggers for human tiger conflict, and the limited social structure existing in the intervention areas.
85. The Project did not have a specific gender objective, gender mainstreaming was encouraged, but it was not sufficiently reflected in the Project design as no guidelines or capacity related activities were transferred to the implementing partners. The Project design was reviewed based on the findings of the MTR, and new elements were incorporated into the Project that gave a more integral character to the intervention with greater involvement with the community. However, the implementation time was

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<sup>17</sup> The subspecies was once found across several parts of the [Greater Sunda Islands](#) within the Malay Archipelago but today, all remaining tigers are found only in Sumatra, now that tigers in Java and Bali are extinct. Therefore, a national model is only applicable to landscape conservation measures, as opposed to tiger recovery.

too short from 2019 onwards - further compromised by the COVID-19 pandemic - to ensure the necessary conditions for these initiatives to be sustainable.

86. Most importantly, the Project’s logic and core strategy calls for a systemic change in the status quo on the following two<sup>18</sup> key fronts:

- The tools, services, equipment, concepts and trainings delivered by the Project were to be internalized by the key agencies at each of the landscapes, with a conscious / formal decision to adopt them, integrate them into existing processes and procedures, and that work is to be done differently than the business-as-usual manner on a consistent basis;
- The design is cognizant that inter-agency and multi-landscape collaboration is inadequate to address transboundary and monitoring issues, which require close coordination and cooperation between multiple agencies. The long-term vision has been for the Project to nurture unprecedented collaboration and closer information sharing between government agencies and INGOs<sup>19</sup>; this was expected to be one of the enduring legacies of the Project.

87. The TE consultant team has found that the Project has been highly successful in engineering a paradigm shift with respect to the institutionalization of key tools, methodologies and training. This is supported by progress on the indicators with respect to improved capacity, reduced species threats and a decreasing trend of forest loss (see Table 17). While the Project’s institutionalization of SMART-RBM and standardized data-driven monitoring under Outcome 2 have been laudable, even exemplary, collaboration with INGOs has fallen short of expectations. The paradox is that current government policy is detached from INGO operations and value-added in the target landscapes. Stakeholder consultations have surfaced that government agencies believe there is a need for INGOs in the conservation equation. The paradox is that the initial risks flagged by the MTR on the renewal of INGO’s MoUs have resulted in a wedge being driven between the government and the INGO conservation community making deeper collaboration unlikely going forward, in spite of complimentary skill sets and INGO’s ability to diversify the strained funding base.

“ONE OF THE UNDISPUTED RESULTS HAS BEEN A HARMONIZED INFORMATION SYSTEMS (INCLUDING SMART PATROL MAPS, BEING ABLE TO VIEW TIGER AND OTHER FAUNA DENSITY, DEFORESTATION TOPOGRAPHY, ETC.) TO ENABLE MONITORING OF THE RESULTS OF PATROLS WHICH ALSO FEEDS IN TO THE PARK’S BUSINESS/STRATEGIC PLANS. REAL-TIME INFORMATION HAS CATALYZED CONSTRUCTIVE DISCUSSION AND PLANNING”

“SMART-RBM AND NATIONAL PARK INFORMATION SYSTEM HAS BEEN AN ABSOLUTE GAME CHANGER. WHILE WE DID NOT APPRECIATE THESE TOOLS IN THE BEGINNING WE DO NOW AND THEY MAKE OUR WORK MORE IMPACTFUL”

“THE PROJECT HAS PLAYED OUT MORE OR LESS IN ACCORDANCE TO THE VISION OF THE ORIGINAL DESIGN, WITH THE EXCEPTION OF PERHAPS COMMUNITY AND GENDER ASPECTS”

#### - INTERVIEWEE REFLECTIONS ON THE DESIGN AND RESULTS

88. Taken together the design is balanced in terms of combining system and site level activities; it addresses institutional capacities; in situ & ex situ conservation through active and enhanced landscape approach; and the need to close financing gaps through innovative mechanisms.

<sup>18</sup> Project Document, page 43-44.

<sup>19</sup> The Project Document and stakeholder conversations have noted that despite most of the NGOs working on similar issues, with the same main partner (national park authorities) and applying similar approaches, there has been poor collaboration and a habit of working in silos.

Indicators

<b>Objective:</b>	To enhance biodiversity conservation in priority landscapes in Sumatra through adoption of best management practices in protected areas and adjacent production landscapes, using tiger recovery as a key indicator of success
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89. The SRF was sufficiently lean, manageable and consistent, with at total 13 indicators at CEO endorsement (1 at the Objective level, 5 under Outcome 1, 4 for Outcome 2 and 3 to measure progress against Outcome 3). The MTR recommended revisions to targets for Output 1.3, and the indicators for Outcome 2.2 and Outcome 3.2. Per the management response none of these recommendations were taken on and therefore, the results hierarchy has remained consistent throughout the duration of the Project and proved to be a low monitoring / administrative burden for the Project to manage. The logical framework is also sufficiently ambitious, builds on an incremental logical sequence and comprises targets that recognize the need for global environmental benefits and to scale up and move endangered species conservation at a higher order of magnitude.
90. The SRF was built upon large experience and longstanding tradition of KSDAE, UNDP and its implementing partners. It capitalizes more than 20 years of continuous support from WCS, ZSL and FFI (and other local partner CSOs) in Sumatra, strengthening NPs and wildlife conservation.
91. Table 7 below presents a critical analysis of the project’s results framework, assessing how SMART (**S**pecific, **M**easurable, **A**chievable, **R**elevant and **T**ime-bound) the indicators and end-of-project targets are. The analysis in this table addresses the indicators in the final results framework, as reported against in the 2021 PIR and included in the 2021 AWP.

✓ Meets criterion

✗ Does not meet criterion

? Ambiguity or clarification needed

Description of Indicator	End-of-Project Target	SMART analysis				
		S	M	A	R	T
Sumatran tiger density: Increase in Sumatran tiger density* by >10% in core area in 4 target landscapes**  *Density = number of adult individual tigers/100km <sup>2</sup> (± 95% CIs)  **4 landscapes that contain 5 NPs. Kampar is not included	Landscape   Density Target Estimate (PY5)  Leuser Ecosystem: 0.57 Kerinci Seblat: 1.24 Bukit Barisan Selatan: 1.72 Berbak-Sembilang: 1.12	✗	✓	✓	✗	✓

92. At the Objective level, the Project’s overall success is indicated by an improvement in the density of the Sumatran tiger in core areas of the Project’s 4 targeted landscapes and within 5 national parks. In retrospect, and in spite of the increasing trend status noted during the MTR, using the conservation status of flagship species as an overall key goal indicator is a double-edged sword, and while it has propelled the Project forward in its understanding of multivariable monitoring techniques, it has also added significant complexity and unknowns to the results hierarchy, which is mostly out of the control of the Project, due to highly variable conditions and population dynamics impacting tiger densities.

93. The commencement of the Project’s operations also coincided with encouraging data suggesting there had been a recent rise in tiger numbers, generating significant interest from governments, NGOs, donors and the media.<sup>20</sup> Although this was encouraging and was carried over into the findings of the MTR itself, it may reflect improved calculations based on more robust and widespread site-based monitoring, rather than a real increase in the overall population size. Therefore, while the current decreasing tiger density figure as currently presented in 2021 PIR is still cause for concern, this should be carefully and comprehensively interpreted and understood. The complexity, multi-interconnectedness and the random nature and error involved in any wildlife-related works underscore the need for robust and harmonized methodologies.
94. From the perspective of “measurability” and “relevance” the above also underscores the need for methodologies to be comparable to allow for a correct interpretation. Figures should be derived by using consistent methods at all times, which are homogenous across landscapes. With the development in technology and with wider knowledge gained on tiger conservation modelling techniques, it is possible that the methods employed to derive all those figures might not be always consistent. This is compounded by the fact that estimations for each site have been conducted/led by different partners.

<b>Outcome 1</b>	Increased effectiveness of key protected area management institutions
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✓ Meets criterion

✗ Does not meet criterion

? Ambiguity or clarification needed

<b>Table 8: SMART Analysis of Outcome 1 Indicators</b>						
Description of Indicator	End-of-Project Target	SMART analysis				
		S	M	A	R	T
Capacity Development Score  Improved <sup>1</sup> institutional capacity of the 5 target protected area authorities for management as indicated by the Capacity Development Scorecard	Protected Area   Capacity Development Target Score (PY5)  Gunung Leuser NP: 83% Kerinci Seblat NP: 85% Bukit Barisan Selatan NP: 81% Berbak NP: 83% Sembilang NP: 83%	✗	✓	✓	✓	✓
SMART-RBM Threat Encounter Reports  Reduction of tiger-related threats by >10% in each of the 5 target PAs indicated by a reduction in the number of illegal activities as shown in SMART-RBM monthly patrolling reports*  *Encounter rate: average number of tiger and prey snare traps removed/100km of forest patrol	Protected Area   SMART Target (PY5)  Gunung Leuser NP: 39.0 Kerinci Seblat NP: 39.0 Bukit Barisan Selatan NP: 1.0 Berbak NP: 0.00 Sembilang NP: 0.00	✓	✓	✓	✓	✓

<sup>20</sup> Pusparini, W., Batubara, T., Surahmat, F., Ardiantono, Sugiharti, T., Muslich, M., Andayani, N. (2018). A pathway to recovery: The Critically Endangered Sumatran tiger *Panthera tigris sumatrae* in an ‘in danger’ UNESCO World Heritage Site. *Oryx*, 52(1), pp. 25-34.

<p>Law Enforcement Patrol Effort</p> <p>Increase in law enforcement patrol effort (km walked per year) by &gt;10% in each of the 5 target PAs as shown in SMART-RBM monthly patrolling reports</p>	<p>Protected Area   Forest Patrol Target (PY5)</p> <p>Gunung Leuser NP: 261 Kerinci Seblat NP: 1895 Bukit Barisan Selatan NP: 1126 Berbak NP: 511 Sembilang NP: 352</p>	✓	✓	✓	✓	✓
<p>Forest Degradation Rates</p> <p>Forest degradation* rates in core areas in 5 target protected areas reduced<sup>2</sup> to &lt;1% by end of project [baseline to be set in Project Year 1]</p> <p>*Forest degradation is defined as forest located inside a PA's core area that has completely become non-forest but retains its PA status</p>	<p>Forest degradation* rates in core areas in 5 target protected areas reduced to &lt;1% by end of project</p>	✓	✓	✗	✓	✓
<p>Management Effectiveness (METT Score)</p> <p>Improved<sup>3</sup> management effectiveness of 5 target protected areas* covering 3,185,359 ha, indicated by the increase in the METT assessment</p> <p>*Note – this only includes the legally gazetted National Parks, not the surrounding production landscapes</p>	<p>Improved management effectiveness of 5 target protected areas* covering 3,185,359 ha, indicated by the increase in the METT assessment</p>	✗	✓	✓	✓	✓

95. The following observations are made where an “x” has been noted in the SMART grid in Table 8 and the corresponding number in “<sup>superscript</sup>”. Additional observations are also made.

**1:** No specific metric or benchmark for percentage increase in capacity, the assumption being that any increase will contribute to the Outcome. The Project aims at restoring Sumatran Tiger habitat that has been converted into agricultural land and plantation.

**2:** While reduced forest loss is consistent with the Project’s aim at restoring Sumatran Tiger habitat that has been converted into agricultural land and plantation, this indicator is not attributable as the Project neither engaged in any planting to restore connectivity, nor engaged with plantation / extractive industry to curb deforestation. This was a proxy indicator.

**3:** No specific increase in METT noted.

96. Additional observations as follows:

- Overall strong coherence and clarity among the chosen indicators, all of which seem to contribute to some dimension of effectiveness, with the exception of the indicator for Output

1.4 regarding forest loss which lacks attribution;

- There are cases in which the outcomes do not have indicators, as well as cases in which the outputs are not the most appropriate. For example, Output 1.5 lacks a specific indicator, although it could be assumed that it refers to the Updated version of the National Tiger Recovery Plan and Sumatran Tiger Strategy and Action Plan developed and adopted;
- With respect to a reduction in threat encounters, factors influencing snare trap detectability for the different patrol teams can vary considerably across years and across different topography highlighting some shortcomings associated with the use of relative abundance metrics;
- Indicators that could have been disaggregated by sex were not.

<b>Outcome 2</b>	Intersectoral coordination systems are developed for priority landscapes
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✓ Meets criterion

✗ Does not meet criterion

? Ambiguity or clarification needed

**Table 9: SMART Analysis of Outcome 2 Indicators**

Description of Indicator	End-of-Project Target	SMART analysis				
		S	M	A	R	T
Number of wildlife crime cases submitted for prosecution from operations conducted at island level as a result of intersectoral collaboration increases by >25%	Annual number of cases submitted Target Score (PY5) = 9	✓	✓	✓	✓	✓
Number of Agency Staff participating in Pilot Projects	At least 25 staff of the Ministry of Forestry, Provincial/District level authorities and/or regional development planning authorities (e.g. Bappeda and Public Works) participate in the process of piloting five innovative <sup>1</sup> forest/biodiversity projects.	✓	✗	✓	✓	✓
Tiger, Prey and Forest Habitat Monitoring System	Standardised tiger, prey and forest habitat monitoring system developed and operationalized for 5 target protected areas and their surrounding landscapes.	✓	✓	✓	✓	✓
Human-Tiger Conflict Report Assessments / Responses	>95% of human-tiger conflict reports are correctly assessed and/or responded in accordance with PHKA mitigation protocol P48, by Project Year 3.	✓	✓	✓	✓	✓

97. The following observations are made where an “✗” has been noted in the SMART grid in Table 9 and the corresponding number in <sup>“superscript”</sup>. Additional observations are also made.

**1:** Insufficient guidance and clarity on what constitutes an innovative forest/biodiversity project, making measurement difficult.

98. Additional observations as follows:

- Some indicators are weak and do not reflect accurately the spirit of the outputs, such as the case

of 2.2 where innovative forest and wildlife management interventions are sought to be measured exclusively through number of staff;

- Again, regarding 2.2 there was not gender disaggregation and perhaps this is where women could have been mainstreamed since law enforcement / patrol type work elsewhere in the SRF is largely dominated by men;
- Considering the three Project components entitle a high level of public awareness, political support and adequate profiling for issues such as illegal wildlife trade as well as human-wildlife conflict, there are not specific outputs, indicators or budget addressing the need for strategic communication and advocacy.

<b>Outcome 3</b>	Sustainable financing for biodiversity management in priority landscapes
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✓ Meets criterion

✗ Does not meet criterion

? Ambiguity or clarification needed

<b>Table 10: SMART Analysis of Outcome 3 Indicators</b>						
Description of Indicator	End-of-Project Target	SMART analysis				
		S	M	A	R	T
Financing Plans	Five new financing plans in place for selected target PAs by the project end and budgets increased <sup>1</sup> by 10%.	✓	✓	✓	✗	✓
Sustainable Financing Plans for Production Areas involving PPPs	Two sustainable financing plans produced for production area/s through business and biodiversity mechanisms (PES, private sector endowment and corporate social responsibility schemes and biodiversity offsetting) involving public-private partnerships (PPPs) <sup>2</sup> .	✓	✓	✓	✗	✓
Financial Sustainability Scorecard	<p>Increase by &gt;25% for each of the three component scores in the Financial Sustainability Scorecard for the sub-system of Sumatra's protected areas*.</p> <p>Component   Financial Sustainability Scorecard score (%) Baseline (2014)</p> <ol style="list-style-type: none"> <li>1. Legal, regulatory and institutional frameworks   53%</li> <li>2. Business planning and tools for cost- effective management   30%</li> <li>3. Tools for revenue generation   44%</li> </ol> <p>*10 National Parks (Batang Gadis, Berbak, Bukit Barisan Selatan, Bukit Duabelas, Bukit Tiga Puluh, Gunung Leuser, Kerinci Seblat,</p>	✓	✓	✓	✓	✓

	Sembilang, Tesso Nilo and Way Kambas)					
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99. The following observations are made where an “x” has been noted in the SMART grid in Table 10 and the corresponding number in <sup>“superscript”</sup>. Additional observations are also made.

- 1: The relevance of this indicator is questionable as the core issue is not just increased budgets, but rather diversification away from government sources.
- 2: Lack of relevance related to the social and community issues that show tangible livelihood benefit and the enabling conditions to redirect efforts to manage landscapes and biodiversity sustainably.

100. Additional observations as follows:

- The Project missed an opportunity to reorient indicator 2.2 towards addressing sustainability schemes grounded in community-based interventions, such as SMART Patrolling, Human Wildlife Conflict or innovative sustainable livelihood practices, as recommended by the MTR. This could have also been an entry point for more substantive gender aspects and analysis of how different financing schemes could impact and benefit men and women differently.

“THE PROJECT MANAGEMENT UNIT SHOULD FORMULATE A DETAILED CHANGE IN INDICATORS IN PROPOSED OUTPUTS, ITS JUSTIFICATION AND FORMULATION REGARDING OUTPUTS’ QUALITY PARAMETERS NOT ONLY QUANTITY”

- ACTION ITEM FROM THE 2019 PROJECT BOARD MEETING

The formal MTR Management Response noted that “this recommendation will be discussed with relevant partners and if needed, the issues will be *raised in the next Project Board Meeting*”<sup>21</sup>. While there was a clear follow-up action to formulate changes in indicators proposed in the MTR, 3.2 and the corresponding targets, sadly, were not reformulated sufficiently.

101. In addition to the SMART analysis, the TE consultant team identified some gaps in the SRF, in which important project components were not captured and therefore, have low prominence in project delivery, reporting and visibility in success stories. Specifically, there are no indicators relating to the integration of conservation into land use planning and allocation decisions with good examples hatched between the UNDP-GEF Tiger project team and the MoEF<sup>22</sup>, or a cross-sectoral coordination mechanism in place at national and provincial levels, despite these being important components of Outcome 2.

“THE PROJECT’S CONTRIBUTION TO ECOCENTRIC INFRASTRUCTURE IS PERHAPS AN UNTOLD LEGACY ESSENTIAL FOR REDUCING FRAGMENTATION OF LANDSCAPES AND SAFE PASSAGE OF ANIMALS SUCH AS ELEPHANTS. I HOPE TO SEE MORE DECISION MAKING LIKE THIS IN SUMATRA AND INDONESIA”

- INTERVIEWEE REFLECTION ON HIDDEN LEGACIES OF THE PROJECT

## Risks and Assumptions

<sup>21</sup> MTR Management Response. Recommendation 26.

<sup>22</sup> Reference is made to the e-book “[Toll Road Transformation](#)” pp 118-119 regarding “The Elephant Tunnels on Sumatra Toll: Ecocentric Infrastructure”.

## Risks

102. The Project Document identified 8 project risks and associated mitigation measures. Table 11 provides an assessment by the TE consultant team of this risk analysis at project closure.

<b>Table 11: Assessment of the Risk Analysis in the Project Document</b>																																															
<b>Risk Description</b>	<b>Risk Rating (Probability / Impact)</b>	<b>Evaluation Comments</b>																																													
<p><b>Exploitation of tigers and forest products dramatically increase due to heightened international trade that puts the control of these drivers of change beyond the Project’s intervention:</b></p> <p>The illegal international trade in wildlife and forest products is a cause of major international concern at present. Poaching and related trade in tiger parts is of particular concern, as a source of quick profit to unscrupulous individuals and criminal organizations. The risk here is that international trade drives poaching to new levels beyond the resources of government authorities to control, outweighing project benefits.</p>	<p>Moderately Likely / High</p> <table border="1"> <thead> <tr> <th colspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th colspan="2"></th> <th>CRITICAL</th> <th>High</th> <th>MEDIUM</th> <th>Low</th> <th>NEGIGIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no determinable risk</td> </tr> </tbody> </table>			Impact							CRITICAL	High	MEDIUM	Low	NEGIGIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no determinable risk	<p><i>The risk was last reviewed in June 2021 prior to the PIR and assessed to be of decreasing probability because of the mitigations put in place.</i></p> <p>The TE consultant team note that this risk and associated rating were realistic. The aim was to mitigate through a systematic approach towards controlling the illegal and unsustainable taking and trading of wildlife and forest products, seeking to strengthen inter-agency and government – civil society partnerships, communications, and building capacity for more effective and efficient patrolling, enforcement and information management. Moreover, NP authorities nurtured informant networks to tackle illegal activities occurring on site.</p> <p>Also, the risk was addressed through proactive communication plan; by involving local communities and Indigenous people in project development, including a livelihood development, assistance and incentives program. Peer-to-peer educational processes were also key to the mitigation approach. Deep links and coordination forged with the UNDP-GEF Combating Illegal Wildlife Trade (CIWT) project, including through sharing of data and information, particularly within the intersecting project landscape, such as Gunung Leuser National Park.</p> <p>The TE consultant team recommends continuing to monitor this risk and integrate into ongoing risk monitoring and mitigation efforts of the UNDP-GEF CIWT project and to participate in any Focus Group Discussions to handover risk.</p>
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<p><b>Insufficient government commitment at all levels is secured to achieve the project objective:</b></p> <p>The key risk to the Project lies in obtaining sufficient commitment from all relevant sectors of government to enable the</p>	<p>Moderately Likely / High</p> <table border="1"> <thead> <tr> <th colspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th colspan="2"></th> <th>CRITICAL</th> <th>High</th> <th>MEDIUM</th> <th>Low</th> <th>NEGIGIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no determinable risk</td> </tr> </tbody> </table>			Impact							CRITICAL	High	MEDIUM	Low	NEGIGIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no determinable risk	<p><i>The risk was last reviewed in June 2021 prior to the PIR and assessed to be of decreasing probability because of the mitigations put in place. Assigned “P1” status going forward.</i></p> <p>The risk and rating were realistic. Key mitigation measures were the</p>
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<p>fundamental changes in management and coordination that the Project is targeting. In particular, divisions exist between national and regional levels of government. Thus, there is a risk of reorientation of economic development priorities and policies leading to changes in land use plans to the detriment of the PA system. For example, continued pressures exist for road development within and around NPs threatening habitat integrity and facilitating encroachment and poaching. A further issue under this risk is that a lack of suitable ranger candidates and technical support staff could result in ineffective patrolling and incomplete adaptive management systems. PA institutions may also be unwilling to tackle illegal forest conversion and lack the capacity and resources to do so.</p>		<p>establishment of the Project Board, appointment of a National Project Director from within KSDAE, working groups and implementation mechanisms at the landscape level. These measures are appropriate, although they are mostly aimed at senior levels of agencies and parallel measures at less-senior levels may have been appropriate.</p> <p>Through project intervention, government commitment to support project objective has been showcased by improved management plan on site level (National Park), with budget earmarked for habitat protection activities. Nationally, budget for conservation activities has been increased as well under Outcome 3.</p> <p>The TE consultant team recommends continuing to monitoring risk and ensure there are sufficient mechanisms for commitment from sub-national government may need continuous effort and nurturing to be sustained post-project – given the political dynamics at local level, amongst other factors.</p>																																													
<p><b>Lack of commitment to environmental protection and biodiversity conservation from non-focal government agency stakeholders:</b></p> <p>The lack of widespread engagement of provincial and district governments, especially in sustainably managing forests outside PAs is an issue for conservation. Weak commitment from agencies for which biodiversity conservation is not a priority could constrain the achievement of Outcome 2. Further to this, certain agencies such as Public Works Agency (responsible for infrastructure including road development) can have a substantial and detrimental impact if biodiversity concerns are not adequately addressed through SEA and EIA procedures, and if the necessary budget is not provided for proper assessment and mitigation actions, posing a significant risk to the integrity of PAs and unprotected forest landscapes. Similarly, law enforcement personnel and agencies may not</p>	<p>Moderately Likely / Medium</p> <table border="1" data-bbox="570 1115 1003 1241"> <thead> <tr> <th colspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th colspan="2"></th> <th>CRITICAL</th> <th>HIGH</th> <th>MEDIUM</th> <th>LOW</th> <th>NEGLECTIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no discernible risk</td> </tr> </tbody> </table>			Impact							CRITICAL	HIGH	MEDIUM	LOW	NEGLECTIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no discernible risk	<p><i>The risk was last reviewed in June 2020 prior to that year’s PIR and assessed to be closed and no longer warranting monitoring.</i></p> <p>The TE consultant team is in agreement on the closure of this risk based on the progress made at the institutional level and systemic changes that have been realized, especially in the context of mainstreaming conservation / landscape connectivity issues in development planning.</p>
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support inter-agency collaborations and lack interest in the project objectives.																																															
<p><b>Lack of support from industrial sector stakeholders:</b></p> <p>Conserving wildlife is not a priority for plantation and forestry companies. Consequently, Sumatra continues to lose significant tracts of lowland forest each year, overwhelmingly due to conversion to plantation crops. Forest conversion occurs in landscapes adjacent to existing PAs, representing an external threat to the integrity of the forest ecosystems and wildlife populations supported by the PAs.</p>	<p>Moderately Likely / Medium to High</p> <table border="1" data-bbox="570 457 1008 583"> <thead> <tr> <th colspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th colspan="2"></th> <th>CRITICAL</th> <th>High</th> <th>MEDIUM</th> <th>Low</th> <th>NEGIGIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no discernible risk</td> </tr> </tbody> </table>			Impact							CRITICAL	High	MEDIUM	Low	NEGIGIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no discernible risk	<p><i>The risk was last reviewed in June 2021 prior to the PIR and downgraded to “P1” status in 2020.</i></p> <p>The TE consultant team believes, while there is no need to actively monitor this risk going forward as it is beyond the control of the Project at this juncture, the partnerships with industry through NGOs should also include local government counterparts from the environment department to ensure that Environment Impact Assessments and Social Impact Assessments are undertaken as part of the conversion process.</p> <p>Also, continuing risks post project may need to be accepted, due to the economic clout of this sector and strain on budgets due to the pandemic.</p>
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<p><b>Lack of conservation funding for biodiversity-rich habitats outside protected areas:</b></p> <p>The limited and inefficiently-used national budgets for biodiversity conservation are primarily allocated to protected areas, with the consequence that unprotected forest areas are side-lined, even though their biodiversity conservation value is increasing as Sumatra’s forest area continues to diminish rapidly. Changes in external donor priorities result in reduced support to Indonesia and the forestry sector.</p>	<p>Moderately Likely / Medium to High</p> <table border="1" data-bbox="570 1003 1008 1129"> <thead> <tr> <th colspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th colspan="2"></th> <th>CRITICAL</th> <th>High</th> <th>MEDIUM</th> <th>Low</th> <th>NEGIGIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no discernible risk</td> </tr> </tbody> </table>			Impact							CRITICAL	High	MEDIUM	Low	NEGIGIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no discernible risk	<p><i>The risk was last reviewed in June 2021 prior to the PIR and assessed to be of decreasing probability.</i></p> <p>Mitigation of this risk was managed through the Project’s innovation through the village forest, there has been growing interest and attention given to the area outside protected areas, inter alia through the OECM (Other Effective Area-Based Conservation Measures) approach – which in Indonesia is translated into Kawasan Ekosistem Esensial (KEE). Currently an initiative under GEF-7 is underway awaiting for fully approval (CONSERVE Project), which will specifically address important conservation area beyond the designated protected areas.</p> <p>The TE consultant team believes this risk should not be decreasing but upgraded to high probability and high impact.</p>
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<p><b>Uncertainty in REDD+ development:</b></p> <p>One of the most promising prospects for alternative funding under Component 3 currently lies with the development of REDD+. There are two risks associated with this. Firstly, compliance markets might not materialize if no agreement is reached to replace the</p>	<p>Likely / Medium</p> <table border="1" data-bbox="570 1633 1008 1759"> <thead> <tr> <th colspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th colspan="2"></th> <th>CRITICAL</th> <th>High</th> <th>MEDIUM</th> <th>Low</th> <th>NEGIGIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no discernible risk</td> </tr> </tbody> </table>			Impact							CRITICAL	High	MEDIUM	Low	NEGIGIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no discernible risk	<p><i>The risk was last reviewed in June 2021 prior to the PIR and no change was made to the overall risk profile.</i></p> <p>The combined impact rating of ‘Medium’ for this risk is questioned, given that the sustainability of project outcomes and therefore the overall success and efficiency of the Project are dependent on mechanisms and revenues being in place at project close that were not in</p>
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<p>Kyoto Protocol, severely restricting both the price and demand for carbon credits and thus the potential for indirectly providing biodiversity financing. Secondly, there is a risk that voluntary markets for REDD+ will not develop to a sufficient stage to allow financially viable projects to occur. Of particular concern is the lack of progress on legislation and guidelines concerning REDD+ in Indonesia at present. However, with the signing of a Letter of Intent in 2010, and an estimated US\$1billion being committed by the Government of Norway to incentivize the Government of Indonesia to develop and implement a best-practice national REDD+ strategy, the outlook is improving.</p>		<p>place at commencement, as well as long-term continuity of intact forests for species movement, with climate change being a corollary benefit.</p> <p>The mitigation measures described in the Project document hinged on a US \$1billion being committed by the Government of Norway, formalized through a <a href="#">Letter of Intent</a> in 2010, to incentivize the Government of Indonesia to develop and implement a best-practice national REDD+ strategy, which was terminated in Q3 of 2021.</p> <p>The TE consultant team recommends the Project cease to monitor or action any further mitigation measures under this risk as there has not been significant progress with regard to REDD+ national governance in Indonesia, nor meaningful disbursements under the Indonesian Environment Fund. Reassuringly, and based on the data under Outcome 1, deforestation rates are at the lowest rates in 20 years. The main concern from a REDD+ perspective ought to be from the draining of peatlands and the increasing incidence of large-scale forest fires.</p>																																											
<p><b>Failure to learn from previous experiences of biodiversity conservation in Sumatra that were not successful:</b></p> <p>The Kerinci Seblat-Integrated Conservation and Development Project (ICDP) exemplifies the problems associated with project implementation for a large-sized donor-funded project if poor inter-agency coordination exists. Secondly, a key lesson learned from the Aceh Forest and Environment Project was that simply sending reports on illegal logging to the law enforcement agencies does not illicit a response, but proactively engaging with these agencies (i.e. building their capacity to respond and linking them within a wider stakeholder network) is needed achieve progress.</p>	<p>Moderately Likely / Medium</p> <table border="1" data-bbox="570 1199 1003 1325"> <thead> <tr> <th colspan="2" rowspan="2"></th> <th colspan="5">Impact</th> </tr> <tr> <th>CRITICAL</th> <th>High</th> <th>MEDIUM</th> <th>Low</th> <th>NEGIGIBLE</th> </tr> </thead> <tbody> <tr> <th rowspan="5">Likelihood</th> <th>CERTAIN / IMMINENT</th> <td>Critical</td> <td>Critical</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>VERY LIKELY</th> <td>Critical</td> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> </tr> <tr> <th>LIKELY</th> <td>High</td> <td>High</td> <td>Medium</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>MODERATELY LIKELY</th> <td>Medium</td> <td>Medium</td> <td>Low</td> <td>Low</td> <td>Negligible</td> </tr> <tr> <th>UNLIKELY</th> <td>Low</td> <td>Low</td> <td>Negligible</td> <td>Negligible</td> <td>Considered to pose no discernable risk.</td> </tr> </tbody> </table>			Impact					CRITICAL	High	MEDIUM	Low	NEGIGIBLE	Likelihood	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low	VERY LIKELY	Critical	High	High	Medium	Low	LIKELY	High	High	Medium	Low	Negligible	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no discernable risk.	<p><i>The risk was last reviewed in June 2020 prior to that year's PIR and assessed to be closed and no longer warranting monitoring.</i></p> <p>The TE consultant team is in agreement on the closure of this risk based on the prolific communications work undertaken by the Project and the lessons integrated into best practice guidance and case studies.</p>
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<p><b>Climate change may undermine the conservation objectives of the Project:</b></p>	<p>Moderately Likely / Low</p>	<p><i>The risk's overall profile was upgraded to "Medium" in June 2020 (P = 3) and last reviewed in June 2021 prior to the PIR. No further changes were made to the</i></p>																																											

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Climate change is forecast to result in increased temperatures, increased rainfall, increased frequency of storms and droughts, and sea level rise. Such changes may impact the PA system through, for example, increased incidence of fires during El Nino induced droughts, saltwater intrusion in low-lying coastal forests as well as direct impacts of temperature changes on sensitive habitats and species.		Impact					<p><i>overall risk profile.</i></p> <p>The Project notes that climate change has been worsening, with more unpredictable natural disaster occasions, exacerbated by human’s intervention. To mitigate, the Project has supported the NP Authority to undertake series of forest restoration activities (i.e.: building nurseries) to mitigate the climate change impact to the Project’s objectives and to the habitat in general. These activities however, are small scale and need to be addressed at the systemic level by initiatives under climate change pledges.</p> <p>The TE consultant team recommends a shift in focus to encourage nature-based solutions and find ways to consolidate and sustain livelihood activities towards adaptation to climate change.</p>
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		Likelihood					
		Considered to pose no discernible risk					

103. A 9th project risk has been monitored by the Project since 2020 related to the disruption caused by the COVID-19 pandemic. After 18-months since the start of the pandemic, the Project and its partners are no longer reactive and have been able to adapt with the new arrangement of managing activities successfully, with adjustment to and innovative ways of implementing activities and overseeing tasks. While the latest Omicron variant is a sober reminder that situations can change quickly, the Project has shown its progressive capabilities to adapt and respond to challenges at national and local levels.
104. Considering the scope of the Project, risks and assumptions should better reflect the absorption capacity of implementing partners and NPs, not all were in the same consolidation stage and therefore specific targets and approaches did not consider the pre-existing gaps and overall managerial context. Among other risks, relative high rotation of both PMU and NP staff and authorities proved to be determinant to ensure the Project’s success in almost all areas, and while the Project responded adequately it was caught off-guard. Therefore, business continuity needs to be factored into risk management.

### Assumptions

105. The SRF in the Project Document (Section II, page 113) included assumptions for the project objective and for the three outcomes. Table 12 provides observations from the TE evaluation team regarding these assumptions.

<b>Table 12: Assessment of the SRF Assumptions in the Project Document</b>	
<b>Assumption</b>	<b>Evaluation Comments</b>
<p><b>Project Objective:</b></p> <p>1. Poaching and habitat loss are the primary threats to tigers and their prey, and the Project’s design</p>	<p>This assumption was well articulated and justified given the barriers to be lifted and the expectation that the three-pronged set of intervention to be</p>

**Table 12: Assessment of the SRF Assumptions in the Project Document**

Assumption	Evaluation Comments
<p>enables their reduction and results in a tiger population increase.</p>	<p>implemented by the Project would ultimately increase tiger densities. The understanding of the parameters impacting tiger populations has naturally evolved through the Project’s implementation.</p>
<p><b>Outcome 1</b></p> <p>2. The Ministry of Environment and Forestry continues to be committed to improved capacity of the PA institution through deploying a sufficient number of competent staff and having the budget to do so.</p> <p>3. Ranger candidates are selected based on merit (past record), ability and motivation and sufficiently resourced and supported to perform their duties.</p> <p>4. PA regulations do not change and enable enforcement of borders from encroachment, whilst forest ranger teams are well-trained and able to address this threat.</p> <p>5. The Ministry of Environment and Forestry continues to be committed to improved management of the PA system despite competing demands for land and resources.</p>	<p>This assumption was justified given the major role that the MoEF had in project development. However, this assumption underlies sustainability risks around whether the elevated level of resources would continue to be allocated after the Project.</p> <p>Addressing assumptions 3 and 4 in tandem, these read more like barriers but also captures gender biases and disparities which have been surfaced by the TE consultant team in stakeholder consultations. The assumption should have also internalized the need for stability within PA staff ranks and the need for incentivizing rangers. Equipping them with training and tools has been a strong motivational factor.</p> <p>This assumption was well articulated and justified given the major role that the Government had in project development and is ever more pertinent in light of the pandemic and the pressures placed on financial resources, as well as the temptation to prioritize economic development over conservation priorities which still persist.</p>
<p><b>Outcome 2</b></p> <p>6. High willingness between different agencies to cooperate at national and landscape levels; prosecutors are well-trained and competent; judiciary understands the importance of illegal wildlife trade and pertaining laws; an increased number of arrests and prosecutions is a sufficient deterrent for lowering poaching.</p> <p>7. High levels of interest amongst different agencies and perception that interventions are a useful alternative for management outside PAs.</p> <p>8. Trained personnel stay actively involved in conducting surveys and correctly follow protocol.</p>	<p>The Project was fairly effective at fostering cooperation within the landscape and progress on prosecution rates are indicative of this. The Project was not as effective in deterring poaching based on observations made during the TE team leader’s review of the CIWT project. The Project also could not have foreseen the drop in poaching due to the COVID-19 pandemic.</p> <p>This assumption was very generic and has not fully captured the spirit of collaboration and paradigm shift for closer cooperation between government agencies and INGOs central in the Project Document. A stronger assumption would have been ongoing incremental collaborations and strengthening of relationships during and post-project.</p> <p>This assumption could have captured incentives to stay involved as noted above.</p>

**Table 12: Assessment of the SRF Assumptions in the Project Document**

Assumption	Evaluation Comments
9. Conflict mitigation teams are adequately trained and resourced and therefore able to correctly perform core duties.	This assumption was rather simplistic and does not fully capture the triggers and lure of HTC for local communities and the need to build trust through the Project’s activities working with villages.
<b>Outcome 3</b>	
10. Sufficient financing opportunities exist and donors are willing to consider modifications for their criteria so that it better aligns with project objectives.	Though justified, this assumption is a moot point given the Government’s position on international donors and priorities of INGOs.

**Lessons from other relevant projects (e.g. same focal area) incorporated into project design**

106. The Project design builds upon the large experience and longstanding traditions of the Ministry of the Environment, UNDP and its implementing partners. It capitalizes at least more than 20 years of continuous support from WCS, ZSL and FFI in Sumatra, strengthening NPs and wildlife conservation. For example:

- The MoEF has held an MoU with WCS since 1997 which enabled WCS to begin its work on Sumatran tiger conservation in Bukit Barisan Selatan National Park. The partnership was expanded in 2007 to include collaborations in the Gunung Leuser National Park on time-series population monitoring on tiger and their prey, the establishment of human-tiger conflict mitigation units and anti-tiger poaching and trafficking units, and also engaging with local communities;
- The MoEF has held an MoU with FFI since 1996 to initially set up a camera trapping programme in Kerinci Seblat National Park and subsequently evolved to establish Tiger Protection and Conservation Units for the NP. BKSDA and FFI have also been working in Aceh Province since 1998 to build the capacity of forest-edge communities and government (provincial and district) partners to jointly resolve human-wildlife conflicts and threats to wildlife;
- The MoEF held an MoU with ZSL since 2011 to enable collaborative efforts within Berbak National Park that include sustainable financing and biodiversity conservation, with the Sumatran tiger as the focal species. This included scientific tiger and prey species population surveys and establishing and coordinating the National Park’s first wildlife conflict and crime unit. Activities expanded to encompass Sembilang National Park where interventions focused on assessing tiger, prey and threat status and using this information to develop and implement appropriate protection measures through the establishment of an enforcement team. Unfortunately, a combination of decreased funding streams and revenue inconsistencies from Zoo operations due to COVID-19 have forced ZSL to suspend its operations as a result of insufficient bridge funding to keep staff and/or sustain supporting programs within the landscapes.

107. Individually, FFI, WCS and ZSL have robust international programmes and are accustomed to partnering at various levels of government (national, provincial and district) to support innovative sustainable financing projects. This Project has been acknowledged as a logical consequence of the need to scale up and move endangered species conservation one step further.

108. In many respects however, the Project is considered “greenfield”. At the time of its design, it was one of the few GEF projects worldwide focused exclusively on endangered species, therefore it attracted international interest and high expectations, as it is seen as an opportunity to highlight endangered species conservation within future GEF portfolio. Together, with the UNDP-GEF Improving Connectivity in the Central Forest Spine in Malaysia (PIMS # 4732), both projects were instrumental to the development of and were precursors to the incubation of the [World Bank’s Global Wildlife Program](#)<sup>23</sup>.

### ***Planned stakeholder participation***

109. The Project Document listed the ‘Preliminary list of key stakeholders of the Project for government, private sector, NGOs and communities’ for each of the identified stakeholders in Table 15 (pp. 187-189), which was further augmented in each of the landscape reports in Annex 1, containing specific roles and responsibilities for each of the targeted landscapes (with the exception of the Kampar landscape). This was to be operationalized through a stakeholder engagement for each Component and Output. Please see Table 13 in the TE report for an assessment of the actual stakeholders in Section IV B (Actual Stakeholder Participation and Partnership Arrangements).

110. The stakeholder involvement plan in the Project Document was detailed, involving a wide range of organizations, including government agencies and their respective and provincial offices; local governments; private sector groups; community-based organizations; and academia and other research institutions. The plan was largely focused on government agencies and CSOs and was comprehensive in that aspect. However, local community groups, villages and individuals received little attention in the plan, which meant that the important roles of these stakeholders received less focus, however, this was allayed through UNDP’s ESSP process at the time to ensure full consultation and involvement during the inception phase.

111. The stakeholder involvement plan stated that ‘the project will ensure that key stakeholders are involved early and throughout project execution’. Most of the stakeholders consulted as part of the TE were associated with the Project from the earliest stages, as evidenced in the project identification form (PIF), ProDoc and description of the Inception Workshop<sup>24</sup> in the 2017 PIR. These have formed the core of implementation partners and their interest has been confirmed and maintained throughout project formulation and implementation.

“THERE TURNED OUT TO BE FEW, IF ANY, CHANGES TO THE PROJECT DURING THE INCEPTION PHASE. THIS WAS DUE TO THE EXTENSIVE CONSULTATION DURING THE DESIGN PHASE. MANY OF THE CURRENT PARTNERS WERE INVOLVED AND IT HELPED THAT THERE WAS CONTINUITY IN STAKEHOLDERS AND INSTITUTIONAL MEMORY. TIGER CONSERVATION IS LIKE A FAMILY”

- INTERVIEWEE REFLECTION ON THE VALUE OF STAKEHOLDER OWNERSHIP

### ***Linkages between project and other interventions within the sector***

<sup>23</sup> The GWP is a World Bank-led, GEF-funded global partnership that promotes wildlife conservation and sustainable development by combatting illicit trafficking in wildlife. Phase II of the Global Wildlife Program (GWP) was approved by the Global Environment Facility (GEF) Council in June 2019. The \$82 million grant (Phase II) builds on a \$131 million grant from Phase I, 2015, allowing the GWP to curb illegal wildlife trade and promote wildlife-based economies in 37 projects across 32 countries in Africa, Asia and Latin America. By approaching the poaching crisis holistically through various country projects and a broader global project, it seeks to reduce both the supply and demand that drives the illegal wildlife trade and protect species and habitats through integrated landscape planning.

<sup>24</sup> Inception Workshop Report not included in the initial Information Package assembled for the TE consultant team.

112. Per the Project Document, the UNDP-GEF Tiger project was designed to learn from, to dovetail off, and link up with the following initiatives:

**GEF-5:**

- UNDP-GEF “*National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan*”. Status: closed.
- UNDP-GEF “*Enhancing the Protected Area System in Sulawesi for Biodiversity Conservation (E-PASS)*”. Status: closed.
- UNDP-GEF “*Strengthening Forest and Ecosystem Connectivity in RIMBA Landscape of Central Sumatra through Investing in Natural Capital, Biodiversity Conservation, and Land-based Emission Reductions (RIMBA project)*”. Status: Project Approved for Implementation.
- UNDP-GEF “*Sustainable Management of Peatland Ecosystems in Indonesia (SMPEI)*”. Status: Project Approved for Implementation.

**GEF-6:**

- UNDP-GEF “*Combatting Illegal and Unsustainable Trade in Endangered Species in Indonesia*”. Status: Project Approved for Implementation - ongoing (post-MTR).

**Others:**

- [BIOFIN](#);
- UN-REDD, National REDD+ Strategy;
- UNESCO-WHS, Rapid Response Facility (RRF).

113. The Project Document did not specifically contain lessons from these projects; rather, it proposed mechanisms for collaboration between projects. This comprised a Technical Working Group of experts on biodiversity conservation, including representatives from the above projects, and regular meetings between the projects to ‘leverage synergies’. The evaluation team is not aware of this Technical Working Group being established or such regular meetings being held.

### ***Gender Responsiveness of Project Design***

114. The Project Document’s approach to gender and women’s empowerment was in accordance with UNDP’s prevailing [Eight-Point Agenda](#) at the time of design. The key areas of gender consideration in the ProDoc that were to be included in the Project’s implementation:

- Guidelines developed for the engagement of women in forest conservation on the basis of and reflecting i) the roles women play in forest use and its management; ii) the level of participation of women in project activities to date, factors which influence their participation and strategies which have increased their participation; and, iii) the potential for women to be positively engaged;
- Project staff who will be responsible for community engagement and facilitation will be trained (including ongoing refresher training) to ensure that gender issues are addressed and that women are involved in group discussions and in group decision-making;
- Ensure that women are involved in group discussion activities, given opportunities to voice their opinions and to be proactively encouraged to do so;
- The Project was to keep track of who is participating in its activities and who is receiving benefits from it, a monitoring and evaluation system will be constructed and implemented that includes, as one of the indicators, recording gender information.

115. Consideration of gender in project design was limited. No gender analysis or gender action plan were provided at design phase (noting that they were not required at the time of development), and the Project document did not include specific measures for advancing gender equality and women’s empowerment. There was no UNDP Gender Marker rating applied, although this system was not in place at project design.

*“DISAGGREGATED GENDER DATA FOR IN-DEPTH ANALYSIS IS ALSO NOT AVAILABLE. THEREFORE, IT IS DIFFICULT TO CAPTURE THE EXTENT TO WHICH GENDER INVOLVEMENT IN THIS PROJECT HAS BEEN CARRIED OUT”*

116. No indicators in the results framework were disaggregated by gender, nor were there linkages to clear actions that would advance gender equality or women’s empowerment. This shows deficiencies in project development. Overall, the gender responsiveness of the project document was low and the Project would have benefited from a gender analysis and the input of appropriate gender expertise. There was no national gender policy or strategy with which the Project could align and no specific policy on gender and protected area management and biodiversity conservation.

*“A GENDER APPROACH IS IMPORTANT FROM THE START. PROGRAM PLANNING, ALONG WITH UNDERSTANDING AND KNOWLEDGE TRAINING WHICH MUST BE CARRIED OUT SEPARATELY FROM THE MANAGEMENT OF OTHER PROGRAMS/ACTIVITIES”*

*“A GENDER-RESPONSIVE BUDGET IS ALSO NEEDED TO ENSURE THAT GENDER MAINSTREAMING EFFORTS CAN IMPROVE BOTH THE QUANTITY OF ACCESS AND CONTROL AS WELL AS THE QUALITY OF KNOWLEDGE AND UNDERSTANDING”*

- STATEMENTS FROM [GENDER TECHNICAL STUDY](#) DONE IN 2018

## **Communications**

117. The Project has been quite prolific in terms of communications and external awareness raising. The Project has been extraordinarily successful in getting key messages across both at the national and local level. This is thanks for the capacity and skills of the communications officer rather than inherent to the UNDP-GEF Tiger project’s design. In retrospect communications and knowledge management could have, or should have been an Outcome on its own. The Project was designed without a substantive communications component which to the TE consultant team is a significant gap given the excellent work that was achieved by drawing down budget from out other Outputs.

*“THE PROJECT SHOULD HAVE BEEN DESIGNED WITH A STRONGER FOCUS ON KNOWLEDGE MANAGEMENT & AWARENESS”*

*“THERE NEEDS TO BE INDICATORS TO MEASURE COMMUNICATION ACTIVITIES AND AN EXPLICIT BUDGET FOR KM AND COMMUNICATIONS IN THESE TYPES OF TRANSFORMATIONAL PROJECTS”*

- INTERVIEWEE REFLECTIONS ON THE VALUE OF COMMUNICATIONS

## **B. Project Implementation**

### ***Adaptive management***

#### Traditional Measures of Adaptive Management

118. High technical quality is evident in the intervention, both in the core project team at the national level, and more so at the PIUs within the landscapes, which also includes the implementation partners. First and foremost, this underscores the commitment, willingness and ability to generate trust in partners, beneficiaries and the underlying landscape approach being promoted by the Project. Overall, the formula applied for the constitution and conformation of the team was successful since it combined experienced technical profiles to meet the different areas of the Project, mobilized partners and beneficiaries towards the fulfilment of the Objectives, committed to capacity building, and augmented through the experience in the execution with stakeholders in the 4 landscapes.
119. There was solid adaptive management in some aspects, for example by UNDP providing direct execution support and caretaker management functions to manage bottlenecks and disruption caused by turnover, as well as relying on PIUs to monitor progress when field visits became impossible.
120. With respect to the Strategic Results Framework and core design, the Project “stayed the course”, in spite of recommendations by the MTR to amend three indicators and/or targets. As such the original Project Objective and the three Outcomes remained unchanged throughout the entire implementation, including during the inception phase where, again, no changes were made during or following the Inception Workshop. While this might be an opening for criticism, it is also testament to the tenacity of the tiger conservation community within Indonesia, with many thought leaders among government and INGO personnel alike, who have nurtured the Project since its initial design, some even having been engaged since 2011. Through carefully calibrated consultation, stakeholders have unwaveringly bought into its strategy and performance metrics.
121. The ProDoc was supposed to support the development of METT Toolkit and the establishment of a METT Working group. However, due to the delay in the Project implementation and considering the urgency of this output for the government, the activities were ultimately carried out by using MoEF’s own resources. The tool now has been implemented and widely recognized as one of Indonesia’s crowning achievements in protected area management.
122. The Project also demonstrated flexibility to attend emerging priorities and trends on a case-by-case approach, such as the case of including elephants in human–wildlife conflict management in Bukit Barisan Selatan National Park. Each NP has a different reality and received a customized approach; implementing partners respond on a case-by-case basis which is proving to be a cost-effective implementation arrangement.
123. Despite the barrier posed by the significant delays and drawn-out negotiations of MoUs between the Project IP and the INGO partners, they were able to adapt and

“THE TIGER HABITAT IN BERBAK SEMBILANG IS PART PEAT SWAMP AND PART FOREST AND HENCE FOREST MANAGEMENT IS NOT THE ONLY EXPERTISE REQUIRED AND RELEVANT TO BE SUCCESSFUL. WE HAD TO ADAPT”

“CRITICAL TO INCREASE BUFFER ZONE HABITAT TO ALLOW FOR POPULATION MOBILITY AND DISBURSEMENT”

- INTERVIEWEE REFLECTIONS ON ADAPTATION NEEDED IN TIGER HABITATS

should be lauded for the commendable work in spite of tenuous political circumstances. Based on the context, partners follow a differentiated approach, in Berbak Sembilang landscape the Project invests in strengthening NP staff while in Kerinci Seblat the strategy consists of community rangers complementing NPs patrolling efforts by targeting the perimeter. In Berbak and Sembilang National Parks, the area is dominated with peatland and swamp forest ecosystem, many of the patrol efforts are conducted by boat and not on foot, the measurement unit should be adjusted to better reflect the protection effort conducted in this area. In all landscapes, staff rotation affects continuation of activities such as Smart Patrolling and RBM.

124. Finally, Outcome 3 shifted its original strategy early on in implementation that was initially more oriented towards site based financial planning to subsequently concentrating on identification and assessment of national sustainable finance mechanisms. The number of financial plans were reduced from 5 to 3 and only one sustainable finance mechanism was implemented, due to time constrains and implementation capacity.
125. Another solid example of the Project’s adaptive management is, as mentioned herein, that during the design there were sub-optimal socio-economic intervention and supporting indicators linking the local communities to the broader objectives of the Project, especially from a livelihood and sustainable financing perspective. Adjustments were made along the way allowing these issues to be addressed. Following the MTR, it is notable that the Project dedicated a lot more focus to nurturing community livelihoods and marginally improving work on gender empowerment. The result has translated into high levels of consciousness, appropriation, education and environmental awareness.

#### COVID-19 Response Measures and Implications

126. The Project showed a high capacity for adaptive management, demonstrated flexibility in strategies to meet emerging demands and adapt the intervention to opportunities and challenges, among which the COVID-19 pandemic was most pervasive. This finding is based on review of reporting documentation and stakeholder consultations, which allowed the TE consultant team to identify that, in many cases, management responses in decision making proved to be relevant and timely. Likewise, a key factor was the time and energy that the Project invested in working on collateral and emerging issues that was essential to moving towards the achievement of results.

*“AFTER ONE YEAR SINCE THE PANDEMIC, THE PROJECT AND ITS PARTNERS HAVE ADAPTED TO THE NEW ARRANGEMENT OF MANAGING THE PROJECT, WITH ADJUSTMENTS AND INNOVATION IN VARIOUS ASPECTS OF PROJECT MANAGEMENT, WHILE ENSURING PROGRESS TOWARDS KEY DELIVERABLES”*

*“WE HAD TO ADJUST TO COVID BY HAVING FEWER PATROLS BUT WERE IN THE FIELD LONGER ON AVERAGE FOR EACH OF THEM”*

**- 2021 PIR AND INTERVIEWEE REFLECTION**

127. The COVID-19 pandemic also resulted in a national budget reallocation within all line ministries, including the MoEF, to support the national efforts and response priorities. This affected many of the field activities, most of which were patrols. As a result, patrol frequency and coverage will be reduced. The situation is worsened by the closing of the border between province/districts, which makes patrol activity becomes inefficient, and allow poachers and other illegal activities to be pursued undeterred.
128. It also changed the way the Project conducted its activities, reducing physical contacts that in some cases hindered the effectiveness to coordinate to perform the project’s relevant outputs. Other activities requiring face-to-face interaction, (including but not limited to: training, meetings, community

engagement) were initially suspended due to blanket mobility restrictions during periods of COVID-19 emergency were in place, but moved online where possible with minimal disruption but slightly less efficacy in aspects requiring “learning by doing”.

129. Whilst the COVID-19 risk remains, the Project has shown its progressive capabilities to adapt with it at national and local levels. Furthermore, on the site level, the Project’s approach has actually contributed not only in adapting, but also in mitigating the risk of other zoonotic outbreaks, inter alia through the Project’s activity related to effort in reducing Human-Wildlife Conflict (HWC). This has been achieved through project activities, including the installment of Tiger Proof Enclosure (TPE), strengthening the capacity of local communities to handle HWC, establishing local HWC mitigation teams, better training of national park staff related to HWC, building a robust communication network in the targeted landscapes for a timely communication and reporting skills.

### ***Actual stakeholder participation and partnership arrangements***

130. In terms of management arrangements, the Ministry of Environment and Forestry led the Project’s implementation under National Implementation Modality, with KSDAE as the Executing Agency, in partnership with UNDP and three NGOs (WCS, ZSL and FFI) as implementing partners.

131. The Project was managed by a Project Management Unit supported by Provincial Implementation Units. Implementation was organized through one Project Management Unit at central level and three PIUs at the landscape level, both under the oversight of a Project Board. At the landscape level, three International Non-Governmental Organizations - Flora and Fauna International, Wildlife Conservation Society and the Zoological Society of London, in collaboration with the Ministry of national Development Planning, executed on-the-ground activities based on their long-standing experience and previous engagements with national-level partners.

132. Table 13 provides a summary of the role and planned involvement of stakeholders identified in the ProDoc and of their actual participation in the Project.

<b>Table 13: Summary of Stakeholder Analysis</b>		
<b>Stakeholder</b>	<b>Roles and Responsibilities per Project Document</b>	<b>Role and Responsibilities Reflective of Actual Implementation</b>
<b>National Level</b>		
Ministry of Environment and Forestry	The Directorate General of Forest Protection and Nature Conservation, in the former Ministry of Forestry and now Directorate of Natural Resources and Ecosystem Conservation of MoEF, is responsible for planning and implementation of policy related to forest protection and nature conservation, forest protection, forest fire control, protected area management, biodiversity conservation and nature recreation. It will serve as Implementing Partner for project implementation. The Ministry of Environment, now	Demonstrated excellent leading institutional capacity to execute the Project with good achievement and in conformity with the ProDoc.  However, the sustainability of current project achievement is still uncertain due to the slow internalization and transformation of human resource management needs. For example, there has been no response on park leadership transition, and usually the achievement and continuity of activities tends to be uncertain with the new leadership due to

**Table 13: Summary of Stakeholder Analysis**

Stakeholder	Roles and Responsibilities per Project Document	Role and Responsibilities Reflective of Actual Implementation
	as MoEF is the national government agency responsible for environmental management and for reporting to the Convention on Biological Diversity; hosts the National GEF Secretariat office; and is a key government agency to work with in relation to the GEF/UNEP RIMBA project.	differences in vision and priorities (this was raised again during PBM 6 by Head of BSNP).
Ministry of National Development Planning (BAPPENAS)	National government agency responsible for national economic and development planning, as well as development of strategies and policies in determining financial allocations for the various sectors of the national economy.	<p>Proactively played an important role in mainstreaming the national planning into tiger conservation.</p> <p>Successfully produced an important policy paper to be implemented as part of project sustainability, specifically on sustainable financing for Indonesian biodiversity, as well as led Outcome 3 activities.</p> <p>BAPPENAS' integration with NPs has been suboptimal until the MTR and improved marginally thereafter, but still operated in a silo. Closer integration could have materialized per the Project's original vision.</p>
National Police	Law enforcement in Indonesia. For forestry and wildlife crime issues works under a national-level MoU between the MoEF and the National Police Headquarters.	Pivotal stakeholder to support law enforcement. Consistent with ProDoc.
Ministry of Public Works and Housing	Government institution providing infrastructure, such as roads and bridges, dams, irrigations, waterways, water supply, public buildings etc., and spatial planning to serve the national and subnational economic activities. A key stakeholder regarding planned road developments within the target landscapes. Promote on green infrastructure policy as a development adaptation to high conservation value areas.	‘Smart Green Infrastructure’ guidelines towards roads evaluated and tailored or tiger landscapes, in cooperation with GTI (supported by HarimauKita). Stronger collaboration going forward recommended with biodiversity friendly guidelines in place and good examples of eco-infrastructure in Sumatra.
REDD+ Taskforce	Nationally managed with provincial working groups that are chaired by the Provincial Governor, with members consisting of provincial government institutions, universities, NGOs, CSOs, the	Partially came across during implementation as part of sustainability plan on carbon trading in BSNP and KSNP with Carbon Trading-Based Sustainable Financing Scheme and

**Table 13: Summary of Stakeholder Analysis**

Stakeholder	Roles and Responsibilities per Project Document	Role and Responsibilities Reflective of Actual Implementation
	private sector and the provincial level implementing units of the MoEF.	Institutional Model: A Case Study in Kerinci Seblat National Park and the Buffer Zones; Protected Area Financing through Cooperation Agreements, Concessions, and Carbon Credits. Was certainly not engaged in the manner envisioned during the design as REDD+ was not prominently integrated into the strategy due to issues at national level.
<b>Landscape Level</b>		
Provincial and District Governments	According to the decentralization process in Indonesia, including the natural resource management sector, the 8 mainland Sumatran provincial governments, as well as district governments, in the target landscapes are responsible for local development and land use planning, service provision, and natural resource management for all areas outside NPs.	In BBSNP and GLNP proactively participated on wildlife conflict mitigation.  South Sumatra Governor Decree No. 233/KPTS/DISHUT 2018 on Human and Wildlife Conflict Mitigation.  Jambi Governor Decree No. 399/KEP.GUB/DISHUT-3.3/2019 on Human and Wildlife Conflict Mitigation Task Force.
National Park Agencies	Subsidiary units of the MoEF responsible for managing individual national parks.	No change and consistent with ProDoc.
Natural Resources Conservation Agencies	(BKSDA) Provincial units of the MoEF responsible for managing wildlife and conservation areas, including nature reserves, wildlife sanctuaries, nature recreation parks and hunting parks. In BBSNP and GLNP proactively participated on wildlife conflict mitigation.	In addition, their involvement was also found and manifested itself through the METT process, management plan, campaign and awareness, and training in all project landscapes.
Provincial Forestry Agencies (Dishut)	Agency under the provincial government in charge of planning and management of the production and protection forests.	In BBSNP and GLNP proactively participated on wildlife conflict mitigation.
Provincial agencies for Watershed Management	(BPDAS) Provincial unit of the MoEF responsible for watershed management, including policy formulation, policy implementation, technical guidance and evaluation of the implementation of technical guidance in the areas of forest and land rehabilitation.	Only marginal / limited participation on some project activities.
Provincial development and	Agency under the provincial	Limited and sporadic participation

**Table 13: Summary of Stakeholder Analysis**

Stakeholder	Roles and Responsibilities per Project Document	Role and Responsibilities Reflective of Actual Implementation
planning agencies (Bappeda)	government and responsible for provincial development planning, including spatial plan development.	on some project activities.
Provincial/District Tourism and Culture Agency (DisBudPar)	Agency under the provincial and responsible for provincial development of government-led tourism initiatives, such as its Destination Management Organization programme.	The involvement of the agency found in BBSNP Landscape to develop community-based tourism in wildlife conflict areas.
Local communities and indigenous peoples	Key users and beneficiaries of natural resources and associated ecosystem services.	<p>The Project proactively engaged with local stakeholders in all landscape. The proactive participation of the local communities in BBSNP and GLNP on wildlife conflict mitigation is a strong lesson learned. In some villages, they have issued a village regulation on human and wildlife conflict mitigation.</p> <p>Local communities’ participation on collaborative patrol in KSNP.</p>
Community Based Organizations	Currently support a range of activities focused on biodiversity conservation and socio-economic development for communities in target landscapes and are key partners for various government agencies and international NGOs. HarimauKita is an independent civil society group that is unique in that its mission is to conserve Sumatran tigers and it does so by facilitating dialogue and actions between the MoEF and conservation NGOs. Its role will be extended through this project as an implementation partner.	Has played a pivotal role engaging with stakeholders and executing the vision of the Project.
International NGOs (FFI, WCS, ZSL, WWF-Indonesia and Birdlife/Burung Indonesia)	Several NGOs have been significantly supporting protected area, forest and wildlife management in Sumatra for decades in national parks and production forests. The Project will take lesson learned and best practices of NGOs’ long experience in specific landscapes and existing co-financed programmes and working in partnership with the National Park agencies and	<p>The implementing INGOS, namely: WCS, FFI and ZSL have been instrumental in the Project’s success. Strong role in carrying out myriad activities with strong achievement in all landscapes.</p> <p>For WWF Indonesia and Burung Indonesia there were limited to no engagement in the Project as a result of MoEF’s policy.</p>

**Table 13: Summary of Stakeholder Analysis**

Stakeholder	Roles and Responsibilities per Project Document	Role and Responsibilities Reflective of Actual Implementation
	BKSDA under the MoEF. It will complement the MoEF’s capacity building programme, strengthen patrolling and monitoring operations, and other shared activities.	Worth to also mention a local NGO of Forum Konservasi Leuser (FKL) played an important role in Gunung Leuser landscape.
Academic institutions	Several local universities provide training in wildlife and forest management to undergraduate and postgraduate students, of which many graduates now work for local and international environmental NGOs. Organized by HarimauKita, a small research grant was awarded to undergraduate and graduate students.	The universities’ involvement also found on METT process, management plan, campaign and awareness, and training in all project landscapes.
Private agribusiness sector - pulp/paper (e.g. APRIL, SinarMas) and oil palm (e.g. PT Whana Sumponjen Indah, Raja Palma)	Plantation and Ecosystem Restoration concessionaires who are already partnering with MoEF and/or NGOs in developing conservation and livelihood activities in their concessions through sustainable forest management, High Conservation Value forest and REDD+.	Participated in BSNP short term management plan in 2019, mostly working together with FFI.
Private logging sector (e.g. PT Putra Duta Indawood, PT Persona Belantara Persada)	Several companies own licenses and manage logging concession in target landscapes.	Not found in any project involvement

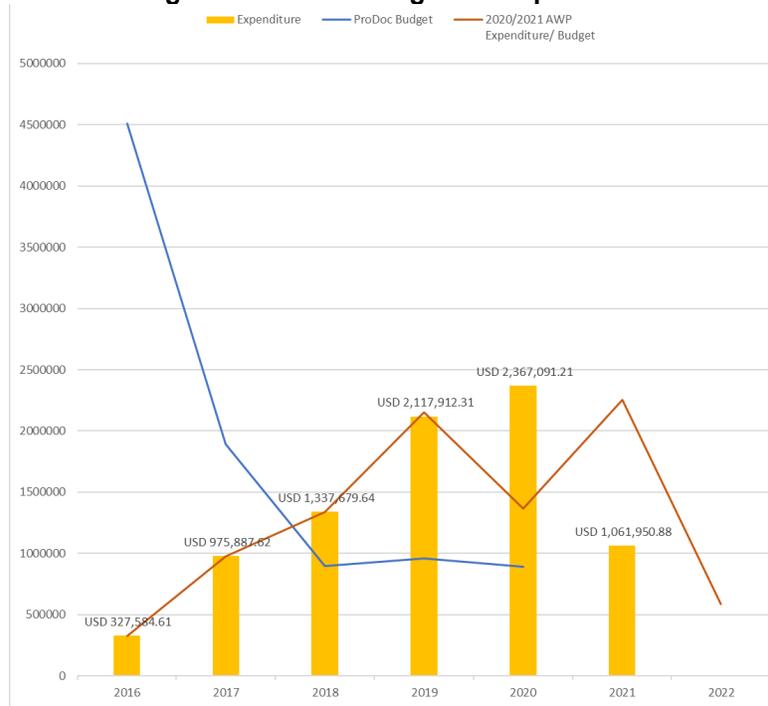
### **Project Finance and Co-finance**

#### GEF Trust Fund

133. The Project’s financial reporting is reflective of several stand-out reversals and/or adjustments:
- The 2016 AWP assumed a commitment of \$149,950 in 2015 while the ProDoc did not reflect any budget for 2015. This amount was not incurred due to the delay in project inception;
  - The 2019 AWP assumed a commitment of \$4,069,958 for 2018 in addition to the realized expenditure of \$1,377,585. In the subsequent years, in the 2020 & 2021 AWP, the commitment for 2018 of \$4,069,958 was reversed.
134. In 2020, the COVID pandemic curtailed progress on many of the GEF-funded project activities, more specifically the field-level undertakings and engagements requiring in person interaction. However, the UNDP-GEF Tiger project managed to accelerate progress on certain activities which could have been facilitated through online interaction. Moreover, the budget for 2020 reflected in 2020/21 AWP was \$1,368,000 while the actual expenditure was \$2,369,091; \$1M above the original budget. The chart in Figure 7 illustrates the misalignment between the initial budget, 2020/2021 AWP

budget and actual expenditures, highlighted by the associated data points for 2020 and 2021.

**Figure 7: Annual Budget vs. Expenditure**



135. The TE consultant team’s preliminary findings, presented on 8 November 2021, highlighted the outstanding unrealized budget of approximately \$800K to be spent before the Project’s end date of February 2022<sup>25</sup>, noted in Table 14a. This outstanding budget is partly due to the inherent delays in accounting processes and booking of the financial transactions, while part of the unrealized budget is reflective of the significant progress yet to be made to the end of the Project. At the time of the draft report, the Project’s exit strategy and plan are well underway and is being executed. The TE consultant team is confident that the progress to the end of project will utilize the outstanding budget accordingly.

**Table 14a: TE Budget Analysis**

	Activity 1 Increased effectiveness of key PA management institutions	Activity 2 Developing inter-sectoral governance systems in priority landscapes	Activity 3 Sustainable financing for biodiversity management in priority landscapes	Activity 4 Project Management	Total
2016	USD 217,161.18	USD 41,261.20	USD 4,791.37	USD 64,370.86	USD 327,584.61
2017	USD 437,096.69	USD 427,534.81	USD 28,741.95	USD 82,514.17	USD 975,887.62
2018	USD 655,021.51	USD 558,388.91	USD 102,131.48	USD 22,137.74	USD 1,337,679.64
2019	USD 1,054,442.60	USD 900,879.73	USD 157,850.88	USD 4,739.10	USD 2,117,912.31
2020	USD 1,210,912.20	USD 1,046,867.61	USD 107,371.98	USD 1,939.42	USD 2,367,091.21
2021	USD 269,553.47	USD 276,594.24	USD 17,955.56	USD -	USD 1,061,950.88
<b>Grand Total</b>	<b>USD 3,844,187.65</b>	<b>USD 3,251,526.50</b>	<b>USD 418,843.22</b>	<b>USD 175,701.29</b>	<b>USD 8,188,106.27</b>

<sup>25</sup> Reference is also made to the 2021 Q4 progress report provided to the TE consultants during the commenting phase of the draft evaluation report. In the progress report cumulative disbursement has jumped to 98.61% of the GEF budget at US\$ 8,875,218.41. Expenditure against the 2021 AWP budget stands at 95.24% with US\$ 124,751.89 outstanding to be re-programmed for 2022 prior to operational closure.

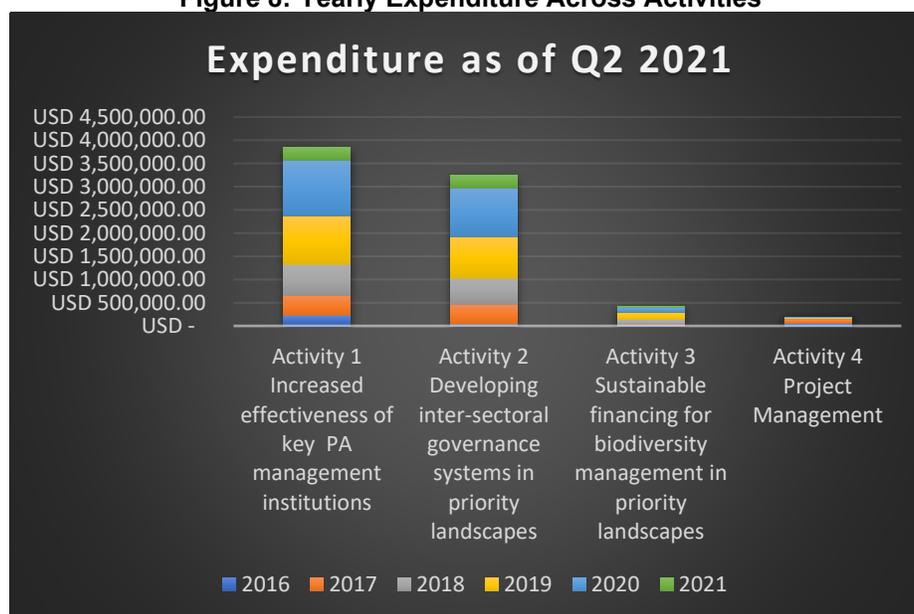
136. The TE notes that in the December progress report provided to the evaluation during the commenting phase of the draft report, an uptick in expenditure per Table 14b has been realized.

**Table 14b: 2021 Budget Utilization Per 29 December Progress Report**

Account description	Account code	Output 1	Output 2	Output 3	Output 4	Total
International Consultants	71200		30.300			30.300
Local Consultants	71300	33.777	13.881			47.658
Contractual Services - Individ	71400	44	24.477	20.216		44.737
Travel	71600	34.929	40.266			75.195
Contractual Services-Imp Partn	71800	47.060	47.060		10.482	104.602
Contractual Services - Company (Construction & Engineer)	72100	658.577	668.818			1.327.395
Equipment	72200	14.115	11.752			25.867
Communications & AV Equipment	72400	8.089	4.098	242	827	13.256
Supplies	72500	577	1.282	27	151	2.037
Grants	72600	-6.490				-6.490
Information Technology Equipmt	72800	11.225				11.225
Information Technology Equipmt - govt exp	73300	532				532
Professional service	74100	2.423	2.423		2.092	6.938
Audio-visual and printing production	74200	1.198	8.338	802		10.338
Miscellaneous	74500	989	683		-566	1.106
Training, workshops	75700	27.339	28.174		4	55.517
Foreign Exchange Currency Loss	76100	-267	-266	-27	-30	-590
<b>Total</b>		<b>834.117</b>	<b>881.286</b>	<b>21.260</b>	<b>12.960</b>	<b>1.749.623</b>

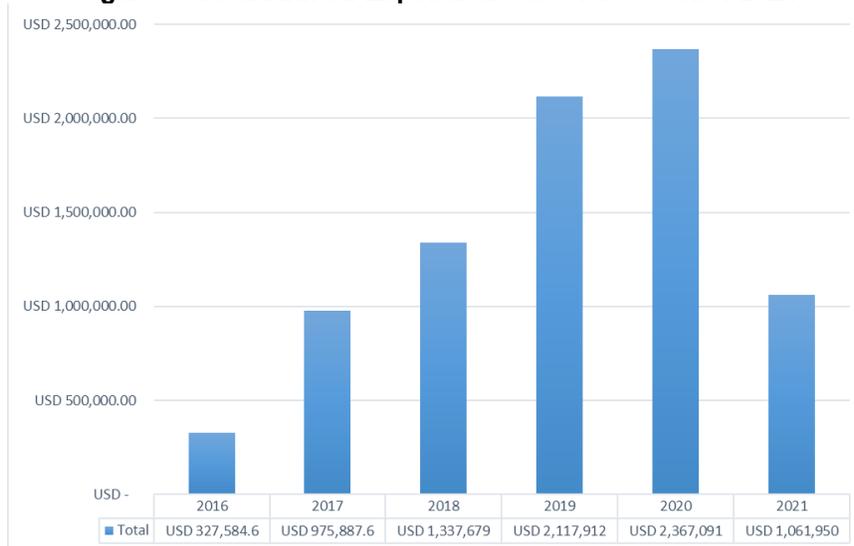
137. Per Figure 8 and data presented in Table 14a, project management spent, as of 2<sup>nd</sup> quarter 2021, \$175,701 which is below the customary allocation of 5 to 10 percent of the overall budget (i.e., \$450K - \$900K). The in-kind contribution by the UNDP CO partly accounts for the low amount spent.

**Figure 8: Yearly Expenditure Across Activities**



138. The annual expenditure trend as reflected by Figure 9 below constitutes a healthy, normative upward trend towards 2020. Upon finalization of 2021 calendar year financial data, this trend is expected to continue to end of the Project reflected by the budget allocated for 2021 and 2022.

**Figure 9: Total Annual Expenditure as of 15 October 2021**



139. In relation to budget execution by type of expenditure, Figure 8 and Table 14 combined show that, within a few months of the closing of the Project, there are still few execution gaps in different categories of expenditure when compared against the baseline budget in the ProDoc, and in certain cases the execution has been higher than planned. For example, a total of US\$788,000.00 was earmarked to Outcome 3 whereas expenditure has come in at 53% of the original budget amount and the ambition reduced. It is apparent that the Project has been drawing from the different Components to factor in for budget that was not available. Costs associated with communication and awareness is one such example but, it is interesting to note, in spite of a healthy Project Management budget of US\$487,000.00 in the ProDoc, the data from the Combined Delivery Reports show only USD\$ 175,651.90 charged to this budget line as of 15 October 2021 over the course of the Project. This anomaly is also exemplified by the proposed 2021 Budget Revision where only USD\$3,325.00 is allocated to Project Management costs.

**Figure 10a: Proposed 2021 Budget Revision Presented at the 23 September Project Board Meeting**

	Allocated Budget 2021	% of total budget	Budget 2021 revision	% of total budget
Component 1	1,154,756.00	51.29	906,895.00	48.97
Component 2	963,147.00	42.78	919,030.00	49.63
Component 3	92,500.00	4.11	22,599.00	1.22
Project Management	40,891.00	1.82	3,325.00	0.18
<b>Total Budget 2021</b>	<b>2,251,294.00</b>	<b>100.00</b>	<b>1,851,849.00</b>	<b>100.00</b>

**Figure 10b: Actual 2021 Budget Revision Presented at the 29 December Project Board Meeting 23<sup>26</sup>**

Budget allocation- Component	2021 Budget Allocation (USD)- September 2021	% Total budget	2021 Budget Allocation (USD)-December 2021	% Total budget
Component 1	906.895	48,97%	879.496	47,89%
Component 2	919.030	49,63%	930.271	50,65%
Component 3	22.599	1,22%	22.599	1,23%
Component 4	3.325	0,18%	4.125	0,22%
<b>\$15.358 budget deduction</b>	<b>1.851.849</b>	<b>100%</b>	<b>1.836.491</b>	<b>100%</b>

140. The TE consultant team has observed however through its assessment, that financial management has been anything but smooth, especially during periods of turnover starting in October 2020. While the TE consultant team certainly does not imply any financial mismanagement or impropriety whatsoever, best financial practices have not been followed consistently and there could have been stronger checks and balances and oversight of financial staff by the UNDP Indonesia Country Office during periods of management transition where errors occurred. Sound financial management best practice and reporting would normally include ongoing 'Forecasting' on a quarterly basis to inform the Project on the expected aggregated disbursements (i.e., Output level) for that year and hence potential budget adjustment required for subsequent years. Furthermore, budget revisions were undertaken at the end of the year to ensure that financial goals and milestones upon which Project performance is based would be met.

*“THE CHALLENGES REGARDING FINANCIAL MANAGEMENT IS UNIQUE TO THIS PROJECT. THE OTHER PROJECTS IN THE UNDP PORTFOLIO DON'T HAVE THE SAME ISSUES, EVEN CONSIDERING THE PANDEMIC AS A DISRUPTOR”*

*“IN SOME CASES CASH TRANSFERS WERE MADE TO NATIONAL PARTNERS IN LIGHT OF LOW EXPENDITURE WHICH MADE RECONCILIATION DIFFICULT”*

*“THE BUDGET FOR OUTCOME 3 WAS CHANGED UNILATERALLY WITHOUT CONSULTATION BECAUSE IT WAS FELT THAT IT WOULD NOT BE ABLE TO UTILIZE THE ENTIRE ALLOCATION”*

*“WE NEED TO DO BUDGET REVISIONS AT THE END OF EACH YEAR BECAUSE OUR PERFORMANCE IS GRADED AGAINST CERTAIN FINANCIAL DELIVERY TARGETS”*

**- INTERVIEWEE REFLECTIONS ON BUDGET AND FINANCIAL MANAGEMENT**

141. It is important to note the Project underwent several spot checks, one in December 2019 undertaken by KAP Kumalahadi, Kuncara, Sugeng Pamudji & Partners ([covering Q3 and Q4 of 2019](#)) and again, in November 2020 undertaken by BDO Jordan ([covering Q1 and Q2 of 2021](#)), which followed up on an earlier micro assessment completed in October 2017 by the same firm. In all cases the micro assessments noted an overall risk rating of “low” and that records and rates are consistent with UNDP guidelines.

142. Based on errors noted by the TE consultant team in tallying payments made to sub-contractors early in the Project – and also accommodating for changes of IA code for Purchase Orders awarded

<sup>26</sup> Budget Revision follows the updated Authorized Spending Limit (ASL) information in December 2021. The \$15,358 budget deduction is taken out of account code 72100 - Contractual Services-Companies (from UNDP account) after careful calculation.

to ZSL issued in 2016 and to FFI and WCS issued in 2017, together with the disruption resulting from reconciling multiple drafts of the 2020 budget revision between Oneclick and Atlas - and the significant impact this has had to the viability of the 2021 AWP, the TE recommends a more detailed financial spot check (**not an audit**) to be conducted following the TE. The scope of this spot check should be to determine the chronology of events which resulted in errors and to assess the checks and balances, oversight and business continuity that was in place during this period. Errors happen in projects and especially complex ones, what is more important is to learn from them and tighten processes going forward.

### Co-Financing

143. Total committed co-financing at CEO endorsement was US\$53,300,000.00, of which US\$44,100,000.00 was committed by the MoEF, US\$150,000.00 from UNDP, US\$5,700,000.00 pledged by INGOs and the remaining US\$3,500,000.00 from the private sector.

144. At the time of writing 87% of the committed US\$53,450,000.00<sup>27</sup> have materialized based on confirmation of co-financing letters received by the UNDP Indonesia Country Office during the course of the TE (Ref. Table 15 and Figure 11). No update was provided on the status of co-financing for either the UNDP Indonesia Country Office or from the private sector.

Sources of co-financing	Name of co-financer	Type of Co-financing	Amount confirmed at CEO endorsement (US\$)	Amount contributed at MTR (US\$)	Actual amount contributed by TE (US\$)	Total % of Expected Amount
National Government	MoEF	Grant	44,100,000.00	56,342,675.00 <sup>28</sup>	44,300,000.00	100.5%
GEF Agency	UNDP	TRAC	150,000.00	Not provided	Not provided	0%
NGOs	WCS, FFI, ZSL and HarimauKita	Grant	5,700,000.00	4,057,280.00	2,438,966.00 <sup>29</sup>	43%
Private Sector	N/A	Grant	3,500,000.00	0.00	Not provided	0%
<b>TOTAL</b>			<b>53,450,000.00</b>	<b>60,399,955.00</b>	<b>46,738,966.00</b>	<b>87%</b>

145. Reference is made to Annex K with co-financing figures provided by the NPM during the commenting phase of the draft report. These however could not be substantiated by the TE consultant team during the fact-finding stage and were requested at multiple junctures; nor are there supporting letters totaling US\$ 48,855,866.00 for these amended figures.

<sup>27</sup> Includes US\$ 150,000.00 in TRAC funds from the UNDP Indonesia Country Office.

<sup>28</sup> Per the MTR, commitments from the Government of Indonesia increased against pledged co-financing in the ProDoc to US\$ 72,945,295.00 with 77.24% (US\$ 56,342,675) disbursed in 2019. Per letter provided to the TE consultant team dated 10 August 2021, co-financing has now decreased in line with pledged co-financing (US\$ 44,300,000).

<sup>29</sup> Per letters received from WCS dated 23 August 2021 and HarimauKita dated 22 December 2021.

Figure 11: Final Co-financing Letters Provided During Terminal Evaluation

The figure displays three official letters of co-financing realization. The first letter is from the Indonesian Ministry of Environment and Forestry (KEMENTERIAN LINGKUNGAN HIDUP DAN KEHUTANAN) to Iwan Kurniawan, dated August 2021. The second letter is from Forum HarimauKITA, dated December 22, 2021. The third letter is from the Wildlife Conservation Society (WCS) Indonesia Program, dated August 23, 2021. Each letter details the commitment to fund biodiversity conservation projects in Sumatran landscapes.

Figure 12: Table of Co-Financing Commitments at MTR

Stakeholders	Allocation based on Prodoc (A)	Final Commitment (B)	Difference (A-B)	Actual Disbursement	% Actual Commitment
<b>Government of Indonesia</b>	\$44,100,000	\$72,945,295	\$28,845,295	\$56,342,675	77.24%
<b>WCS</b>		\$3,049,226		\$2,090,380	68.55%
<b>FFI</b>	\$5,700,000	\$2,371,950		\$1,495,355	63.04%
<b>ZSL</b>		\$548,308		\$471,545	86%
<b>Total CSO</b>		\$5,969,484	\$269,484	\$4,057,280	67.97%
<b>Private</b>	\$3,500,000	\$3,500,000	\$ -	N/A	N/A
<b>Total Gov + CSO + Private</b>	\$53,300,000	\$82,414,779	\$29,114,779	\$60,399,955	73%

146. There are some interesting observations with respect to co-financing, which raises questions on how systematic co-financing has played a role in the achievements of the Project. Reference is made to Table 4 within the MTR shown here in Figure 12. The TE consultant team’s observations are as follows:

- Co-financing does not appear to be tracked in any of the AWP, Quarterly Management Reports or PARs and this is a gap that should be corrected going forward. While PIRs need not track co-financing per GEF guidelines, it is important for the AWP to consider co-financing inputs necessary to deliver the scope and scale of the objective and outcomes;
- The co-financing letters were provided during the TE as post-facto calculations without determination of which components co-financing fed into and without showing whether they

were contributions in cash or in kind as the government contribution per the Project Document includes both;

- There is total misalignment between co-financing committed at the MTR versus what has transpired at TE, which defies continuity and incremental logic. Examples include:
  - At MTR, the final co-financing commitment for WCS was US\$3,049,226.00 whereas this was scaled downwards at TE to the original US\$2,500,000.00 pledged at design;
  - At MTR US\$1,495,355.00 and US\$471,545.00 in co-financing were disbursed by FFI and ZSL respectively, whereas no figures for the disbursement of funds nor commitment provided at TE;
  - Most shocking, at MTR it was noted US\$56,342,675.00 had been disbursed by the Government of Indonesia with the overall co-financing commitment increasing from US\$44,100,000.00 to US\$72,945,295.00 (a staggering 65% increase). Per Table 11 however, the final amount committed by the Government of Indonesia stands at US\$44,300,000.00 (just shy of a .5% increase at design).

147. The TE consultant team concludes that co-financing has not been an ongoing methodical process but a post-facto calculation. It is unclear the extent to which co-financing has contributed to the core objective because commitments were not broken down at a level of granularity beyond total figures. Finally, there has been an overreliance of relying on co-financing letters rather than incremental calculations of inputs as noted in Figure 11. While the results of the Project are certainly impressive, it is the view of the TE consultant team that these fall short of the impact potential of a total budget envelope of US\$62,450,000.00.

### ***Monitoring & Evaluation: design at entry, implementation, and overall assessment of M&E***

**Monitoring & Evaluation overall rating:**

**SATISFACTORY**

#### **Evidence**

- ✓ M&E plan in ProDoc was comprehensive and satisfactory
- ✓ PIRs were completed candidly and used constructively with appropriate use of evidence
- ✓ Reporting was comprehensive, timely and showed traceability between different reporting templates
- ✗ Limited use of the ESSP for assessing and managing risks
- ✗ Issues and risk management not done on quarterly basis per the ProDoc but rather annually

**Monitoring & Evaluation design at entry overall rating:**

**SATISFACTORY**

148. Part IV of the Project Document “Monitoring and Evaluation Plan and Budget” Framework’ in the ProDoc outlines the standard M&E activities, based around:

- Inception workshop and report
- Measurement of Means of Verification for Project Purpose Indicators;
- Measurement of Means of Verification for Project Progress and Performance (measured on an annual basis);
- Annual reporting (ARR and PIR);
- Quarterly progress reports;
- Issues and risk logs;

- CDRs;
- Periodic site visits;
- MTR (independent);
- TE (independent);
- Project Terminal Report (prepared by the project team);
- Compilation of lessons learned;
- Relevant GEF Focal Area Tracking Tools and Scorecards;
- Audit.

149. The M&E Framework also includes an M&E Budget and Work Plan in Table 13 of the Project Document on page 109, with budget against these components. This budget is US\$180,000, approximately 2% of the GEF grant, which is a reasonable given the relatively low number of indicators. However, the activities ‘Measurement of means of verification for project purpose indicators’ and ‘Measurement of means of verification for project progress and performance (measured on an annual basis)’ have a combined US\$39,000.00 (or 0.4% of the total budget) which is extremely low given the complexity / repeatability of some the indicators and the scale of the landscapes at which they ought to be applied.

**Monitoring & Evaluation at implementation rating:**

**SATISFACTORY**

150. Monitoring was put in place for most components of the Project, with adequate budget allocated. The Project followed the M&E plan reasonably well. It has also followed the different milestones and monitoring and evaluation tools established in the Project Document (ProDoc) such as the Strategic Results Framework (SRF), Annual Workplan and Budget, M&E Plan, Capacity Development and METT scorecards. In summary:

- The project inception workshop was held 28 February 2017 and a corresponding report was prepared;
- Quarterly progress reports were completed regularly until quarter 4 2019, after which they were not prepared. After initially being inconsistent in content, they were used effectively for both operational reporting on activities and outputs, and strategic reporting on progress toward outcomes;
- PIRs were completed according to schedule in 2017, 2018, 2019, 2020 and 2021. Reporting in these was realistic, and of very high quality with supporting evidence. They were used by the PMU, UNDP Indonesia Country programme officer and RTA to flag matters that needed attention (such as lags with M&E or budgets and emerging risks); however, there was often a lack of follow-up to these flagged matters during times of turnover, which caused challenges through to the end of the project and this evaluation. Financial reporting of GEF funds was provided in the PIRs, although there was no reporting of co-financing;
- Periodic visits were conducted regularly to the landscapes until emergency COVID-19 restrictions were put in place after which the PMU relied heavily on the three PIUs;
- 3 Tracking tools (CD Scorecard, METT and Financial Sustainability Scorecard) were prepared at CEO endorsement and at completion by competent third-parties such as academia;
- In accordance with the M&E plan, independent auditing companies were engaged to complete spot checks and micro assessment reports on the IP and UNDP Indonesia Country Office disbursement procedures. The TE consultant team viewed two spot check reports and one micro assessment report;

- The GEF Operational Focal Point (OFP) was informed of project progress and reporting through participation in Board meetings; the OFP did not contribute to PIR reporting;
- An MTR was conducted, and some changes made, albeit quite late in the project cycle and therefore, somewhat limited in the extent to which it could influence the Project. There were several moderate shortcomings in M&E implementation and adaptive management;
- Reporting on attendance at some project activities included a breakdown of attendance by gender; however, there was little other assessment of the involvement of women and men in the SRF;
- The MTR for the project was completed in August 2019. The Section (Adaptive Management) summarizes several of the MTR’s recommendations and the management response;
- There was little formal monitoring of the environmental and social risks that were identified through the UNDP SESP;
- The PIR overall ratings were generally consistent with the MTR and TE findings;
- The COVID-19 pandemic changed the way the Project conducted its activities, reducing physical contacts and the way monitoring could be undertaken. The pandemic forced the Project to depend heavily on Provincial Implementation Units (PIUs) to monitor and collect data. The Project Board (PB) should have been more engaged in M&E and functioned more as a reporting body;
- The Project Board was not involved in day-to-day M&E activities, although it did consider the MTR, endorse the MTR management response. It also provided the green light to revise a number of the proposed changes to indicators and targets which were not undertaken by the Project;
- Also, greater effort ought to have been placed into integrating Outcome 3 in the M&E system, since it appears to have been run independent from the PMU, especially in the context of piloting sustainable financing mechanisms.

***UNDP implementation/oversight and Implementing Partner execution, overall project implementation/execution, coordination, and operational issues***

**Overall Project Implementation / Execution rating:**

**SATISFACTORY**

**Evidence**

- ✓ UNDP project supervision/oversight and support to the IP and the Project were generally good but suffered during times of staff turnover
- ✓ MoEF / KSDAE enjoyed strong ownership and made substantial contributions to the institutionalization of Outcomes 1 and 2 of the Project
- ✓ Strong management arrangements but business continuity could have been improved
- ✗ Late exit / transition planning
- ✗ Much of the Project’s co-financing not tracked during the project
- ✗ Shortcomings in paradigm shift with respect to stronger collaboration, cooperation and sustainability of INGOs

**UNDP Implementation/Oversight rating:**

**SATISFACTORY**

151. The adequacy, quality and timeliness of UNDP oversight and supervision was generally good. During the TE consultation process, feedback from stakeholders was generally positive.

152. To reduce risks associated with frequent changes and departure of PMU staff, UNDP assigned a Technical Officer to provide coaching to PMU and IP staff assigned to the Project on result-based monitoring and reporting and to hold the fort in turbulent periods of transition. The consistency of the Technical Officer’s presence and steady hand at key points of management turnover, was of significant benefit to the Project. The UNDP competitive advantage also includes experience in providing management, technical, and administration support to such complex projects.
153. Annual reporting via the PIRs and PARs was realistic and used as a tool for identifying emerging issues and implementing adaptive management; as identified previously, follow-up on matters raised through the PIRs was often inadequate. Quarterly progress reports and PARs were of a consistently high standard, focused on both output details and progress towards outcomes; however, quarterly progress reports were not prepared after the fourth quarter of 2019.
154. UNDP provided consistent delivery support throughout the Project and has emphasized a results-based focus; evident in the progress made and reporting on the indicators and exemplary reporting. It facilitated the translation of the ProDoc vision into implementation and was responsive to significant implementation problems and implemented appropriate adaptive management responses. The quality of reporting and the backing up of statements with evidence was notably exemplary, and risk management was appropriate throughout the Project. New risks were added to a register and monitored on an annual basis as part of the PIR process. Some challenges were reported by partners in working with UNDP administrative and financial rules and procedures.
155. Financial management, support and oversight, including the transition to reporting systems have not been smooth, especially following the departure of the first NPM, leading to an accumulation of errors from disruption in continuity, which impacted the 2021 AWP, associated budget revision in early 2021 and negatively impacted funds that had already been earmarked for field activities.
156. The two RTAs earmarked to the Project over the course of its implementation, provided regular advice and guidance on progress reporting, results framework changes and risk management.

**Implementing Partner execution rating:**

**SATISFACTORY**

157. The Project had a very slow start, largely due to the IP’s systems and processes for activating the Project, owing to the significant delays in organizing an inception workshop which happened a full year after the signing of the Project Document as opposed to the 3 months per GEF guidelines.
158. The IP’s focus on results and timelines varied substantially between the three Outcomes. The MoEF through KSDAE took strong ownership of both Outcomes 1 and 2, in tandem with INGO partners within the four landscapes, and delivering strong institutionalized results. However, ownership was not strong for Outcome 3, especially the sustainable financing mechanism; this may be because it departed significantly from the core business and expertise of the IP, and BAPPENAS operating in a silo. However, the IP did engage well with the community outreach components of the Project, which were spread across Outcomes 2 and

*“OUTCOME 3 URGENTLY NEEDS STRATEGIC DIRECTION AND TECHNICAL TOOLS TO RECOVER THE TIME LOST SO FAR AND MOBILIZE RESOURCES TOWARDS ACHIEVING THE EXPECTED PROJECT OUTPUTS AND BETTER INTEGRATION WITH THE IMPLEMENTING PARTNER”*

**- FINDING FROM THE MTR**

3 and provided benefits to Outcome 1, leading to some important improvements in relations between government personnel and community members.

159. Results of stakeholder interviews reinforced perceptions of an IP that has clearly demonstrated vision and leadership and to delivering results. This was made possible and enabled by an engaged and active NPD. Notwithstanding severe continuity issues, the IP also nurtured an appropriate environment in which the PMU was based and the Project’s management arrangements could flourish.

160. Implementation was effectively organized through one PMU at central level and three PIU’s at the landscape level. At the landscape level, three INGOs were selected to execute the activities on-the-ground based on their experience and previous engagement with the NPs. There was very strong ownership from both NPs and INGOs alike which resonated in strong delivery.

161. The TE consultant team believes data on actual co-financing mobilized by the IP did not cover all of the agency’s contribution. While the IP contribution was substantial, it was not all formally validated because of the shortcomings in calculating co-financing on an ongoing incremental basis.

162. One major shortcoming by the IP relates to the nurturing of multi-agency partnerships across multiple provinces with INGOs towards greater collaboration, information sharing and cooperation at each of the national parks, as called for in the Project Document, as well as putting in place sufficient incentives and governance mechanisms for communities to reduce forest encroachment and illegal / unsustainable extraction hunting of protected species. In practice, the IP took a “go it alone” approach with INGOs seen as an unwelcome distraction to implementing the government’s vision rather than equal and value-added partners. The Project could have and should have envisioned a greater participation from INGOs, and transitioning capacity to national ones, as a means to generate capacities and scale up the lessons and models developed.

*“DESPITE THE BARRIER OF AN MOU BETWEEN THE PROJECT IP AND THE INGO PARTNERS, THEY WERE ABLE TO ADAPT”*

*“MOU WITH GOVERNMENT HAVE BEEN RESTRICTIVE IN TERMS OF ACTIVITIES INGOS COULD ENGAGE IN AND THE THREAT OF IT NOT BEING RENEWED A DISTRACTION”*

*“FOR SOME INGOS THE MOU APPROVAL PROCESS WAS NOT AN ISSUE AND THERE WAS AN EXISTING GOOD RELATIONSHIP IN PLACE”*

**- FINDING FROM THE MTR**

163. Another shortcoming of the IP’s is the lack of a plan following the MTR for sustainability of the Project’s results and transition to government processes and systems. Put simply, an exit strategy was formulated too late in the process and undertaken by a competent external technical consultant rather than initiative shown by the IP itself. Furthermore, the TE consultant team has not seen any indication of proactive attempts to prepare for the time when the additional ranger resources via INGO programmes might not be available due their exit, and continuity of their efforts at each of the national parks (although the TE consultant team understands that internal discussions about allocating this funding have commenced).

### ***Risk Management, including Social and Environmental Standards (Safeguards)***

164. New risks were reported by UNDP in annual PIRs rather than quarterly as noted in the M&E plan; however, the quality of risk management was variable with no budget afforded to risk mitigation and de-risking the Project along the way.

165. At the time the Project was developed the UNDP requirements were for an ESSP. The ESSP at CEO endorsement stage identified site-level implementation activities that could have social or environmental impacts in response to the screening questions below.
166. The ESSP was not replaced with a SESP during project implementation The TE identified no significant issues relating to compliance with UNDP’s SES.

<b>Table 16: Social and Environmental Standards</b>	
<b>Environment Perspective</b>	
<b>1.2 Are any development activities proposed within a legally protected area (e.g. natural reserve, national park) for the protection or conservation of biodiversity?</b>	
Yes, the Project will support a range of activities within the boundaries of existing protected areas, designed to improve management effectiveness, stakeholder participation, habitat restoration and sustainable livelihoods. This does not involve infrastructure development. Therefore, both environmental and social impacts are envisaged to be overwhelmingly positive.	
<b>Measure</b>	<b>TE Comments</b>
Conservation and rehabilitation of natural habitats, including sustainable community-based forest management pilot activities in the buffer zones of the target PAs.	This occurred with sufficient focus on promoting landscape integrity and contiguity, as well as ecosystem services.
Promote a participatory approach to PA management, particularly with regard to sustainable resource use by local communities, and the lessons learned will be evaluated and shared.	The Oproject had a focus on making alternative livelihoods and activities more attractive and economically sound, although there were no formal governance mechanisms for sustainability; this approach was appropriate.
<b>Social Perspective</b>	
<b>4.1 Would the proposed project have environmental and social impacts that could affect indigenous people or other vulnerable groups?</b>	
Possibly, the Project will support strengthened conservation management in five protected areas, including improved patrolling and enforcement of land encroachment and other illegal activities. In areas where such illegal encroachment and resource use is an issue, existing tensions could be exacerbated with the related communities and private owners that are currently utilizing resources inside protected areas, or in areas along their boundaries where jurisdictions and land tenure are currently unclear or in dispute. On the other hand, forest protection activities, e.g. watershed forest, are designed to safeguard ecosystem services, which will maintain or increase socio-economic benefits locally, nationally and globally (eg carbon sequestration).	
<b>4.4 Will the proposed project have variable impacts on women and men, different ethnic groups, social classes?</b>	
Possibly, the Project's interventions will be focused on communities that exist around the five protected areas and other communities in the targeted conservation landscapes. Objectives of community interventions are to reduce the threats to biodiversity within the protected areas and their buffer zones and associated habitat corridors from incompatible local activities (e.g. setting fires, trapping endangered species, draining peatlands) and to promote a participatory approach towards the management of protected areas. As such, the engagement of communities will be based on criteria such as the location of the communities in relation to protected areas and key biodiversity areas outside the protected areas, types of livelihood activities and their impacts on protected area management and key wildlife species. Given the different roles occupied by women and men within households and communities, the Project may have variable impacts on different genders and socio-economic groups. The Project's actions to control illegal poaching and wildlife trading activities are most likely to affect men, who are most involved in such activities.	
<b>Measure</b>	<b>TE Comments</b>

<p>Seek to ensure the fair and equitable involvement of stakeholders, and proactively engage vulnerable social groups including women and ethnic minorities in its community participation activities through an inherently inclusive approach, where they occur in the target landscapes.</p>	<p>This occurred, although women somewhat less in the context of patrolling and field based activities.</p>
<p>For sites implementing REDD+, Village Forest or Ecosystem Restoration Concession activities an FPIC process will be used to ensure meaningful community involvement in these project activities.</p>	<p>This occurred, but REDD+ and concessions a moot point for the Project due to changes in strategy.</p>
<p><b>Socio-economic Perspective</b></p>	
<p><b>8.1 Is the proposed project likely to have impacts that could affect women’s and men’s ability to use, develop and protect natural resources and other natural capital assets?</b></p> <p>Possibly, the Project’s intervention at the five demonstration PAs aims to strengthen conservation management, which will clarify PA boundaries, increase protection levels and improve enforcement of illegal activities. These measures have potential to constrain the activities of any communities surrounding the PAs and other stakeholders that are using natural resources illegally inside the PAs. In the wider target landscapes outside the PAs, the Project will work collaboratively with communities to enhance CBNRM, reduce and mitigate human-wildlife conflicts, and increase local benefits through innovative sustainable financing mechanisms such as REDD+, thus having a positive influence.</p>	
<p><b>9.1 Is the proposed project location subject to currently approved land use plans (e.g. roads, settlements) which could affect the environmental and social sustainability of the project?</b></p> <p>Yes, the Project involves five major protected areas within four large conservation landscapes, for which PA management plans will be elaborated and implemented, and planning for buffer zones and habitat corridors strengthened. These plans will seek to mainstream biodiversity conservation into local landscape management practices, including stronger environmental screening and mitigation of road network development, plantation development and zoning of other land uses. Three of the project sites – Kerinci Seblat, Gunung Leuser and Bukit Barisan Selatan National Parks – collectively constitute the UNESCO World Heritage Site Tropical Rainforest World Heritage of Sumatra (Indonesia), and two others (Berbak and Sembilang NPs) are Ramsar sites, therefore the national government has international obligations to meet in relation to land uses at these sites.</p>	
<p><b>Measure</b></p>	<p><b>TE Comments</b></p>
<p>Seek to establish or strengthen stakeholder participation mechanisms in order to achieve legally recognized, sustainable management of natural resources in buffer zones and to mitigate resource use conflicts as appropriate.</p>	<p>This occurred</p>
<p>Introduce a participatory approach to PA management that will involve awareness raising, environmental education, involvement in management activities, stakeholder representation in site committees, and support for sustainable livelihood activities in suitable locations.</p>	<p>This occurred and solid awareness raising at all levels</p>
<p>In order to mitigate any potential negative impact on local communities’ business opportunities, robust mitigation plans for communities who may be adversely affected by project intervention actions will be included within the design of the individual community-based forest management schemes. They will include grievance mechanisms that are specific to the context of the target areas, based on the internationally recognised principles.</p>	<p>Exemplified by the Project’s consultation and discussions with provincial governments on development planning with respect to eco toll road and impact assessment communities</p>

## C. Project Results

### *Progress towards objective and expected outcomes*

167. Below is the rating for the achievement of the project objective and three outcomes, with an accompanying evaluation of the achievement against each associated target in the Strategic Results Framework (**Met**, **Partially Met** or **Not Met**).

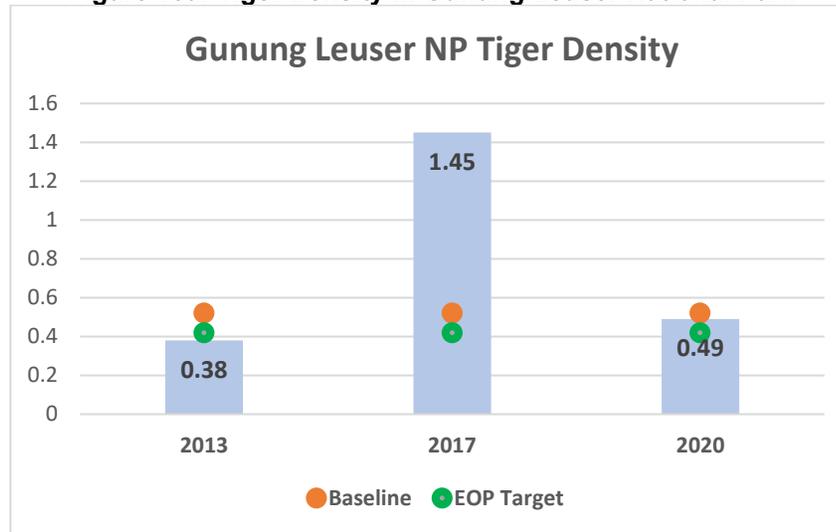
#### Overall Objective

Achievement Against the Overall Objective rating:

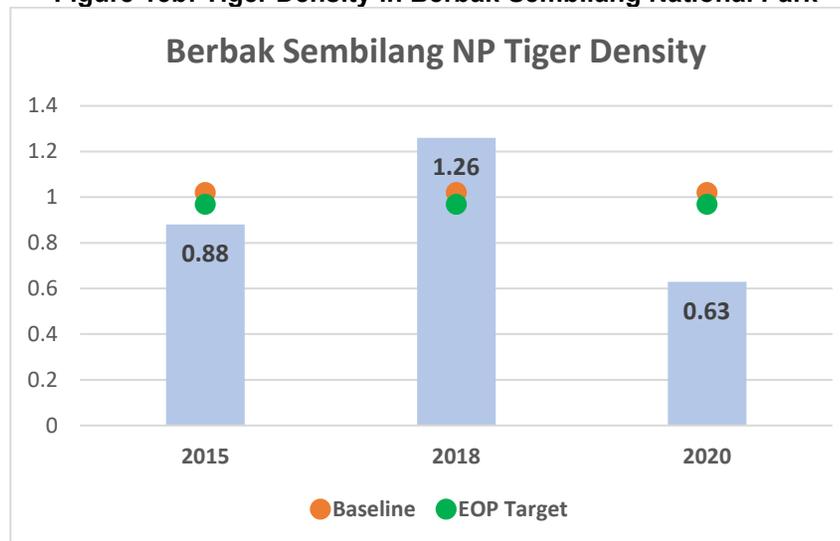
**SATISFACTORY**

Indicator Met		Indicator Partially Met		Indicator Not Met			
<b>Table 17: Progress Towards Objective</b>							
<i>Objective: To enhance biodiversity conservation in priority landscapes in Sumatra through adoption of best management practices in protected areas and adjacent production landscapes, using tiger recovery as a key indicator of success</i>							
Indicator	Baseline		End of project target		End-of-project status (level as of 1 November 2021)	TE Ratings and Comment	
<b>Indicator 1:</b> Increase in Sumatran tiger density* by >10% in core area in 4 target landscapes	<b>Landscapes</b>	<b>Density Estimate (2013)</b>	<b>Landscapes</b>	<b>Density Target Estimate (PY5)</b>	<b>Landscapes</b>	<b>Actual (June 2021)</b>	
	Leuser Ecosystem	0.52	Leuser Ecosystem	0.57	Leuser Ecosystem	0.49	
	Kerinci Seblat	1.13	Kerinci Seblat	1.24	Kerinci Seblat	0.82	
	Bukit Barisan Selatan	1.56	Bukit Barisan Selatan	1.72	Bukit Barisan Selatan*	1.53	
	Berbak-Sembilang	1.02	Berbak-Sembilang	1.12	Berbak-Sembilang	0.63	
	Average Score for 4 landscapes	1.06	Average Score for 4 landscapes	1.17	Average Score for 4 landscapes	1.16	
	Increase in Sumatran tiger density* by >10% in core area in 4 target landscapes**:					Estimated tiger density based on single session method	<ul style="list-style-type: none"> <li>The results realized by the Project are short of the end-of-project target with a decreasing trend (see figures 13 a-d below);</li> <li>Whilst the metric on tiger density is concerning and what it may signify for the conservation status of the species, consultation with experts during the TE has revealed that the targets for each site are within an acceptable range and margin of error - which indicates high population dynamics and an overall stable population.</li> </ul>
	* Based on 2019 analysis						

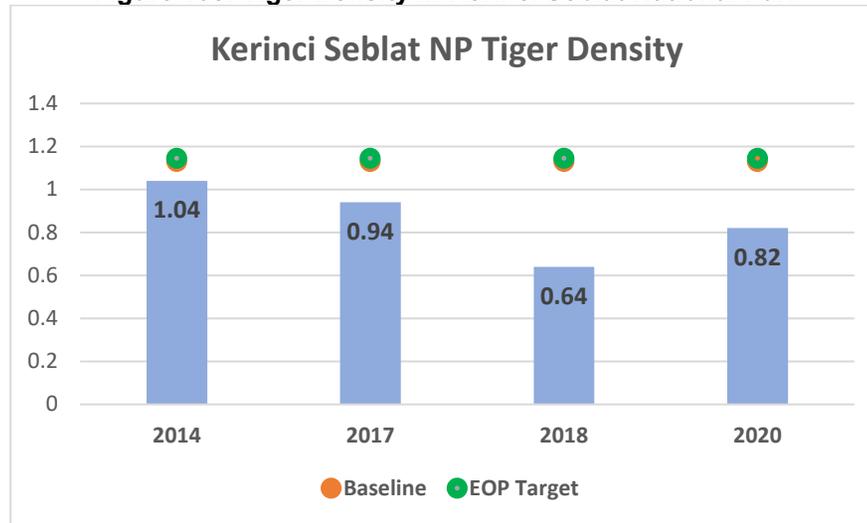
**Figure 13a: Tiger Density in Gunung Leuser National Park**



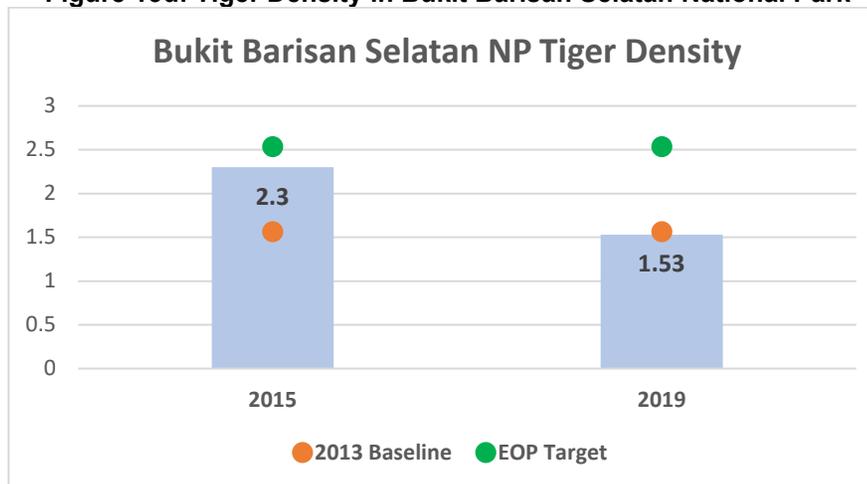
**Figure 13b: Tiger Density in Berbak Sembilang National Park**



**Figure 13c: Tiger Density in Kerinci Seblat National Park**



**Figure 13d: Tiger Density in Bukit Barisan Selatan National Park**



168. The TE consultant team believes that using tigers as the main indicator was a bold decision and double-edged sword by the Project. While it is fully understandable tigers were used as a flagship species at the time of the Project’s design, given the heightened awareness following the Global Tiger Summit, it also provides a false sense of security. The MTR notes the following when there was evidence of an increasing trend in 2019 based on prior analysis: ***“The Project has exceeded its target by 27% in relation to the most important Project indicator which is the ‘Increase in Sumatran tiger density’, this justifies the project intervention so far”***. By the same logic therefore, and given the downward trend observed, does this mean a decrease in tiger density does not justify the Project intervention?
169. During the course of implementation, the Project learned that different variables, parameters and estimation method(s), as well as modelling techniques ultimately yield different figures which could be incompatible and may lead to incorrect interpretation. The results from multi-session methods introduced by the Project also demonstrated considerable fluctuation in numbers between years and not incremental linear movements. Therefore, the Project is not simply about the final numbers of tigers but fostering a deeper understanding of their complexity and population dynamics, to refine monitoring of populations.
170. There are also issues with an expectation of incremental and linear increases in populations, which also mask variation between sites based on different variables. With wide-ranging but likely in the low density, the Sumatran tiger survival is dominantly determined by the availability of prey and the quality of their habitat carrying capacity. Including external factors, e.g., hunting. Therefore, estimating the size of tiger populations cannot rely only on tiger population alone, and must incorporate prey abundance as well. The population fluctuations, without considering the external factors, likely indicate healthy population dynamics and fluctuation.
171. The above is also consistent with the results of discussions with Sumatran Tiger experts during the course of the TE who have examined and underscored healthy population fluctuations found in all landscapes. Regardless of the hard numbers of the Tiger population in the SRF, what can be taken from the experience is the broad consultation and agreement on how things should be moving forward, grounded in scientific evidence. The standardization of assumptions and modeling structures across all project landscapes is a good step in harmonizing the procedure for estimating the tiger population. These efforts showed the best lessons learned for other Indonesian priority species. In short, expectations of linear increases in population trends are short-sighted and single session modelling techniques are inadequate for dynamic species such as tigers. Going forward there is a need for purpose-built algorithms which factor in multiple variables.

*“THE RESULTING TIGER DENSITY FIGURE IS ALSO A COMPLEX FUNCTION OF INTERRELATED VARIABLES THAT BECOMES PART OF COMPONENT 1 AND 2. THE INTERCONNECTEDNESS BETWEEN THESE VARIABLES HAS MADE IT EVEN MORE CHALLENGING TO REVEAL PARTICULAR PATTERN OF CAUSAL RELATIONSHIP BETWEEN THEM, OR TO ACCURATELY IDENTIFY THE MAGNITUDE OF EACH VARIABLES IN DETERMINING THE RESULTING TIGER DENSITY FIGURE”*

- TECHNICAL REVIEW UNDP-GEF TIGER PROJECT APRIL 2021



Terminal Evaluation: “Transforming Effectiveness of  
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				<p>target in this component shows good internalization in measuring institutional capacity building in the management of national parks.</p>																																				
<p>1.2. SMART-RBM Threat Encounter Reports. Reduction of tiger-related threats by &gt;10% in each of the 5 target PAs indicated by a reduction in the number of illegal activities as shown in SMART-RBM monthly patrolling reports*, and construction of tiger sanctuary in priority area is started.</p>	<table border="1" data-bbox="548 435 907 711"> <thead> <tr> <th>Protected Area</th> <th>SMART Baseline (2013)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>43.0</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>44.0</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>2.0</td> </tr> <tr> <td>Berbak NP</td> <td>0.22</td> </tr> <tr> <td>Sembilang NP</td> <td>0.00</td> </tr> </tbody> </table> <p data-bbox="548 737 907 883">*Encounter rate: average number of tiger and prey snare traps removed/100km of forest patrol # No snare traps were encountered in 2013, and a new baseline will be explored.</p>	Protected Area	SMART Baseline (2013)	Gunung Leuser NP	43.0	Kerinci Seblat NP	44.0	Bukit Barisan Selatan NP	2.0	Berbak NP	0.22	Sembilang NP	0.00	<p data-bbox="955 412 1333 532">Reduction of tiger-related threats by &gt;10% in each of the 5 target PAs indicated by a reduction in the number of illegal activities as shown in SMART-RBM monthly patrolling reports</p> <table border="1" data-bbox="955 558 1297 808"> <thead> <tr> <th>Protected Area</th> <th>SMART Target PY5)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>7.47</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>10.3</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>1.1</td> </tr> <tr> <td>Berbak NP</td> <td>0</td> </tr> <tr> <td>Sembilang NP</td> <td>0</td> </tr> </tbody> </table>	Protected Area	SMART Target PY5)	Gunung Leuser NP	7.47	Kerinci Seblat NP	10.3	Bukit Barisan Selatan NP	1.1	Berbak NP	0	Sembilang NP	0	<table border="1" data-bbox="1362 435 1663 685"> <thead> <tr> <th>Protected Area</th> <th>SMART Actual</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>0.38</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>5.3</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>1.08</td> </tr> <tr> <td>Berbak NP</td> <td>0.9</td> </tr> <tr> <td>Sembilang NP</td> <td>0.9</td> </tr> </tbody> </table>	Protected Area	SMART Actual	Gunung Leuser NP	0.38	Kerinci Seblat NP	5.3	Bukit Barisan Selatan NP	1.08	Berbak NP	0.9	Sembilang NP	0.9	<p data-bbox="1692 412 1965 630">Progress towards the end project target level at 100% overall in all targeted sites. Tiger-related threats were reduced by an estimated of 72.2% across the key landscapes as indicated by a reduction in the number of illegal activities observed.</p> <p data-bbox="1692 656 1965 873">Gunung Leuser, Kerinci Seblat and Bukit Barisan Selatan NPs have exceeded the end-of-project target. Berbak Sembilang has yet to achieve the targeted threat reduction metric by a narrow margin. The TE consultant also notes:</p> <ul data-bbox="1692 899 1965 1406" style="list-style-type: none"> <li>• The SMART Patrol method was found very useful to monitor the national park effectively from the management perspective and from the ground staff who conducted the patrols;</li> <li>• The National Park information system dashboard which compiled all SMART Patrol data coupled with both biodiversity data and park basic information, was developed and was found very useful to evaluate the management efforts transparently, and can easily connect to the HQ system. The system</li> </ul>
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				<p>in BSNP called SIBELANG and in GLNP called SIUDIK, became two of the best models demonstrating how the technology provides effective park management;</p> <ul style="list-style-type: none"> <li>• Currently a similar system is being tested on several national parks;</li> <li>• The random pattern of the snares and other traps located provides an alarm to the unpredictable nature of the threat, although the patrol has been intensified. The dynamics of social and economic pressure in the surrounding area might contribute to this dynamic;</li> <li>• Poachers were very rarely encountered in person by a patrol team. Therefore, the effectiveness of law enforcement patrolling was predicated on its deterrence impact. It was also based on the rationale that the continuous presence of patrol teams could increase the opportunity costs of poaching;</li> <li>• Sustainability is still an issue where the budget allocation for the system still needs to be allocated by the park office, not by HQ.</li> </ul>																
<p>1.3. Law Enforcement Patrol Effort Increase in law enforcement patrol effort (km walked per year) by &gt;10% in each of the 5 target PAs as shown in SMART-RBM monthly patrolling reports</p>	<table border="1"> <thead> <tr> <th>Protected Area</th> <th>Forest Patrol Baseline (2013)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>237</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>1722</td> </tr> </tbody> </table>	Protected Area	Forest Patrol Baseline (2013)	Gunung Leuser NP	237	Kerinci Seblat NP	1722	<p>Increase in law enforcement patrol effort (km walked per year) by &gt;10% in each of the 5 target PAs as shown in SMART-RBM monthly patrolling reports</p> <table border="1"> <thead> <tr> <th>Protected Area</th> <th>Forest Patrol Target (PY5)</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> </tr> </tbody> </table>	Protected Area	Forest Patrol Target (PY5)			<table border="1"> <thead> <tr> <th>Protected Area</th> <th>Actual</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>1,224.95</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>2,445.00</td> </tr> </tbody> </table>	Protected Area	Actual	Gunung Leuser NP	1,224.95	Kerinci Seblat NP	2,445.00	<p>This progress indicator is partially achieved at 84% across all NPs. Three National Parks (Gunung Leuser, Kerinci Seblat, and Bukit Barisan Selatan) have fully exceeded the end-of-project target for kms</p>
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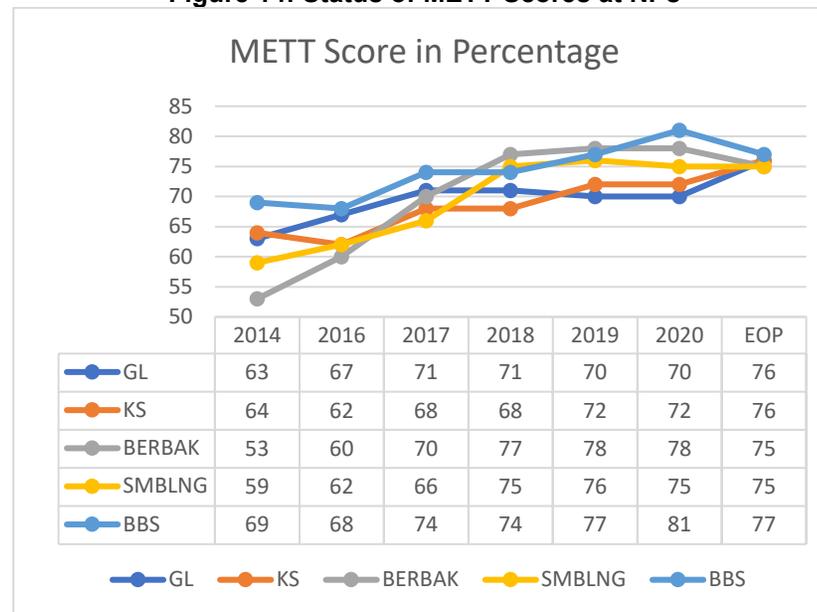
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<p>1.4. Forest Degradation Rates Forest degradation* rates in core areas in 5 target protected areas reduced to &lt;1% by end of project [</p>	<table border="1"> <thead> <tr> <th>Protected Area</th> <th>Deforestation rate Baseline (2017)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>0.14%</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>0.008%</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>0.04%</td> </tr> <tr> <td>Berbak NP</td> <td>7.9%</td> </tr> <tr> <td>Sembilang NP</td> <td>11.24%</td> </tr> </tbody> </table>	Protected Area	Deforestation rate Baseline (2017)	Gunung Leuser NP	0.14%	Kerinci Seblat NP	0.008%	Bukit Barisan Selatan NP	0.04%	Berbak NP	7.9%	Sembilang NP	11.24%	<p>Forest degradation* rates in core areas in 5 target protected areas reduced to &lt;1% by end of project.</p> <table border="1"> <thead> <tr> <th>Protected Area</th> <th>Deforestation rate target (PY5)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>0.0014%</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>0.0008%</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>0%</td> </tr> <tr> <td>Berbak NP</td> <td>0.079%</td> </tr> <tr> <td>Sembilang NP</td> <td>0.113%</td> </tr> </tbody> </table>	Protected Area	Deforestation rate target (PY5)	Gunung Leuser NP	0.0014%	Kerinci Seblat NP	0.0008%	Bukit Barisan Selatan NP	0%	Berbak NP	0.079%	Sembilang NP	0.113%	<table border="1"> <thead> <tr> <th>Protected Area</th> <th>Actual</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>0.01%</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>0.008%</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>0.01%</td> </tr> <tr> <td>Berbak NP</td> <td>0.21%</td> </tr> <tr> <td>Sembilang NP</td> <td>0.30%</td> </tr> </tbody> </table>	Protected Area	Actual	Gunung Leuser NP	0.01%	Kerinci Seblat NP	0.008%	Bukit Barisan Selatan NP	0.01%	Berbak NP	0.21%	Sembilang NP	0.30%	<p>Full progress registered across all targeted NPs. There has been a decrease in the rate of forest loss and forest cover loss in several - not all – of the Project’s landscapes between 2018 – 2019. The analysis was determined using the same analytical methods: leveraging remote sensing imagery data and field observation data based on the results of SMART-based patrols. The TE also notes the following:</p> <ul style="list-style-type: none"> <li>• The Project facilitated well trained staff who were supported with good equipment in all the</li> </ul>
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				<p>landscapes enabling them to detect land use and changes through effective analysis and a robust monitoring approach;</p> <ul style="list-style-type: none"> <li>The results of the analysis are compatible with and feed in into information system dashboard for better decision making and follow-up mitigation actions through SMART patrol to tackling source of forest degradation;</li> <li>The Project has learned that there has been variance intra and/or inter sites with regard to progress with deforestation status.</li> </ul>																																				
<p>1.5. Management Effectiveness (METT Score) Improved management effectiveness of 5 target protected areas</p>	<table border="1"> <thead> <tr> <th>Protected Area</th> <th>METT Baseline Score (2014)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>63%</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>64%</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>69%</td> </tr> <tr> <td>Berbak NP</td> <td>53%</td> </tr> <tr> <td>Sembilang NP</td> <td>59%</td> </tr> </tbody> </table>	Protected Area	METT Baseline Score (2014)	Gunung Leuser NP	63%	Kerinci Seblat NP	64%	Bukit Barisan Selatan NP	69%	Berbak NP	53%	Sembilang NP	59%	<table border="1"> <thead> <tr> <th>Protected Area</th> <th>METT Target Score (PY5)</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>76%</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>76%</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>77%</td> </tr> <tr> <td>Berbak NP</td> <td>75%</td> </tr> <tr> <td>Sembilang NP</td> <td>75%</td> </tr> </tbody> </table>	Protected Area	METT Target Score (PY5)	Gunung Leuser NP	76%	Kerinci Seblat NP	76%	Bukit Barisan Selatan NP	77%	Berbak NP	75%	Sembilang NP	75%	<table border="1"> <thead> <tr> <th>Protected Area</th> <th>Actual</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td>70%</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td>79%</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td>81%</td> </tr> <tr> <td>Berbak NP</td> <td>78%</td> </tr> <tr> <td>Sembilang NP</td> <td>75%</td> </tr> </tbody> </table>	Protected Area	Actual	Gunung Leuser NP	70%	Kerinci Seblat NP	79%	Bukit Barisan Selatan NP	81%	Berbak NP	78%	Sembilang NP	75%	<p>Taken together, 98.4% of the end-of-project target has been achieved with Figure 14 showing an incremental improvement over the course of the Project. During commenting phase the METT was repeated and 100% of the end-of-project target has been achieved for each landscape.</p> <p>The METT evaluation report underscored that the process of METT assessment has succeeded in increasing the understanding of managers and stakeholders about the area under their management or territory. As highlighted in many project reports, this also triggers the process of 'breaking the wall' which has long separated PA managers and other stakeholders. Hence, communication, trust and</p>
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mutual understanding has been nurtured since then to allow for more effective PA management. The TE also notes:

- METT process and measures implemented provided a collaborative evaluation framework for park management effectiveness which served more than just a quantitative number,
- All landscape showed good progress toward the project target due to better internalization on measuring of management success with this method.

Figure 14: Status of METT Scores at NPs



174. Scorecards were repeated in December 2021 and details provided to the TE consultant team during the commenting phase of the evaluation report at the end of January 2022. There has been a light increase in the scores as follows, confirming and reinforcing the upward trajectory noted in Figure 14: Kerinci National Park = 79 (3 points higher than 2020), Gunung Leuser = 78 (8 points higher than 2020), Bukit Barisan Selatan = 79 (2 points lower than in 2020), Sembilang National Park = 76 (1 point higher than in 2020) and Berbak National Park = 81 (3 points higher than in 2020).

### Outcome 2

#### Achievement Against the Outcome 2 rating:

**HIGHLY SATISFACTORY**

175. As described in the details of Table 19 below, the Project fully met all four indicators for Outcome 2.

176. Per the Project Document the strengthened partnerships at landscape level - to reduce key threats to wildlife, including poaching, wildlife trade, human-wildlife conflicts and habitat destruction - amounts to a paradigm shift. This was intended to engage a wider range of government agencies as well as key CSOs and the private sector in piloting and reviewing innovative forest and wildlife management interventions.

177. While the individual targets under Outcome 2 have been delivered and work has been undertaken well, results are varied across landscapes, across time and between different stakeholders. While the enabling conditions have been established for closer cooperation between government entities, the same enabling conditions are not uniform between government entities and conservation NGOs, with future prospects at the time of writing not promising.

<b>Table 19: Progress Towards Outcome 2</b>						
<b>Outcome 2: Intersectoral coordination systems are developed for priority landscapes</b>						
<b>Indicator</b>	<b>Baseline</b>		<b>End of project target</b>	<b>End-of-project status (level as of 1 November 2021)</b>	<b>TE Ratings and Comment</b>	
2.1. Number of Wildlife Crime Cases Submitted for Prosecution Number of wildlife crime cases submitted for prosecution from operations conducted at island level as a result of intersectoral collaboration increases by >25%:	<b>Landscapes</b>	<b>Number of cases submitted baseline (2013)</b>	Number of wildlife crime cases submitted for prosecution from operations conducted at island level as a result of intersectoral collaboration increases by >25%	<b>Landscapes</b>	<b>Actual*</b>	
	Leuser Ecosystem	3			Leuser Ecosystem	4
	Kerinci Seblat	3			Kerinci Seblat	3
	Bukit Barisan Selatan	1			Bukit Barisan Selatan	7
					Berbak-Sembilang	2
					*Average number	
					Progress towards the end-of-project target is 100% in all targeted sites. The TE notes the following:  • The achievement for this indicator reflects a better collaboration among stakeholders which has been nurtured and solidified over the course	

Terminal Evaluation: “Transforming Effectiveness of  
Biodiversity Conservation in Priority Sumatran Landscapes  
(Tiger Project)” – Final Report

	<table border="1"> <tr> <td>Berbak-Sembilang</td> <td>0</td> </tr> </table>	Berbak-Sembilang	0	<table border="1"> <tr> <td>Leuser Ecosystem</td> <td>3</td> </tr> <tr> <td>Kerinci Seblat</td> <td>3</td> </tr> <tr> <td>Bukit Barisan Selatan</td> <td>1</td> </tr> <tr> <td>Berbak-Sembilang</td> <td>0</td> </tr> </table>	Leuser Ecosystem	3	Kerinci Seblat	3	Bukit Barisan Selatan	1	Berbak-Sembilang	0	<p>of the Project. Stronger collaboration and trust between illegal wildlife chain stakeholders has culminated into hard results in tackling wildlife crime cases and dismantling criminal networks;</p> <ul style="list-style-type: none"> <li>• Partnerships forged between various law-enforcement agencies at local level, such as the provincial police authority (POLDA), judges, attorneys, etc. Furthermore, the Project developed a more 'informal' informant network at local level, established and operationalized provincial and inter-landscape network in combatting IWT;</li> <li>• Myriad trainings have been provided to increase the capacity and awareness of the law enforcement agencies and strengthen community informant networks towards wildlife crime issues;</li> <li>• Aside from the increased number of prosecuted cases, the Project has been able to support the release of animals rescued from IWT activities back to their natural habitat, in several locations through enhanced animal handling and release techniques;</li> <li>• There has been an internalization of the standardized modules</li> </ul>
Berbak-Sembilang	0												
Leuser Ecosystem	3												
Kerinci Seblat	3												
Bukit Barisan Selatan	1												
Berbak-Sembilang	0												

Terminal Evaluation: “Transforming Effectiveness of  
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				<p>used for training in handling wildlife crimes;</p> <ul style="list-style-type: none"> <li>• Finally on the intelligence front, the Project has been able to identify more specific information on the ‘demand’ side of IWT dynamics, to help inform a more effective and bespoke response strategy.</li> </ul>
<p>2.2. Number of Agency Staff participating in Pilot Projects At least 25 staff of the Ministry of Environment and Forestry, Provincial/District level authorities and/or regional development planning authorities (e.g. Bappeda and Public Works Agency) participate in the process of piloting five innovative forest/biodiversity projects.</p>	0 people involved	<p>At least 25 staff of the Ministry of Environment and Forestry, Provincial/District level authorities and/or regional development planning authorities (e.g. Bappeda and Public Works Agency) participate in the process of piloting five innovative forest/biodiversity projects.</p>	<p>Total 580 agency staff facilitated and participated in the innovative projects.</p>	<p>The TE notes that all targets have been achieved for this indicator. In addition, the TE has observed the following:</p> <ul style="list-style-type: none"> <li>• The total number of agency staff facilitated and participated in the innovative projects in this reporting period (580 staff) has surpassed the end-of-project target and increased more than fourfold from the earlier reporting period (128 staff);</li> <li>• The Project has been able to deliver some innovative forest and wildlife management interventions in target landscapes as enshrined within the Project Document;</li> <li>• Documentation of innovation has been prolific, with strong knowledge products produced helping to promote upscaling and replication, with strong endorsement by the respective provincial authorities;</li> <li>• There has been a significant investment in capacity building under</li> </ul>

				<p>this Outcome, demonstrating the need for well-equipped and trained human resources in innovative biodiversity conservation activities;</p> <ul style="list-style-type: none"> <li>• Going forward there ought to be a conscious effort on the sustainability of capacity building efforts established and future needs as well so staff can continue making constructive contributions in species and landscape management.</li> </ul>
<p>2.3. Tiger, Prey and Forest Habitat Monitoring System Standardised tiger, prey and forest habitat monitoring system developed and operationalized for 5 target protected areas and their surrounding landscapes.</p>	<p>0 systems in place</p>	<p>Standardised tiger, prey and forest habitat monitoring system developed and operationalized for 5 target protected areas and their surrounding landscapes.</p>	<p>Project supported Ministry of Environment and Forestry (DG KSDAE) in providing standardised tiger, prey and forest habitat through Decree of DG KSDAE No P.11/KSDAE/Set/Kum.1/11/2017 in 2017.</p> <p>Robust foundation and the enabling conditions to progress further based on two established monitoring standards, including a) using camera trap data to monitor tiger density and individual tiger populations; and b) using satellite imagery analysis to monitor forest cover and forest degradation trends.</p> <p>Five-step standardized process flow established and to be followed by NPs.</p>	<p>The TE notes the Project has fully achieved the end-of-project target with respect to this indicator. The TE consultant team also observed the following:</p> <ul style="list-style-type: none"> <li>• A Decree sought early on in the Project’s operations has been foundational and instrumental in enabling work on such a system;</li> <li>• The system was modeled after the operations centre established under the UNDP-GEF CIWT project and was executed on the basis of the NPD’s long-term vision;</li> <li>• Close dependencies established with activities under Outcome 1 have enabled data-driven decision-making to enable park management to monitor and make decisions more effectively on parameters such as tigers, prey and habitat;</li> <li>• The Decree was instrumental for morale of</li> </ul>

				park staff to confidently and proactively undertake monitoring activities.																								
<p>2.4. Human-Tiger Conflict Report Assessments / Responses                  &gt;95% of human-tiger conflict reports are correctly assessed and/or responded in accordance with KSDAE mitigation protocol P48, by Project Year 3</p>	<p>Variable response rates amongst landscapes. Problem tiger reports are not systematically y logged and tracked preventing the development of accurate baselines.</p>	<p>&gt;95% of human- tiger conflict reports are correctly assessed and/or responded in accordance with KSDAE mitigation protocol54 P48, by Project Year 3.</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">Protected Area</th> <th style="text-align: center;">Actual HTC Handled</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td style="text-align: center;">26</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td style="text-align: center;">7</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td style="text-align: center;">6</td> </tr> <tr> <td>Berbak NP</td> <td style="text-align: center;">1</td> </tr> <tr> <td>Sembilang NP</td> <td style="text-align: center;">1</td> </tr> </tbody> </table> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">Protected Area</th> <th style="text-align: center;">Other HWC Handled</th> </tr> </thead> <tbody> <tr> <td>Gunung Leuser NP</td> <td style="text-align: center;">4</td> </tr> <tr> <td>Kerinci Seblat NP</td> <td style="text-align: center;">0</td> </tr> <tr> <td>Bukit Barisan Selatan NP</td> <td style="text-align: center;">43</td> </tr> <tr> <td>Berbak NP</td> <td style="text-align: center;">0</td> </tr> <tr> <td>Sembilang NP</td> <td style="text-align: center;">0</td> </tr> </tbody> </table> <p>Interestingly, while HTC cases in Gunung Leuser are highest among the landscapes, it is also the only landscape where the tiger density figure has met the EOP target to date. While there have been an increase in HTC incidents in tiger landscapes in Sumatra in the past three years, the number of casualties in project landscape has been very limited due to a better coordination, response planning and wildlife conflict handling.</p>	Protected Area	Actual HTC Handled	Gunung Leuser NP	26	Kerinci Seblat NP	7	Bukit Barisan Selatan NP	6	Berbak NP	1	Sembilang NP	1	Protected Area	Other HWC Handled	Gunung Leuser NP	4	Kerinci Seblat NP	0	Bukit Barisan Selatan NP	43	Berbak NP	0	Sembilang NP	0	<p>Based on data reported from sites, all human and wildlife conflicts have been responded to properly according to agreed protocol and procedures and therefore, the Project has achieved its end of project target for this indicator. The TE notes the following:</p> <ul style="list-style-type: none"> <li>The activities under this output have been consistent with and followed vision per the Project’s design. It started with the review and socialization of the HTC mitigation protocol. As per 30 June 2018, human tiger conflict mitigation teams were formed in all landscapes. Those teams were then instrumental in managing human-tiger conflict, as well as other wildlife conflicts in the respective landscape;</li> <li>While the trend is decreasing / stable in the three landscapes (Kerinci Seblat, Berbak Sembilang, Bukit Barisan Selatan), there are a disproportionately high number of reports in Gunung Leuser as a result of a prevalence of farming communities and that spatial variation in human–tiger conflict (HTC) would be a function of habitat conversion, livestock abundance, and</li> </ul>
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				<p>poaching of tiger and its wild prey;</p> <ul style="list-style-type: none"> <li>• Strong replicable model was found in BBSNP and GLNP where the park office, WCS, communities and local government successfully established a positive collaboration on tackling human-wildlife conflict;</li> <li>• Evidence of active relocation programme in place with a total of 5 interventions undertaken in two years.</li> </ul>
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Outcome 3

**Achievement Against the Outcome 3 rating:**

**SATISFACTORY**

178. An impressive range of potential sustainable financing solutions have been identified and explored by the Project, providing a good foundation for future work that is certainly grounded in strong due diligence. Because the various solutions have not yet been developed into a viable and functional financing mechanisms or business cases and proposals to be developed by National Park authorities to fill the identified gap in and compliment MoEF budgeting, this Outcome had some minor shortcomings. Discrepancies noted by the TE consultant team, based on the responses of BAPPENAS, on the achievements of the Outcome and consultations with National Parks point to a mismatch in expectations on the existence of gaps and what ought to be addressed going forward. By its own admission in the 2021 Semester 2 PAR, the Project recognizes that given the lack of national budget to cover the planned series of patrols, patrols going forward will have to be more concentrated and prioritize the most critical areas. This is consistent with conversations with National Park agencies.



*“WITH THE EXISTING BUDGET WE WILL HAVE TO PRIORITIZE CERTAIN AREAS OF THE PARK IN OUR PATROLS”*

*“IT WILL BE IMPOSSIBLE FOR US TO PATROL EVEN 90% OF THE NATIONAL PARK WITH EXISTING FUNDS”*

**- SOME PERSPECTIVES FROM THE NATIONAL PARK AGENCIES ON IMPLICATIONS OF FUNDING GAPS**

<b>Table 20: Progress Towards Outcome 3</b>				
<b>Outcome 3: Sustainable financing for biodiversity management in priority landscapes</b>				
<b>Indicator</b>	<b>Baseline</b>	<b>End of project target</b>	<b>End-of-project status (level as of 1 November 2021)</b>	<b>TE Ratings and Comment</b>
<p>3.1. Financing Plans Five new financing plans in place for selected target PAs by the project end and budgets increased by 10%.</p>	<p>0 financing plans in place, and 2014 budget baselines are from the NPs and partnering CSOs.</p>	<p>Five new financing plans in place for selected target PAs by the project end and budgets increased by 10%.</p>	<p>Per the 2021 S2 PAR it was noted that this indicator’s progress can be considered achieved on the basis of the following:</p> <p>1) Financing plans for all targeted national parks have been finalized; and</p> <p>2) The target of increasing the budget by 10% at the targeted national parks has been realized. The budget for the five national parks increased by 38% (without partners) and 55.6% (with partners) in 2020 compared to 2015.</p>	<p>The TE notes the following:</p> <ul style="list-style-type: none"> <li>• The ambition and scope articulated in the Project’s design was that “<i>new sustainable financing mechanisms will be demonstrated and shared to meet long-term management needs both inside and outside protected areas through <b>developing and implementing sustainable financing plans</b> for selected production areas</i>”;</li> <li>• Certainly not to take away from the value added this Outcome has brought, the TE notes it has been foundational rather than transformational. Many of the proposed solutions are still theoretical and have not been put into practice through several cycles of business planning and implementation, followed by refinement in subsequent cycles;</li> <li>• Business plans, while at a very high technical standard, have come late in the project cycle and the Project will not be operational to monitor and ensure these pay dividends going forward;</li> </ul>

				<ul style="list-style-type: none"> <li>• NP authorities have yet to confirm the appropriateness and applicability of the proposed mechanisms in each of the business plans; something that can only happen through piloting;</li> <li>• While there is evidence that government contributions have increased over the life of the Project (which itself is made up of different types of funding<sup>30</sup>), there has not been sufficient diversification away from government sources by PAs themselves;</li> <li>• Government policy restricting INGOs being beneficiaries of international funding is a step backwards and risk for financial sustainability as a whole.</li> </ul>
3.2. Sustainable Financing Plans for Production Areas involving PPPs	0 plans in place.	Two sustainable financing plans produced for production area/s through business and biodiversity mechanisms (PES, private sector endowment and corporate social responsibility schemes and biodiversity offsetting) involving public-private partnerships (PPPs).	<p>Per the 2021 PIR and S2 PAR it was noted that this indicator’s progress can be considered on track and that two sustainable financing plans have been developed and consulted with relevant stakeholders and currently on the final stage of finalization by BAPPENAS:</p> <p>1) In early 2021, the Ministry of National Development Planning/BAPPENAS as the</p>	<ul style="list-style-type: none"> <li>• The end result is a significant change in strategy and departure from the vision in the Project Document which sought to establish the enabling conditions “for <i>Ecosystem Restoration Concessions, conservation of HCV forest in plantations and other pro-</i></li> </ul>

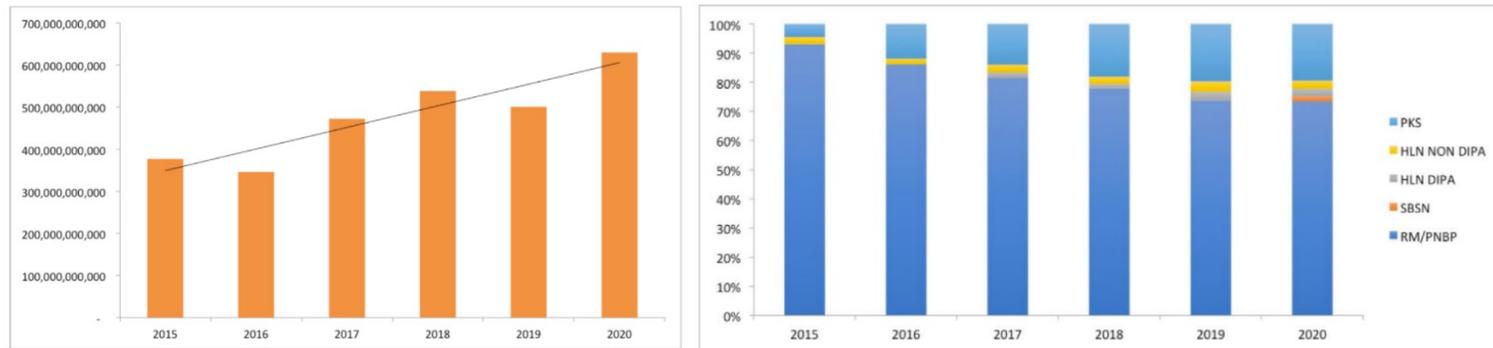
<sup>30</sup> Portrait of Protected Area Financing in Sumatera notes the following funding sources: Domestic Source (Rupiah Murni or RM) / Non-Tax State Revenue (Pendapatan Negara Bukan Pajak or PNBP), Foreign Grants (Hibah Luar Negeri or HLN) (Planned and Direct), Government Islamic Bonds (Surat Berharga Syariah Negara or SBSN), and cooperation between PA managers and partners through a Cooperation Agreement (Perjanjian Kerja Sama or PKS).

			<p>leader for component 3 reported that it has succeeded in promoting SBSN as a financing mechanism in Sumatra Island landscape. It highlights the success of Batang Gadis National Park in receiving financial support through SBSN -- which therefore hints a potential for other National Parks, including the project's targeted National Parks, to benefit from the SBSN mechanism.</p> <p>2) PPP financing scheme through Cooperation Agreement and Conservation Concession has been identified as the feasible ones. The involvement of the private sector has an important role for sustainable funding in conservation areas. It also recommends PPP model of Tambling Wildlife Nature Conservation in BBSNP to be replicated and up-scaled in the future.</p>	<p><i>environment initiatives in production forests that directly support PA institutions in securing their borders, guided by tiger survey results and offer new revenue streams”.</i></p> <ul style="list-style-type: none"> <li>• There was a built-in dependency that the financing plans were intended to support forest patrols, boundary demarcation and wildlife monitoring that has not materialized. The silos which were flagged at MTR have to a certain extent persisted to project closure;</li> <li>• Again, the supporting due diligence is of a high technical standard but feels generic rather than purpose-built for the landscapes and individual needs of the national parks;</li> <li>• At MTR the Project noted that PPP mechanisms already exist, but revenues generated were currently not retained or reinvested in PAs and that the original focus on PPP may not be relevant or feasible anymore. It is unclear where the continued focus on PPPs is in light of the above;</li> <li>• Operationalizing the two financing mechanisms will require a transformation of NP</li> </ul>
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				<p>authorities into Public Service Boards in order to open up opportunities for managers to obtain and channel funding to where investments are needed to benefit of conservation objectives and livelihoods of local communities. This transition was not made during the Project’s lifetime and will have to be nurtured post-project without the architecture and benefits a Project brings to monitor and catalyze change.</p>																												
<p>3.3. Financial Sustainability Scorecard</p>	<table border="1"> <thead> <tr> <th>Sub-component</th> <th>Baseline (2014)</th> </tr> </thead> <tbody> <tr> <td>1. Legal, regulatory and institutional frameworks</td> <td>42%</td> </tr> <tr> <td>2. Business planning and tools for cost effective management</td> <td>24%</td> </tr> <tr> <td>3. Tools for revenue generation</td> <td>35%</td> </tr> </tbody> </table>	Sub-component	Baseline (2014)	1. Legal, regulatory and institutional frameworks	42%	2. Business planning and tools for cost effective management	24%	3. Tools for revenue generation	35%	<p>Increase by &gt;25% for each of the three component scores in the Financial Sustainability Scorecard for the sub-system of Sumatra’s protected areas</p> <table border="1"> <thead> <tr> <th>Sub-component</th> <th>Target (PY5)</th> </tr> </thead> <tbody> <tr> <td>1. Legal, regulatory and institutional frameworks</td> <td>53%</td> </tr> <tr> <td>2. Business planning and tools for cost effective management</td> <td>30%</td> </tr> <tr> <td>3. Tools for revenue generation</td> <td>44%</td> </tr> </tbody> </table>	Sub-component	Target (PY5)	1. Legal, regulatory and institutional frameworks	53%	2. Business planning and tools for cost effective management	30%	3. Tools for revenue generation	44%	<p>The three sub-components of the Financial Sustainability Score Card had overall increased by 88%. Therefore, the targeted increase by &gt; 25% have been fully achieved.</p> <table border="1"> <thead> <tr> <th>Sub-component</th> <th>Result</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>1. Legal, regulatory and institutional frameworks</td> <td>58%</td> <td>38%</td> </tr> <tr> <td>2. Business planning and tools for cost effective management</td> <td>64%</td> <td>167%</td> </tr> <tr> <td>3. Tools for revenue generation</td> <td>56%</td> <td>44%</td> </tr> </tbody> </table>	Sub-component	Result	%	1. Legal, regulatory and institutional frameworks	58%	38%	2. Business planning and tools for cost effective management	64%	167%	3. Tools for revenue generation	56%	44%	<p>The TE consultant team concurs that progress on indicator 3.3 warrants a rating of full completion. The TE further notes:</p> <ul style="list-style-type: none"> <li>Considering this indicator was at a high risk of non-compliance owing to a lack of comprehensive approach, surpassing the end-of-project target on all sub-components and an average of 83% is an impressive feat;</li> <li>While the Project was successful at increasing overall financial literacy, there ought to be a greater emphasis on how this capacity will contribute to ensuring the interconnectedness between project outputs and</li> </ul>
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				<p>components;</p> <ul style="list-style-type: none"> <li>• Similar to the institutionalization of the METT, the TE consultant team encourages enabling conditions at the national level to support increasing the value of the financial sustainability scorecards going forward;</li> <li>• There are still elements and sub-elements that require further government commitment and support from partners to improve the conservation area funding system in the future, including better use of and training on the Collaborative Information System for Planning and Budget Performance Information.</li> </ul>
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**Figure 15: Increase and Diversification of PA Financing**



179. The charts in Figure 15 illustrate that while government funding to all PAs in Sumatra has increased over the course of the Project (see left), the diversification within government funding has remained relatively stable with the amount from Domestic / non-tax state revenue accounting for 80% of the total. Opportunities for PAs to access additional funding types was corroborated to be restrictive, highly dependent on the readiness of each PA manager in submitting activity proposals along with the complete documents and highly competitive criteria<sup>31</sup>. Moreover, opportunities for PAs to leverage international cooperation funds are contingent on the outcome of negotiations between the national government and development partners which may require a longer time horizon and not be aligned with conservation priorities.

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<sup>31</sup> Portrait of Protected Area Financing in Sumatera. Ministry of National Development Planning / BAPPENAS (2020)

## Relevance

### Relevance rating:

**HIGHLY SATISFACTORY**

#### National Priorities / Strategies

180. The Project had good alignment to national priorities and was consistent with the Government of Indonesia’s policy on wildlife, forest and environmental protection, specifically the National Strategy and Action Plan for Sumatran Tiger, Rhino, Orangutan and Asian Elephant (MoEF: P42/Menhut-II/2007, P44/Menhut-II/2007, P43/Menhut-II/2007, P53/Menhut-II/2007) and human-wildlife conflict (P48/Menhut-II/2008), as well as Indonesian commitments under the Convention on International Trade in Endangered Species (CITES; enacted through Presidential Decision 43/1978) through its activities aimed at strengthening controls on the illegal wildlife trade.

181. In terms of overall national development context, the Project was consistent with Indonesia’s National Long-Term Development Plan (2005-2025) aiming to achieve a “green and ever-lasting Indonesia” and the vision therein to establish a country that is developed and self-reliant, just and democratic, and peaceful and united, in order to achieve the development goals as mandated in the Preamble to the Constitution of 1945. Consultations with the NPD surfaced that KSDAE was cognizant and purposefully engineered linkages between the Project’s achievements to targets under the Five Year Strategic Plan (2015-2019) and follow-up Strategic Plan ([Renstra 2020-2024](#)).

*“MY VISION FOR THE PROJECT IS THAT THE KSDAE’S STRATEGIC INDICATORS ARE ON TRACK AND TARGETS MET FOR THE 2020-2024 PERIOD THROUGH THIS PROJECT AND BEYOND, WHICH ARE CLOSELY ALIGNED WITH THE PROJECT’S RESULTS. KSDAE ALREADY MET THE TARGETS SET FOR THE END OF 2019”*

- INTERVIEWEE ON ALIGNMENT WITH RENSTRA 2020-2024

182. Through Outcome 2 and the eco-infrastructure guidance delivered, the Project has fed into Indonesia’s law requiring spatial planning (land use planning) for all provinces and districts (26-2007), supervised by the Ministry of Public Works and Housing and National Spatial Planning Coordinating Board (under BAPPENAS) requiring ecological considerations be taken into account through strategic environmental assessment (under 32-2009), overseen by the Ministries of Environment and Forestry.

183. Indonesia is one of the nine pilot countries for the initial phase, and started its implementation phase in March 2010. This Project will assist through co-financed support to the REDD+ pilot project in the Berbak NP landscape,

#### International / Regional Priorities / Strategies

184. The Project has also contributed to the implementation of the Convention on Biological Diversity’s Programme of Work on Protected Areas as well as to achievement of the Aichi Targets, in particular under the **strategic goal C**: To improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity. It contributes to Aichi Target 11 through increasing management effectiveness of the PA system including its integration with conservation actions across wider landscapes, and Target 12, through improving the conservation status of globally threatened species, with specific focus on the Sumatran tiger.

185. Though not formally in pace at the time of design, through the cooperative involvement of governments, international organizations, local and international civil society groups and communities, as well as private sector actors, a framework has been built in which the regulated use of wildlife and their habitats supports both conservation and human well-being, thus contributing to the achievement of the SDGs, particularly Goals 1, 14 and 15 and also Goal 12 (Ensure sustainable consumption and production patterns).
186. Having signed the St. Petersburg Declaration on Tiger Conservation as adopted by the range states at the Global Tiger Summit in November 2010, international commitments compliment the MoEF’s own NTRP, part of the Global Tiger Recovery Program for which the GEF has a stated financial supporting role.
187. As one of the nine pilot countries for its initial phase, the Project was intended to feed into the National Strategy for REDD+, with the objective of reducing emissions of greenhouse gases from the forestry sector by a minimum of 14% as part of the aforementioned country’s commitment under UNFCCC. This was supposed to materialize through co-financed support to the REDD+ pilot project in the Berbak NP landscape. This did not happen as planned due to structural issues at the national level, but was certainly beyond the Project’s control.

#### GEF Programming

188. The Project was consistent with GEF BD-1 ‘Improving sustainability of protected areas’ and GEF BD-2 ‘Mainstreaming biodiversity conservation and sustainable use in production landscapes’. The Project specifically sought to establish a conducive management and coordination framework in Indonesia, through Outcomes 1 and 2, for more robust management planning and decision-making at five production landscapes, and ensuring continuity of funding, through Outcome 3, via diversification of innovative financial mechanisms.

#### UNDP Programming

189. The Project was originally designed to contribute to the [Government of Indonesia’s 2011-2015 Country Programme Action Plan](#) and supporting Medium-term Development Plan Outcome Area b (specifically Priorities 8 and 9); and UNPDF Outcome 5. With respect to the Environment, Energy and Climate Change outcome area, the Project is positioned to strengthen national and sub-national capacities to effectively manage natural resources. It is also relevant to [Outcome 3 of Indonesia’s 2016-2020 Country Programme Document](#) on ‘Sustainable natural resource management and increased resilience’.

### **Effectiveness**

#### **Effectiveness rating:**

**SATISFACTORY**

190. As described in section above (Relevance), the Project contributed to the country programme, the Aichi Targets, the UNDP Country Programme Document, GEF strategic priorities, and national development priorities.
191. Substantial progress was made towards the Project Objective, despite there being some challenges with binary species-related indicators and a target that fails to fully capture the complexity of tiger dynamics. The Project internalized valuable future lessons during the course of implementation

regarding the potential of different variables, parameters, and estimation methods and modelling techniques, as well as the instrumental need for harmonized monitoring frameworks across landscapes. Contrary to the finding of the MTR, while the Project did not achieve the most important Project indicator which is the “Increase in Sumatran tiger density”, the Project was justified and has contributed immensely to conservation priorities in Sumatra.

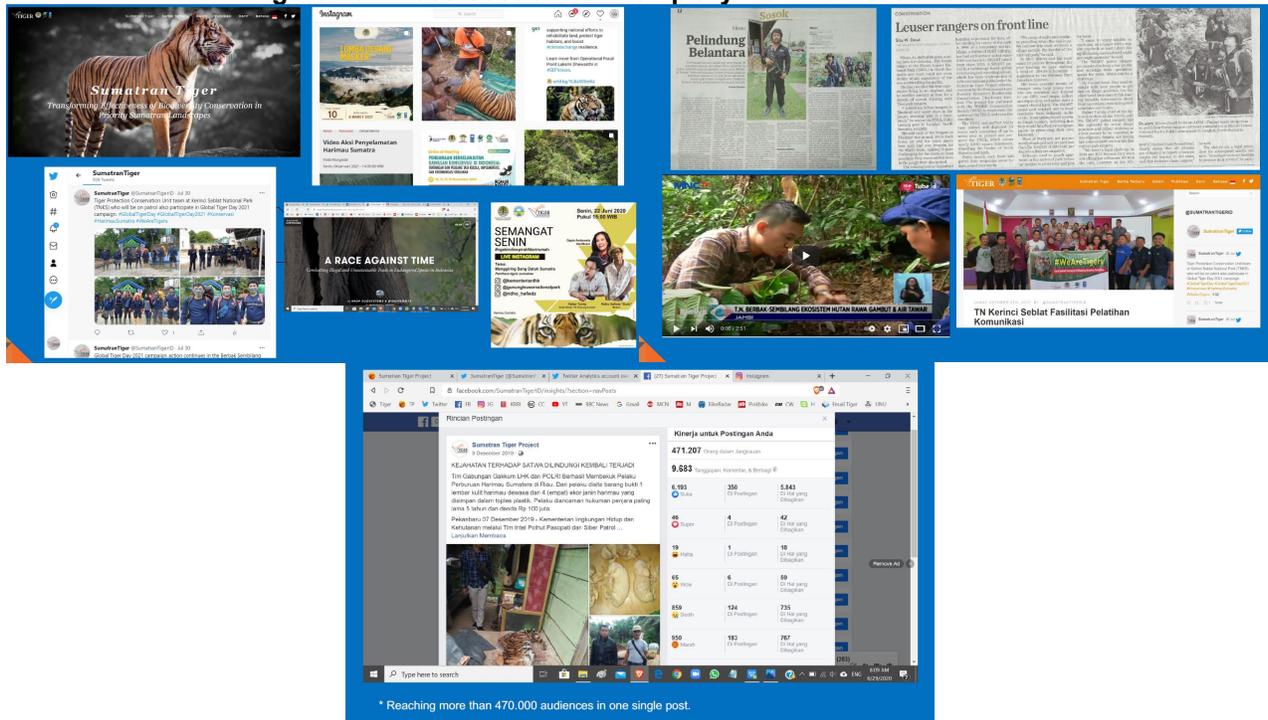
192. Outcome 1 achieved a Highly Satisfactory rating and was successful. This was due to a range of factors, including the high degree of institutionalization and ownership of National Park authorities, strong delivery model and capable INGOs with a long-standing tradition operating in each landscape. Above all there were strong champions and having the Project’s actions being built on proven approaches certainly contributed as well.

*“DELIVERY OF DATA AND INFORMATION MANAGEMENT CAPABILITIES ARE THE HIGHLIGHT AND THE LEGACY OF THIS PROJECT. THE INFORMATION MANAGEMENT SYSTEM IS CENTRALIZED AND MANAGED BY THE MINISTRY (SITUATION ROOM IN JAKARTA), WHICH IS A DIFFERENT SITUATION ROOM THAN THE ONE ESTABLISHED VIA THE CIWT PROJECT BY THE DG OF LAW ENFORCEMENT”*

- INTERVIEWEE REFELCTION ON THE PROJECT LEGACY

193. Outcome 2 also delivered its planned outcomes and outputs and was rated Highly Satisfactory, with PIUs playing important roles in the project landscapes and the participation of communities in addressing innovative biodiversity interventions, addressing both HTC and HWC benefits and a game-changing spatial data system to inform decision-making. Recognition also goes to the PMU’s Communication Officer who did an exemplary job in raising awareness, documenting and unifying different strands of knowledge emerging from the Project through a digital front door and multi-channel approach; all this without it being a designated component, but ought to have been.

Figure 16: Cross Section of Exemplary Communications Work



194. While rated Satisfactory, Outcome 3 had some delivery challenges. The main change in the Project approach from what was planned are shortcomings related to the actual implementation of sustainable financing / business plans and mechanisms. Business plans could have been more closely linked to management plans and deeper dependencies made with other components for a more cohesive strategy and multiplier effect. The creation of enabling conditions have also not taken root and will take some time to reach maturity and a point where they can be effective in meeting conservation goals. As a financial mechanism REDD+ did not factor highly in activities either. Both PPPs and Islamic bonds have been explored among other mechanisms as well but have been theoretical in nature rather than purpose-built for the individual needs of the national parks. This Outcome did not gain traction until after the MTR and time was lost that could have been spent developing a mature financing strategy. Two of the three targets were only partially met.

### **Efficiency**

**Efficiency rating:**

**MODERATELY SATISFACTORY**

#### **Evidence**

- ✓ NP authorities' capabilities vastly improved with greater capacities likely leading to built-in efficiencies
- ✓ Most planned deliverables met within budget
- ✗ Sub-optimal leadership within governance mechanisms
- ✗ Challenges with sustainability mean efficiency likely to be compromised longer-term
- ✗ Poor budgeting, financial planning in final year and inadequate budget lines
- ✗ Management disruption and business continuity issues

195. Overall, the efficiency of the Project has been compromised by several challenges including those pertaining to the budget, lack of continuity and disruption to management arrangements, and with sustainability.

196. Outcome 1 delivered excellent results and National Park authorities now have improved capabilities, operational processes, tools and systems due to the UNDP-GEF Tiger project. Based on information provided during the TE and results of the scorecards, the capacity now looks promising and in line with the skill sets required to manage the landscapes better. However, the TE consultant team received information that funding gaps will force patrols to prioritize certain areas over others and it will be unlikely that these National Park authorities can patrol at least 90% of their territory without additional injections of funding. Most concerning, are areas in buffer zones and corridors (traditionally covered through INGO support and where most cases of HTC / HWC occur), where efficiency is likely to be compromised post-project. From an efficiency perspective, the results for tiger conservation and landscape management would be far more significant if the elevated capacity and patrolling continue beyond the project at the same pace without financial compromises having to be made.

197. While Outcomes 1 and 2 have come in relatively close to budgets in the ProDoc, Outcome 3 is currently at 50% of the overall budget and only partially achieved its intended results.

198. Outcome 3 would have been highly efficient if the financial mechanisms envisioned in the design were implemented and there was confidence that the budgeting gaps communicated to the TE

consultants were filled through proper diversification. However, without a functioning mechanism yet in place, efficiency for this component is relatively low for the investment made; continued efforts to establish a mechanism and accelerating the enabling conditions using the Project’s thematic papers and business plans could improve future sustainability.

199. The Project leveraged existing groups, tested approaches, and initiatives to pursue opportunities to efficiently advance the Project’s aims. Insufficient and unbudgeted funds for communications resulted in the Project having to draw down budget from other Outcomes earmarked for core deliverables. The same holds true for Project Management costs which had to be absorbed by funds allocated to Outcomes in the final year of implementation. It is unclear why, with a healthy Project Management budget, there was an underspend and charges not made to designated budget lines when available (see para 137).

200. Errors in financial planning late in the Project during the preparation of the 2020 budget revision and the absence of forecasting throughout, resulted in insufficient funds being allocated to the 2021 AWP. The budget for the final year of operations resulted in little to no new activities programmed in the field, signaling poor allocation of resources. Partners signaled that for the most part, budgets were proportional to the scope and timeline of respective Statements of Work. Annual budgets were consistently misaligned with actual expenditure and previous years’ budgets amended post-facto to improve delivery targets and the Project’s ratings within PIMS.

“THE SUDDEN CHANGE IN THE BUDGET IN APRIL 2021 AND ABRUPT COMMUNICATION HAD A NEGATIVE IMPACT ON SYNCHRONIZING THE BUDGET ALLOCATION FOR NATIONAL PARK ACTIVITIES”

“NEW BUDGET LINES WERE CONTINUALLY INTRODUCED REQUIRING REVISIONS AND WAS A BURDEN ON TIME”

“PROJECT IMPLEMENTATION OFTEN DELAYED DUE TO UNSYNCHRONOUS BUREAUCRACY BETWEEN PIU AND PMU WITH SALARIES DELAYED BY UP TO 1 MONTH. FOR PIU THIS IS PROBLEMATIC SINCE SALARY IS INCLUDED ON THE BUDGET”

**- INTERVIEWEE REFLECTIONS ON FINANCIAL INEFFICIENCIES**

201. There were few changes to the overall Project Management Unit and Provincial Implementation Unit structures against those outlined in the Project Document, and the model at the provincial level was efficient in generating the expected results. The main change was the high level of turnover of the NPM starting in September 2020 and again in June 2021. Following the departure of the second NPM, UNDP deemed this role no longer necessary (or possible from a budget consideration) and was discontinued. Caretaker support was provided by the UNDP Technical Officer, who initially had limited bandwidth due to competing priorities and was oversubscribed to other projects, which decreased responsiveness and communication. This was amended in September 2021 with more dedicated time being afforded. The level of involvement and frequency of Project Board meetings could have been better tuned to helping remove obstacles and barriers as well as accelerate decisions such as the approval of the National Tiger Strategy. Instead, consultations revealed the Project Board functioned more as a reporting mechanism.

“CONSISTENCY IN PMU MEMBERSHIP HAS NOT HELPED, HOWEVER THE STRONG COLLABORATION OF THE GROUPS ON THE GROUND ENABLED COORDINATION OF ACTIVITIES”

“LEVEL OF REPORTING WAS A HIGH ADMINISTRATIVE BURDEN AND NOT REASONABLE FOR THE SIZE AND TYPE OF THE ENGAGEMENT COMPARED TO OTHER INTERNATIONAL DONORS”

**- INTERVIEWEE REFLECTIONS ON OPERATIONAL INEFFICIENCIES**

202. The absence of a regional coordinator in 2020 also impacted implementation, and caused delayed / sub-optimal reporting and coordination. The mitigations put in place to have an acting coordinator from the PMO was not effective either due to COVID-19 travel restrictions. As a result, a representative from the PIU BSNP served as acting coordinator on the ground, despite no experience. Finally, vacant senior leadership positions at some of the NPs affected both effectiveness and efficiency with decisive decision-making and ownership of those decisions constrained. Still, after 2 years there is no head of BBSNP. Other examples include that for 8 months leadership of TNKS was temporarily filled by the head of TNBS and a new TNGL head was sworn in this past August, after being vacant since the middle of 2020.

## **Overall Outcome**

**Overall Outcome rating:**

**SATISFACTORY**

203. In accordance with the methodology in the UNDP-GEF TE Guidance for calculating the Project’s overall outcome (p.54), the rating is Satisfactory. The UNDP-GEF TE Guidance states that calculation of overall project outcome is based on the ratings for relevance, effectiveness and efficiency, of which relevance and effectiveness are critical. The methodology states that the rating cannot be higher than effectiveness (Satisfactory in this case) and that it cannot be higher than the average score of effectiveness (which is “5” - Satisfactory) and efficiency (which is “4” - Moderately Satisfactory) criteria.

204. This also takes into consideration that for Outcome 1, the 5 sub-indicators are either closing in on or have achieved the end-of-project targets. For Outcome 2, all 4 sub-indicators have achieved the end-of-project target. For Outcome 3 sustainable financial plans are in the final stages of finalization but there is no evidence that these will or can be implemented in the time remaining. There are good examples of mechanisms and financial sustainability scorecards having realized their KPIs.

205. Given that the UNDP-GEF TE Guidance states that effectiveness is critical in determining the Project’s overall outcome, and given the significant achievements of this Project, the TE consultant team considers Satisfactory to be a suitable rating.

## **Country ownership**

206. As noted in the section above (Relevance), the Project design was consistent with national priorities. There was strong involvement of relevant country representatives (especially Government agencies at different branches of government and NGOs/CSOs) in project identification, planning and/or implementation. The TE consultant team also noted strong continuity between entities and individuals involved in the design and carry-over of many of these during its implementation.

207. The Government of Indonesia (through the MoEF) made a significant co-financing commitment at design phase; however, expenditure data were not provided to enable actual co-financing to be tracked and verified. KSDAE supported the Project throughout with strong linkages made to national KPIs and targets in two subsequent strategic plans. There was also an unprecedented degree of institutionalization of key results.

208. Relevant country representatives from Government and civil society were actively involved in project implementation, including as part of the Project Board. Although INGO presence would have increased value and ownership.

209. Minimal changes made to the SRF following the MTR are also indicative of a broadly owned strategy, high conviction in the approach, and vision for the Project.
210. Finally, the Project’s exit strategy illustrates absorption of many activities and strands of work into ongoing government priorities and initiatives.

***Sustainability: financial, socio-economic, institutional framework and governance, environmental, and overall likelihood***

Overall Likelihood of Sustainability rating:

**MODERATELY UNLIKELY**

**Evidence**

- ✓ Strong institutionalization
- ✓ Strong continuing ownership and commitments made among parties in the exit strategy
- ✗ No viable sustainable financing mechanisms in place
- ✗ No governance mechanisms at local level among communities
- ✗ High risk of continued HTC / HWC
- ✗ Absence of a framework that a GEF project brings to the table to catalyze action, accelerate results and monitor progress
- ✗ Policies towards INGOs and international funding likely to increase likelihood of INGO exits

211. Considering and balancing the four measures of sustainability, overall sustainability is at low / moderate risk without active investment in the remaining months of Project operations.
212. The overall sustainability rating is Moderately Unlikely because that is the rating assigned to Financial Sustainability and the overall rating cannot be higher than the lowest rated dimension. Nevertheless, the ratings for Institutional / Governance and Environmental Sustainability are both Likely, because of the strength of ownership, enthusiasm and engagement during the Project and at project close, as well as the high degree of institutionalization and investments in safeguarding ecosystem services. If financing were available then the Project would be well positioned to continue to deliver excellent results.

Financial Sustainability rating:

**MODERATELY UNLIKELY**

213. A significant risk now is that the NPs depend on funds from the federal government, but still need support from the NGOs (especially in the boundaries). Monitoring and Patrolling can be funded by the government. The challenge is coordination of NGOs activity with NPs and working as one (patrolling) team.
214. Well-intentioned steps have been taken to secure resources to ensure that the results in the target landscapes and NPs are financially sustainable in the longer-term, including through provincial planning processes and the introduction of new innovative mechanisms explored by the Project.
215. However, in spite of progress made since the MTR on Outcome 3, the Project has fallen short on **implementing** the sustainable financing plans and piloting a diversified set of financial mechanisms; forecasts being aspirational and forward looking in nature. Steps have been taken to push the envelope on new financial mechanisms (i.e., Surat Berharga Syariah Negara, Cooperation Agreements and Conservation Concessions) to **eventually** secure resources to ensure that NP

budgets are diversified and current gaps are filled. It is also not clear whether existing policies will enable the uptake of sustainable financing mechanisms. The COVID-19 pandemic and policy responses by the national government to support the health sector and to create a support fund for heavily-impacted local communities in rural areas, has strained national budgets and allocations to NPs. As a result, Indonesia has been forced to scale back protection of forests because of budget cuts due to the coronavirus, which has been confirmed by stakeholder consultations with the NPs.

216. The strength of the Project was predicated on a paradigm shift and the creation of strong lasting partnerships with INGOs who have a long history at the targeted landscapes. These organizations offered diversification through international fundraising efforts. Given the recent policy on the role of INGOs, it will take time to stabilize the disruption hastened by their impending / eventual exit from Indonesia and to get back to the status quo. This vision has not played out in accordance with the Project Document with the atmosphere between government and INGOs characterized by mistrust, suspicion, poor information sharing and silos. Through consultations, the TE consultant team were interested to hear that friction often comes down to data ownership, branding and communication of successes.

*“A SIGNIFICANT RISK FOR US AT THE PARKS IS THAT WE DEPEND ON FUNDS FROM FEDERAL GOVERNMENT, BUT STILL NEED SUPPORT FROM THE NGOS (ESPECIALLY IN THE BOUNDARIES). MONITORING AND PATROLLING CAN BE FUNDED BY THE GOVERNMENT. THE CHALLENGE IS COORDINATION OF NGOS ACTIVITY WITH NPS AND WORKING AS ONE TEAM.”*

**- INTERVIEWEE THOUGHTS ON SUSTAINABILITY ISSUES  
PERTAINING TO INGOS**

**Socio-political Sustainability rating:**

**MODERATELY LIKELY**

217. Community interest and support for the iconic species is high. Insufficient local structures in each target location will make it difficult post-project to keep HTC at bay, continue to raise awareness, and link to sustainable livelihood activities.
218. Slow actioning by the MoEF on the government’s personnel system has resulted in an open post for a definitive head of the national park. TNBBS is led by an acting post for approximately 2 years now, TNKS has been held doubled by the Head of TNBS for the last 8 months; similar situation in TNGL which collectively, has negatively impacted and delayed decision-making.
219. The Project has been challenged by a complex dynamic with INGOs with some charting out exit strategies. There is a risk that this may leave a void in some landscapes and institutional capacity that will be difficult to replace. In short, it will be difficult to find national NGOs with comparable skill sets and complementarity to government activities. Reassuringly, the Project’s exit strategy is strong and does not rely on the presence of INGOs.

**Institutional Framework and Governance Sustainability rating:**

**LIKELY**

220. The Project has worked closely with both national and provincial planning processes and structures to embed species conservation and monitoring efforts such as METT and SMART patrol efforts locally. There is also official recognition of some key outputs, such as training modules which have been integrated into the MoEF e-learning platform. There is no evidence of governance structures that will oversee the piloting of sustainable financing strategies post-project.

221. Transformation of the National Park from Executing Agency (UPT) into Public Service Agency (BLU) provides some flexibility on managing the national park, however, the particulars still need to be incubated until the transformation is completed.
222. A draft exit strategy was developed on the basis of guidance within the Project Document (Annex 5) and a workshop held on 18 November 2021 to secure ownership towards a broadly owned transition plan. Mechanisms therein appear to be on the right track towards charting out an exit pathway and broadly owned roadmap, with many key activities “phased over” to national / local initiatives.

**Environmental Sustainability rating:**

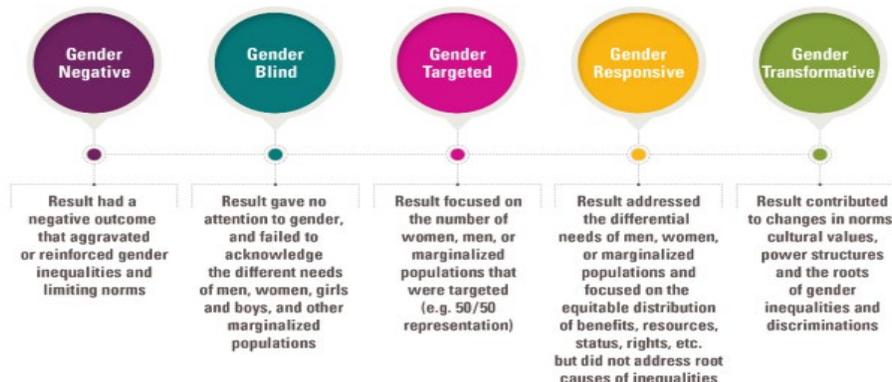
**LIKELY**

223. Climate change was a recurring theme in the ProDoc as drought and the use of fire to clear forest and land for agriculture is of the greatest concern for Sumatra. This came up marginally in interviews but its impact is negligible and unlikely to directly impact the objectives and activities in the immediate term, and unlikely to alter habitat structure or species resilience in the near future.
224. The Project has been working to maintain ecosystem resilience under differing climate change conditions so as to secure a continued sustainable flow of ecosystem services.

**Gender equality and women’s empowerment**

225. Overall, the Project’s contributions to gender equality and women’s empowerment were limited. This was due in large part to aspects of the Project’s design. There was no disaggregation of gender data within the SRF even following the MTR with recommendations to do so.
226. A gender analysis was only done at the request of the RTA but could only come to limited conclusions and analysis because of the lack of data points at that time. As a result, based on project assessment, the implementation of programs and activities that are still not optimal in involving women’s groups shows that there are still many obstacles in carrying out gender mainstreaming. This condition may occur due to unclear guidance on the policies and community participation of both men and women in project activities.
227. Applying the Gender Results Effectiveness Scale (GRES), the Project design and implementation were both between ‘Gender Blind’ and ‘Gender Targeted’. This is partly a function of the domain and field-based activities predominantly undertaken by men.

**Figure 17: The Gender Results Effectiveness Scale (Adapted from UNDP IEO Gender Toolset)**



228. The paradox however, is that institutionally, the MoEF as the main implementing partner, gender mainstreaming is seen as and touted to be the most important element in the implementation of all aspects of the activities. This is because nationally, it is one of the priorities in the Medium-Term National Development Plan (RPJMN) 2020-2024 which is also supported by Presidential Instruction Number 9 of 2020 concerning Gender Mainstreaming in National Development. In its implementation, in 2018 MoEF received the highest award, Anugerah Parahita Ekapraya Utama, it is the highest acknowledgment of the commitment and role of the leaders of ministries and local governments in an effort to implement gender equality and justice through gender mainstreaming strategies.

### ***Cross-cutting Issues***

229. The Project provides a good example of the convergence between UNDP environment-related and other development programming. A core value of the Project is to achieve wildlife conservation by promoting sustainable livelihoods, reducing human-wildlife conflict, and respecting and utilising traditional knowledge in protected areas.

230. Through this lens, the TE consultant team observed positive effects on local populations: more sustainable livelihoods; better understanding of ecosystem values; better relationships with authorities; less conflict with wildlife; and improved natural resource management, including monitoring of wildlife.

231. The Project had a major focus on sustainable livelihoods and innovation, increasing sustainable access to resources in the forest, and increasing the pride of local communities living.

232. Where possible, the Project contributed to a human rights-based approach implicitly by integrated traditional knowledge, but no clear guidelines were provided by either the UNDP Country Office or the PMU on how this dimension could be strengthened; this may warrant initial and ongoing refresher training in the future. When interviewed, the uninformed respondent typically noted “they do not discriminate and always encourage participates from all of society”.

### ***GEF Additionality***

233. The Project was approved before the December 2018 adoption of ‘An Evaluative Approach to Assessing GEF’s Additionality’, therefore this TE is not required to provide evidence of GEF additionality along the dimensions defined in the UNDP-GEF TE Guidance document (p.60).

234. Notwithstanding, the following observations are provided with regard to GEF additionality:

- Global environmental benefits were achieved, in the form of improved METT at key tiger landscapes and stable populations of Sumatran tigers;
- The project achieved institutionalization, scaling-up of SMART-RBM training;
- Threats to wildlife minimized and forest cover degradation at multi-year lows;
- Investment in information system facilitated harmonized data-driven decisions and a holistic view of trends and landscape needs;
- The GEF investment in enhancement of capabilities of NP authorities led to the anticipated Outcomes, as shown in M&E documents and data and in stakeholder consultations;
- There are shortcomings in sustainability of the outcomes post-project, namely financial ones;

- Some important broader impacts occurred, including the enhanced relationships between government and communities, and improved attitudes to wildlife and adoption of wildlife-friendly practices by communities. Relationships between INGOs and government is unpredictable and strained.

### ***Catalytic / Replication Effect and Progress to Impact***

#### Catalytic / Replication Effect

235. There were a few examples of scaling-up and replication:

##### *At the systemic level:*

- The application of exit strategy has been well-placed and integrated into the whole project’s cycle, namely: planning, implementation, monitoring and evaluation. Strands of work have been earmarked as either being phased down, phased out or phased over;
- Activities were purposely designed to strengthen the existing core activities of national park and the capacity investments will surely pay dividends within the island of Sumatra and elsewhere in Indonesia and the region;
- With various heads of national parks reassigned to other protected areas and within key posts of the MoEF, there are champions emerging and commitment to port over best practices such as METT institutionalization and SMART patrols to other areas;
- Linking of project goals and objectives to internal MoEF metrics which will require a continuity to achieve these until the end of the next strategic plan in 2025;
- New Tiger Action Plan being reviewed by the Ministry but is already being actioned on.

##### *Demonstration value:*

- Potential new institutional set-up to facilitate financial sustainability;
- Prolific production and dissemination of documentation including books, videos, the website, campaigns and digital gateways to social media.

##### *Production of new technologies / approaches:*

- The project demonstrated use of appropriate tools and equipment, as well as revisited monitoring methodologies for priority flagship species, underscoring the need for multi-variable techniques going forward;
- The application of community and HWC as an appropriate co-management approach for ‘securing’ natural resource management around the external periphery of PAs;
- Development of PA Management Plan and PA Business Plans;
- Testing of a range of financial mechanisms (Islamic Bonds) and due diligence on other which show promise in the Sumatran context.

236. The TE consultant team did not see compelling evidence of explicit knowledge transfer but the exit strategy can be used as a resource in this regard. Moreover, there has not been any expansion of demonstration pilots to other landscapes due to budget shortfalls with respect to monitoring. There are ample opportunities for replication and support to other UNDP-supported, GEF-financed projects, namely the Central Forest Spine initiative in Malaysia.

#### Impact

237. The overall rating for impact is Significant. The capacity and tools for biodiversity conservation have been developed and stand to benefit at the central level.
238. Long-term impact of the project is demonstrated through (i) verifiable improvements in ecological status (ii) verifiable reductions in stress on ecological systems; and (iii) harmonization of systems and tools to support real-time data-driven decision making. In the absence of data on updated status of key species as identified in the SRF, changes/improvements in ecosystem services and reductions in stress on ecological systems cannot yet be systematically verified, although the positive trends in forest cover and a reduction of threats and deforestation rate both bode well for ecological integrity.
239. While there is demonstrated commitment of stakeholders in all five landscapes to continue conservation activities and patrolling, these have been impeded by gaps in national budgets due to COVID-19 response. To ensure impact there needs to be continuity of activities and further engagement with communities to solidify gains made in approaches to tackle HWC / HTC issues. Presently, the national parks are not sufficiently diversified and therefore, there are threats to the Project having evident impact in the long-run on the ecological systems/status in the areas it has operated. The degree of impact, however, will also be associated with the scale and quality of activities to be implemented and resources mobilized.

## V. Main Findings, Conclusions, Recommendations & Lessons Learned

### A. Main Findings

240. Based on the totality of documentation reviewed and stakeholder consultations as part of the TE process, the consultant team has concluded, in spite of minor shortcomings in achieving key species indicators, the Project achieved its objective of “*enhancing biodiversity conservation in priority landscapes in Sumatra through adoption of best management practices in protected areas and adjacent production landscapes, using tiger recovery as a key indicator of success*”. Progress towards the objective is assessed as **Satisfactory**, and delivered substantial achievements to the GEF biodiversity focal area.
241. Progress against Outcome 1 was **Highly Satisfactory**, against Outcome 2 was also rated **Highly Satisfactory** and against Outcome 3 was **Satisfactory**, albeit with a number of shortcomings and discrepancies noted by the TE against data reported by the Project. Of the total **13** indicators in the Strategic Results Framework, **8** were fully achieved or exceeded expectations and **5** were partially achieved or came extremely close to realizing the end-of-project target.
242. The Project delivered some very important results, especially under Outcome 1, which achieved change that was substantial and of global significance. In particular, there was a fundamental shift in overall understanding of capacity and capabilities to monitor tigers, resulting in harmonized monitoring going forward and stable populations of tigers in Sumatra, which is more optimistic than the situation elsewhere. There is consensus this would not have been possible without the GEF project funding. The Project also strengthened Indonesia’s capacity to address wildlife crime through threat reduction and enhanced prosecution efforts in tandem with other UNDP-supported, GEF-financed initiatives nationally. Institutionalization and standardization of the METT is a game-changer for other PAs likely to experience a tipping point in greater management effectiveness.
243. Under Outcome 2, support was provided to communities to develop sustainable alternative livelihoods, protect forests, and avoid forest degradation through innovation. Greater collaboration was fostered between government agencies through enhanced decision-making tools, although this cooperation could have been extended to INGOs in a more meaningful manner. Eco-infrastructure guidance has been provided by the Project to mega development projects with evidence this has been internalized. The Project has also laid the foundation for responding to and addressing human wildlife and tiger conflict through sustained sensitization and threat-reduction awareness campaigns but recent deaths in 2021 highlight this as an ongoing risk warranting further attention and action through parallel projects and investment.
244. Under Outcome 3, the Project has laid the foundation for sustainable financing through sound business planning which includes proposed diversification of revenue streams. The Project has also promoted the concept of Islamic Bonds and conducted due diligence on additional innovative financial mechanisms. These will need time to take root and will require enabling government conditions to be operationalized. There has been an across-the-board increase in financial sustainability scorecard results for three sub-components of the tool. The Indonesian government has also put in place transformation policies to enable National Parks to manage funds for conservation goals through transitioning from being Technical Implementation Unit to a Public Service Agency. The paradox with

Outcome 3 however, is that gains have been somewhat undermined by government policy to restrict INGOs from leveraging much-needed international funds and the pandemic has redirected budgets thereby impacting monitoring efforts and patrolling. Whether or not these are short-lived still remains to be seen.

245. Important benefits were realized outside the Project’s indicators. Important outreach and education was undertaken to raise awareness of tiger conservation and sustainable livelihoods; and community participation in HTC was improved. Communication and awareness was certainly well-conceived and executed, and deserved to be its own stream of work formalized in the Project Document.

246. This TE experienced significant limitations, especially due to constraints related to the COVID-19 pandemic and the evaluability of certain parameters. In particular, neither the International nor National Consultant were able to undertake field missions and relied entirely on virtual interviews and desk studies. A significant gap was that local beneficiaries - including women - were not consulted, nor were the fruits of and sustainability livelihood interventions rationalized. For these reasons, there were difficulties in meaningfully evaluating activities and results in the Project’s remote landscapes.

## **B. Conclusions**

247. The Project is highly relevant for Indonesia - it is aligned with national policies and supports the implementation of the NTRP. It is widely recognized as a flagship project for endangered species in Indonesia and the region, it has tested an interesting model for landscape conservation. The Project has also created a momentum for tiger population recovery using innovative monitoring tools and technology, contributing to enabling conditions for stronger alignment and enhanced coordination between the MoEF and other government agencies, and less so with INGOs.

248. The Project’s design is ambitious and complex, its scope reflects an integral coverage of major barriers to endangered wildlife conservation, such as NP’s governance, capacity building, technology transfer, management effectiveness and financial sustainability. The Project involved a vast geographical area, multiple stakeholders, and NPs in different stages of maturity.

249. The Project has led to valuable advancements in the understanding of planning and implementation of conservation and monitoring measures for the protection of Sumatran tigers and their landscapes in Indonesia, and agreement of the shortcomings of single-session methods. For all intents and purposes, the UNDP-GEF Tiger project has been transformational with very high replication potential going forward. The Project is highly appreciated and recognized by beneficiaries at all levels as being a game-changer and has likely triggered an inflection-point effect that will benefit other landscapes due to clear institutionalization of methodologies and state-of-the-art decision-support tools, on-the-ground results and conservation change agents / champions that have moved to other NPs and key posts within the Indonesian Government.

250. In light of continuity issues and significant staff turnover at the PMU (especially in the month prior to the start of the TE), the Project still managed to deliver impressive results towards its outcomes, largely due to its robust implementation model and a reliance of PIUs at the landscape level. Staffing issues are likely to impact sustainability issues rather than delivery in the time remaining until operational closure. With this in mind, the Project has also laid bare and underscored the need for

business continuity and contingency measures with respect to management. The disruption caused by the installation and onboarding of different National Project Managers impacted not only operations but financial oversight and delivery as well.

251. The Project provides an excellent example of effective community liaison and outreach leading to improved sustainable livelihoods, enhanced community attitudes to wildlife, better relations between authorities and communities, and improved wildlife conservation outcomes.
252. Finally, the Project has not engineered the paradigm shift envisioned in the Project Document with respect to inter-agency and multi-landscape collaboration between government entities and INGOs as equal partners. Perhaps the biggest threat to sustainability is that conservation efforts will continue to be implemented on a piecemeal basis, undermining the results achieved post-project. A restrictive policy environment may also stifle innovation, the open sharing of ideas, and healthy debate from different views. Notwithstanding and all things considered, without this Project the business-as-usual approach would have certainly continued; and for that reason alone tigers and Indonesia’s landscapes are better off because the injection of GEF resources.

### C. Recommendations

253. The TE offers the following recommendations for consideration by the Project:

**Table 21: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
<b>Category 1: Current project</b>		
1	<p><b>Reconvene the Sumatran Tiger expert group prior to the Project’s operational closure to facilitate discussions on establishing and operationalizing a standard approach to monitoring tigers using multivariable methods and techniques discussed in mid-2021, going forward.</b></p> <p>Robust assessments of the spatial distribution and population dynamics of threatened species, including tigers, are crucial for designing effective conservation policies. This is often impeded by methodological differences employed by researchers to collect and analyze data. The continuing development of improved capture–recapture modeling techniques used to measure and monitor apex predators has also limited robust temporal and cross-site analyses due to different methods employed.</p> <p>The consensus seems to be that single-session monitoring methods are inadequate and that multi-session methods are more robust. Given the baseline was established using single-session, a new baseline should be created post project to facilitate temporal and geographic comparisons.</p>	PMU, MoEF, HarimauKita
2	<b>Convene a workshop in parallel to the finalization of the UNDP-GEF Tiger project Exit Strategy Report 2021.</b>	PMU, UNDP Exit Strategy Consultant

**Table 21: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
	<p>It is important to keep pace with the design of the exit strategy. A stakeholder workshop is recommended once the document is close to completion in order to finalize the strategy within the scheduled timeframe. In this workshop, concrete commitments to the monitoring and sustainability of the investments made must be defined.</p> <p><i><b>Note:</b> This recommendation made early on in the TE’s fact-finding stage was integrated into the plan and actioned. The workshop was held on 18 November 2021 and minutes / commitments are captured in Annex 2 of the Exit Strategy Report 2021.</i></p>	
3	<p><b>The Project’s exit strategy (Exit Strategy Report 2021) should be augmented to articulate a knowledge management transition plan - at minimum in an Annex - to be developed in consultation with the PMU’s Communications Officer.</b></p> <p>Projects must explain their Knowledge Management tools and plans to learn, process and capture knowledge, as well as disseminate it in an insightful and useful way.</p>	PMU, UNDP Exit Strategy Consultant
4	<p><b>In the time remaining the Project ought to take stock of the collective recommendations which emerged from the most recent METT assessment and develop a harmonized framework tailored to the Indonesian context.</b></p> <p>A number of recommendations emerged in the latest METT assessment, including suggestions related to coordination, communication, cooperation, intensification, prioritization, capacity building and education as the main conduits for increasing management effectiveness. While each landscape experienced specific challenges, the commonalities and shared experiences should underpin a harmonized framework going forward to accelerate the tool’s further integration and institutionalization.</p>	PMU, PIUs and NP authorities
5	<p><b>While the UNDP-GEF Tiger project is not a child project under the World Bank’s Global Wildlife Program (GWP), there are certainly co-benefits which can be established.</b></p> <p>The Project should open channels with the GWP, not only to share experiences, but also seek out advice and guidance on how to address Human Wildlife Conflict, which is likely to become an increasing threat and risk to the Project’s success and legacy.</p>	PMU, UNDP Indonesia Country Office and UNDP RTA
6	<p><b>The experiences and results of the UNDP-GEF Tiger project have led to numerous best practices that are relevant to and</b></p>	UNDP Indonesia Country Office and UNDP RTA

**Table 21: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
	<p><b>need to be shared with the region through technical and scientific cooperation.</b></p> <p>There are strong opportunities for cross pollination with other countries in the region on aspects of the Project that have been exemplary and which can be a model, such as real time data-driven decision making and the institutionalization of the METT and capacities built for SMART patrols. Conversely, the UNDP-GEF Tiger project can learn from the results of other GEF projects in Malaysia on the implementation and piloting of sustainable financing plans and mechanisms such as National Conservation Trust Funds and performance-based ecological fiscal transfer schemes.</p>	
7	<p><b>The Project should focus remaining energies on transforming data into insights.</b></p> <p>With 2022 being the “Year of the Tiger” and 2<sup>nd</sup> International Tiger Conservation Forum on the sidelines of the Eastern Economic Forum to be held in Vladivostok in 2022, the Project should package the vast trove of data and communication products into a compelling narrative and lessons for future priorities based on experience.</p>	PMU Communication Officer and PIUs
<b>Category 2: Future project management</b>		
8	Projects should develop business continuity and management plans as part of the inception phase to minimize disruption, ensuring that roles and responsibilities during times of “project crisis” are understood and internalized.	UNDP Indonesia Country Office, UNDP RTA, GEF
9	Projects should strategically plan throughout the project cycle for eventual transition and sustainability of the results (focusing on handover of products and services and the approaches used); this should occur throughout project development, inception, implementation and project close.	UNDP Indonesia Country Office, PMUs
10	Projects should work closely with Project Boards during implementation to value-add from Board members’ expertise and roles. Project Boards should not function as a formal reporting body but ought to be actively engaged in de-risking and overcoming obstacles through the championing of causes and providing subject-matter expertise.	UNDP Indonesia Country Office, PMUs and PBs
11	Projects should put in place processes and control mechanisms to transparently track actual co-financing contributions during project implementation as part of Annual Work Planning. Post-facto calculations at MTR and TE result in errors (as noted by the TE) and omissions of the true value generated by projects.	UNDP Indonesia Country Office and PMUs
<b>Category 3: Future programming</b>		

**Table 21: Key recommendations table (with responsible entity)**

Number	Recommendation	Primary Responsible Unit(s) or Party(ies)
12	Prioritize and focus efforts of future initiatives on the piloting / ground truthing sustainable financing mechanisms before expanding them. The Project has generated a tremendous amount of due diligence on the potential of innovative financing mechanisms, but has been short on piloting and integrating these into business planning.	UNDP Indonesia Country Office, UNDP RTA, MoEF and GEF
13	From a landscape perspective, future projects should invest in connectivity of landscapes and improving co-management arrangements in buffer areas surrounding the targeted National Parks where enforcement measures and opportunities for illegal activity is porous.	UNDP Indonesia Country Office, MoEF and BAPPENAS

## D. Lessons Learned

254. The following lessons learned were identified:

- ***Provincial Implementation Units (PIUs) at the landscape level were instrumental in absorbing disruption and providing operational continuity***

PIUs can provide much needed stability amid disruption and turnover within the PMU. This model and the use of PIUs should be a regular part of the management arrangements of future UNDP-supported, GEF-financed projects going forward and integrated into design as a hedge for continuity and has proved in the case of the UNDP-GEF Tiger Project, to be a robust delivery mechanism.

- ***It is imperative that projects with significant awareness and communication elements are designed with robust budgets to support these activities***

The UNDP-GEF Tiger project was not afforded a designated communications budget and activities were implemented by “drawing down” financial resources from core outcomes, while the Project still managed to deliver impressive results, not having designated budget lines compromises good long-term planning and forecasting. Projects that are generating myriad resources that may potentially be leveraged by other projects and at the global level also should consider Knowledge Management solutions to aggregate and disseminate results.

- ***Both national and international NGOs play an essential role in the tiger conservation equation and have complimentary skill sets. These organizations ought to be a regular fixture in the design of project governance mechanisms***

While the UNDP-GEF Tiger project was owned and implemented by KSDAE and other government entities, NGOs have also played an indispensable role in its success. NGOs should be consistently present and active participants in Project Board meetings. This will help leverage complimentary skills and foster comprehensive end-to-end planning.

- ***Improved relations between NP officers and communities can lead to improved wildlife and conservation outcomes***

The Project created an atmosphere of understanding and collaboration between NP officers and communities in the Project landscapes, leading to improved attitudes to wildlife and improved conservation outcomes.

- ***Exit strategies are not just for the end of project operations***

Transition strategies and exit planning should be built into Annual Work Plans with sustainability in mind. These exit strategies should be prioritized and actioned immediately following the MTR and have come much too late leaving a high-risk of loose ends and activities being completed without an appropriate transition plan.

- ***Sound financial management and reporting ought to include forecasting***

Financial management and reporting best practices should include/exercise 'forecasting' on a quarterly basis to inform the Project on the expected aggregated disbursement (i.e., Output level) for that year and hence required budget adjustment for subsequent years.

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- ANNEX B:** TE Kick-off PowerPoint Slides
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## **ANNEX A: TERMS OF REFERENCE OF TERMINAL EVALUATION**



ToR\_Terminal  
Evaluation of TigerP

## **ANNEX B: TE KICK-OFF POWERPOINT SLIDES**



UNDP-GEF TE -  
Tiger Project Kick-of

## ANNEX C: INCEPTION REPORT



UNDP-GEF Tiger  
Project\_Inception\_R

## ANNEX D: LIST OF DOCUMENTS REVIEWED

### 2021 Terminal Evaluation Information Package

- AWP
  - 2015
    - AWP\ Sumatran\ Tiger\ 2015-2020\ v\ 31\ Dec\ 2015.xlsx
    - Summary\ of\ Tiger\ CSO\ Budget\ Plan\ v\ 31\ Dec\ 2015.xlsx
  - 2016
    - AWP\ Sumatran\ Tiger\ 2015-2020\ v\ 13\ Jan\ 2016\_1.xlsx
    - Signed\ Budget\ Revision\ 2016-Dec16.pdf
    - Signed\ Cover\ Page\ Budget\ Revision\ Tiger-Dec2016.pdf
  - 2017
    - Signed\ AWP\ Tiger\ Project\ -\ 2017.pdf
  - 2018
    - Signed\ AWP\ 2018\ (signed\ by\ both).pdf
  - 2019
    - AWP\ 2019\ (signed\ by\ both).pdf
    - Budget\ Revisi\_Signed\ (both).PDF
  - 2020
    - Signed\ Budrev\ 2020\ Tiger\ Project.pdf
    - UNDP\ KLHK\ Signed\ AWP\ 2020-\ Tiger.pdf
  - 2021
    - AWP\_2021\_00085001\_GEF\_TIGER\_Signed\ by\ Both.pdf
- CDR
  - 2016
    - Jan\ -\ Dec\ 2016\ (signed\ both).pdf
  - 2017
    - Jan\ -\ Dec\ 2017\ (signed\ both).pdf
    - Jan\ -\ June\ 2017\ (signed\ both).pdf
    - Jan\ -\ Sep\ 2017\ (signed\ both).pdf
  - 2018
    - CDR\ 2018\ Jan\ -\ Sep\ (signed).pdf
    - Jan\ -\ Dec\ 2018\ (signed\ both).pdf
    - Jan-June\ 2018\ Tiger\ (signed\ by\ both).pdf
  - 2019
    - Jan\ -\ Dec\ 2019\ (signed\ both).PDF
    - Jan\ -\ June\ 2019\ (signed\ both).pdf
    - Jan\ -\ Sept\ 2019\ (signed\ both).pdf
  - 2020
    - Jan\ June\ 2020\ (signed\ both).PDF
    - UNDP\ signed\ CDR\ Q3\ 2020\ TIGER\_NPD(Signed\ both).pdf
    - UNDP\ signed\ CDR\ Q4\ 2020\ -\ TIGER\_NPD(Signed\ both).pdf
  - 2021
    - CDR\ Q1\ 2021-TIGER\ (signed\ by\ both).pdf
- Co\ Financing
  - Information\ on\ Co\ Financing\ Realization\ for\ the\ UNDP\ GEF\ Project\_Letter.pdf
- Gender
  - Gender\ Analysis\ Tiger-(Bahasa).doc
  - Kajian\ gender\_EI\_19072021[3].docx
- MTR
  - MTR\ Materials
    - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2017.xlsx
    - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2018.pdf
    - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2018.xls
    - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2019.xlsx
    - PIU\ TN\ Berbak\ Sembilang
      - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2018\ -\ Berbak.pdf
      - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2018\ -\ Sembilang.pdf
      - Hasil\ CD\ Scorecard\ TN\ Berbak\ Sembilang.xlsx
      - MASTER\_Lembar\ Penilaian\ METT\_2018\_notulensiBerkak.xlsx
      - Penilaian\ METT\_2018\_asof250818.xlsx
      - Resume\ Nilai\ METT\ Berbak\_2018.doc
      - Resume\ Nilai\ METT\ TNS\_2018.doc
    - PIU\ TN\ Bukit\ Barisan\ Selatan
      - 20181121\ s.d.\ 22\_Not\_Penilaian\ CD\ Scorecard\ TNBBS\_v1.docx

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- Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2018\ -\ BBS.pdf
- CAPAIAN\ REKOMENDASI\ HASIL\ PENILAIAN\ METT\ 2017\_26112018.docx
- Hasil\ FGD\ Pra\ Penilaian\ METT\ pada\ 30102018.docx
- PIU\ TN\ Kerinci\ Seblat
  - Annex\ 2\ -\ Sumatra\ PA\ GEF\ BD\ Tracking\ Tool\_2018\ -\ TNKS.pdf
  - Hasil\ CD\ Scorecard\ TN\ KERINCI\ SEBLAT.xlsx
  - Lembar\ Penilaian\ METT\_TNKS\ 2018\_fix.xlsx
  - Rekomendasi\ METT\ TNKS\ 2018\_Ttd\_Scan.pdf
- TOR\ MTR\ 2019.doc
- TOR\ MTR\ MEETINGS\ 2019\ -\ 20519.doc
- UNDP\ CD\ Scorecard\ -\ Berbak\ Sembilang.docx
- UNDP\ CD\ Scorecard\ -\ Bukit\ Barisan\ Selatan.doc
- UNDP\ CD\ Scorecard\ -\ Kerinci\ Seblat.docx
- UNDP\ CD\ Scorecard.docx
- WSD\ CDSCORECARD\ COMP\ PRA.xlsx
- PAR
  - Berbak\ Sembilang
    - BA.\ Pembentukan\ Ds.\ Mandiri\ Kebakaran.pdf
    - Berbak\ Sembilang\ exit\ strategy\ document\ english.pdf
    - Draft\ laporan\ triwulan\ IV\ PIU\ BTNBS-2020.docx
    - FINAL\ REPORT\ ZSL\ BERBAK\ SEMBILANG\_English.pdf
    - Final\ METT\ and\ CD\ Scorecard\ Berbak\ Sembilang\_ZSL.pdf
    - Final\_Report\_ForestDegradation\_BerbakSembilang\_ZSL.pdf
    - METT\ TN\ Berbak\_2020.xlsx
    - METT\_Sembilang\_2020.xlsx
    - Resume\ Nilai\ METT\ TN\ Sembilang\_2020\_Final.docx
    - Resume\_Nilai\ METT\ TN\ Berbak\_2020.docx
  - Bukit\ Barisan\ Selatan
    - 18\_ID\_Report\_HWC\_BBS\_DRAFT\_DPR.docx
    - Capaian\ Rekomendasi\ METT\ 2019.docx
    - Effort\ Patrol\ Juli-Nov\ 2020.xlsx
    - Laporan\ GTD\ tahun\ 2020.docx
    - Laporan\ Kegiatan\ Penyusunan\ RPJPN\_Des\ 2021.docx
    - Laporan\ Kegiatan\ STP\ GEF-UNDP\ PIU\ TNBBS\ Juli-Des\ 2020\_Nn.docx
    - Laporan\ kegiatan\ pasang\ plang\ dan\ brosur\_TNBBS\_Juni-Juli\ 2020.docx
    - Penilaian\ CDSC\ 32\ ind.\ 2020.xlsx
    - REGISTER\ PERKARA\ 2020.docx
    - Resume\ Penilaian\ METT\ Thn\ 2020.pdf
    - Rumusan\ Hasil\ Penilaian\ CDSC\ Thn\ 2020.docx
    - Rumusan\ Hasil\ Penilaian\ CDSC\ Thn\ 2020.pdf
    - Summary\ ancaman\ Jul-Nov\ 2020.xlsx
    - Tabel\ RPJPN\ 2020\ Capaian\_11Des20.docx
  - Gunung\ Leuser
    - AKTIVITAS\ WRU\ LANGKAT\ Juli\ -\ November\ 2020.pdf
    - AKTIVITAS\ WRU\ LANGKAT\ Juli\ -\ November\ 2020.pptx
    - Aktivitas\ Patroli\ WCS\ di\ BPTN3.docx
    - LAPORAN\ REALISASI\ KEGIATAN\ PIU\ LEUSER\ Q\ (1).docx
    - LAPORAN\ REALISASI\ KEGIATAN\ PIU\ LEUSER\ Q.docx
  - Kerinci\ Seblat
    - COVER.docx
    - Hasil\ CD\ Scorecard\ TN\ KERINCI\ SEBLAT\ 2020\_final-WRA.xlsx
    - Laporan\_Triwulan\_III\_TNKS\_2020.docx
    - Laporan\_Triwulan\_IV\_TNKS\_2020.docx
    - POINT\ 60.\ S2\_2020\_Informasi\ Laporan\ Proyek\ Tahunan\ ke\ Sekretariat\ GEF.docx
    - POINT\ 61.\ S2\_2020\_2.1\ Investigasi\ dan\ Penuntutan\ Kejahatan\ terhadap\ Satwa\ Liar\ dan\ Kehutanan.docx
    - POINT\ 62.\ S2\_2020\_1.4\ Laporan\ Patroli\ Bulanan\ pada\ Ancaman\ Harimau\ Sumatera\ Berbasis\ SMART\ Patroli\ di\ Taman\ Nasional\ Kerinci\ Seblat.docx
    - POINT\ 63.\ S2\_2020\_2.2\ Survei\ menggunakan\ kamera\ pengintai\ untuk\ menentukan\ populasi\ harimau\ di\ Taman\ Nasional\ Kerinci\ Seblat.docx
    - POINT\ 64.S2\_2020\_2.4\ Mitigasi\ Konflik\ Manusia\ ?\200\223\ Harimau\ dan\ Satwa\ Liar\ Lain\ sesuai\ dengan\ Protokol\ P48.docx
  - Komponen\ 3
    - 20201214\ -\ Progress\ TIGER\ Comp\ 3.pptx
  - PMU\ Data
    - 2020-GEF-PIR-PIMS5363-GEFID4892\ -\ FINAL\ Tashi\ Input.docx
    - Laporan\_Analisis\ Tiger\ Density\ program\ UNDP\_Draft\_6des2020.docx
    - PAR2020\ -\ TIGER-v\ 18Sept.docx

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- Project\ Board\ October\ 2020.docx
- TIGER\ PROJECT\ -\ PAR\ 17\ Dec\ 2020.docx
- TIGER\ PROJECT\ -\ Project\ Assurance\ Report\ Dec\ 2020.docx

PB\ MEETING

- Minutes\ of\ Meeting\ Project\ Board\ 2018.pdf
- MoM\ PB\ Tiger\ 2017.pdf
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- 2-4-15\ GEFID\ 4892\ Indonesia\ -\ CEO\ Endorsement.pdf
- 4-8-14\ -\ CEO\ PPG\ Ltr.pdf
- 4892-2015-02-05-111313-GEFReviewSheetGEF5.pdf
- 5363\_DOA\_FSP\_Indonesia\_Sumatran\_4Nov2015.pdf
- OFP\ LOE\_Sumatra\ Tiger.pdf
- PAC\ MoM\ Signed.pdf
- PIMS5363\_Initiation\ Plan\ Sumatra\_22April2014.doc
- rev\ GEF\ PIF\ 10\ April\ 2012\ clean-Sumatra\ Wildlife.docx

PIR\ 2017

- \ Ev\ 10\_draft\ FFI\ patrol\ report.docx
- 2017-PIR-PIMS5363-GEFID4892\_Tiger\ (FINAL).docx
- Doc\ 4\_curriculum\ implementing\ SMART\ in\ RBM.pdf
- Doc\ 5\_curriculum\ on\ ToT\ SMART\ RBM.pdf
- Ev\ 1\_Survey\ protocol.docx
- Ev\ 2\_\ Core\ Area\ in\ project\ landscape.docx
- Ev\ 3\_brief\ report\ WCS.docx
- Ev\ 4\_ZSL\ draft\ camera\ trap\ survey\ report.pdf
- Ev\ 5\_progress\ on\ Training\ need\ assessment\ (identifying\ gap\ analysis).docx
- Ev\ 6\_WCS\ micro\ grant\ report\ on\ CD\ Score\ card\ and\ METT.docx
- Ev\ 7\ Curriculum\ SMART\ RBM.pdf
- Ev\ 8\_ToT\ SMART\ RBM\ report.pdf
- Ev\ 9\_draft\ ZSL\ patrol\ report.pdf
- Ev\ 11\_QMR\ IPAR\_2\_2017.docx
- Ev\ 12\_Module\ Term\ explanation\ and\ Data\ Model\ Structure.jpg
- Ev\ 13\_Module\ Implementation\ Guideline\ of\ SMART-RBM.jpg
- Ev\ 14\_Module\ SMART-RBM\ Application\ Module.jpg
- Ev\ 15\_METT\ working\ group.pdf
- Ev\ 16\_Refresher\ METT\ Fasilitator\ training.docx
- Ev\ 17\_FFI\ draft\ report\ HEC\ \ mitigation.docx
- Ev\ 17\_draft\ report\ ZSL\ on\ camera\ trap\ survey.pdf
- Ev\ 18\ draft\ ZSL\ report\ on\ HTC\ mitigation.pdf
- Ev\ 19\ Draft\ of\ Inception\ report\ version\ of\ 24\ July\ 2017.docx

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- 2018-GEF-PIR-PIMS5363-GEFID4892\ (FINAL).docx
- Ev\ 1\ Decree\ Dg\ KSDAE\ on\ Sumatran\ Tiger\ Survey\ .pdf
- Ev\ 2.\ Progress\ Report\ WCS\ June\ 2018.docx
- Ev\ 3\ \ Kerinci\ Seblat\ NP\ Camera\ trap\ surveys\ FFI\ 2017.pdf
- Ev\ 4\ Summary\ Report\ BSNP-ZSL\ 2018.docx
- Ev\ 5\ \ Report\ on\ Camtrap\_BBSNP-WCS\ \ 2017.pdf
- Ev\ 6\ Skill\ Gap\ Analysis\ and\ training\ need\ assessment\ report.pdf
- Ev\ 7\ Decree\ on\ Sumatran\ Tiger\ Monitoring\ Curriculum.pdf
- Ev\ 8\ Decree\ on\ Human\ and\ Wildlife\ Conflict\ Curriculum.pdf
- Ev\ 9\ Project\ Board\_s\ MoM\ 2017.pdf
- Ev\ 10\ Summary\ SMART\ Patrol\ \_\ HWC\ KSNP\ 2018.docx
- Ev\ 11\ FHK\ Progress\ Report\ June\ 2018.xlsx
- Ev\ 12.\ Report\ on\ implementation\ plan\ of\ RBM\ SMART\ and\ patrolling\ for\ KSNP-FFI\ 2017.doc
- Ev\ 12.\ Report\ on\ implementation\ plan\ of\ RBM\ SMART\ and\ patrolling\ for\ KSNP-FFI\ 2017.pdf
- Ev\ 13\ Report\ RBM\ BSNP-ZSL\ 2017.pdf
- Ev\ 14\ \ Report\ on\ Spatial\ analysis\_KSNP-FFI\ 2017.pdf
- Ev\ 15\ METT\ Assesment\ 2017.pdf
- Ev\ 16\ Project\ Annual\ report\ \ 2017.pdf
- Ev\ 17\ WCS\ LEUSER\ REPORT\ 2018.pdf
- Ev\ 18\ Draft\ RPJMN\ 2020-2024\ BAPPENAS.pdf
- Ev\ 19.\ Three\ years\ financing\ plan.pdf
- Ev\ 20\ Prosiding\ Financing\ For\ Protected\ Area\ Management\ Workshop.pdf
- Ev\ 21\ Sumatran\ Tiger\ Communication\ Strategy.pdf
- Ev\ 22\ National\ Geographic\ Indonesia\ Advertorial.pdf

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- E:\ 23\ National\ Geographic\ Indonesia\ Insert.pdf
- PIR\ 2019
  - 2019-GEF-PIR-PIMS5363-GEFID4892\ -\ 3-9-2019.docx
  - Evidence\ 1\ -\ Tiger\ Density\ Data\ in\ KSNP.docx
  - Evidence\ 2\ -\ Tiger\ Density\ Data\ in\ BSNP.docx
  - Evidence\ 3\ -\ PIR\ WCSIP\ 2018-2019.docx
  - Evidence\ 4\ -\ CD\ Scorecard\ Report\ in\ 4\ NP.docx
  - Evidence\ 5\ -\ CD\ Scorecard\ Workshop\ in\ GLNP\ and\ BSNP.docx
  - Evidence\ 6\ -\ Progress\ Report\ JanMar2019\ -\ PILI.pdf
  - Evidence\ 6\ -\ Progress\ Report\ UNDP\_1stquarter\ -\ PILI.pdf
  - Evidence\ 7\ -\ Progress\ Report-18102018\ -\ Yapeka.docx
  - Evidence\ 8\ -\ Analisis\ CD\ Scorecard\ Wibisono\_Final\ -\ 16\ April\ 2019.pdf
  - Evidence\ 9\ -\ Jose\ MTR\ Report\ Deliverable\ 2\ 210619.docx
  - Evidence\ 10\ -\ RPJPN\ Balai\ Taman\ Nasional\ Berbak\ Sembilang\ 2018.pdf
  - Evidence\ 11\ -\ SK\ Kepala\ Balai\ TN\ Berbak\ Sembilang\ Tim\ Pengolah\ Data\ Smart.png
  - Evidence\ 12\ -\ PIR\ FFI\ 2018-2019.docx
  - Evidence\ 13\ -\ Leuser\_SK\ Penetapan\ Resort\ TNGL\ 2018\_Baru.pdf
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  - QMR\ IPAR\_2\_2019\_SumatranTiger.doc
- Bahan\ dan\ Laporan\ Q3\ -\ 2018
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  - Bahan\ Laporan\ Q3.txt
  - Laporan\ Triwulan\ 3\ Tahun\ 2018\ -\ PMU.docx
  - Laporan\ Triwulan\ III\ PIU\ TNBBS\ 2018.docx
  - Laporan\ Triwulan\ III\ PIU\ TNBS\ 2018.docx
  - Laporan\ Triwulan\ III\ PIU\ TNGL\ 2018.docx
  - Laporan\ Triwulan\ III\ PIU\ TNKS\ 2018.docx
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  - QMR\ IPAR\_3\_2018\_SumatranTiger.docx
- Bahan\ dan\ Laporan\ Q3\ -\ 2019
  - 3.\ Laporan\ RC\ Triwulan\ III\ Juli-September\ 2019\_TNBBS.docx
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  - Laporan\_Triwulan\_III\_TNKS\_2019.docx
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  - QMR\ IPAR\_3\_2019\_SumatranTiger\ -\ OK.doc
  - QMR\ IPAR\_3\_2019\_SumatranTiger.doc
  - QMR\ IPAR\_Template\_Tiger\_Q32019\_FFI.docx
  - QMR\ Q3\ 2019\ IPAR\_Template\_Tiger\_ZSL.docx
  - QMR\ Q3\ 2019\_WCS.docx
  - QMR\_summary\_Jul-Sep\_2019.xlsx
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  - TNGL\ -\ Realisasi\ Kegiatan\ Q-3\ sd\ September\ 2019.docx
  - laporan\ triwulan\ III\ 2019\ -\ TN\ BS.docx
  - laporan\ triwulan\ III\ 2019\_TNBS\ -\ Update.docx
- Bahan\ dan\ Laporan\ Q4\ -\ 2018
  - Bappenas\ -\ Kompilasi\ Laporan\ FGD\ 7\ Taman\ Nasional.pdf
  - Capaian\ Penting\ Kegiatan\ TNBS\ 2018.docx
  - Informasi\ realisasi\ kegiatan\ PIU\ Leuser\ Q4.docx
  - Laporan\ 2nd\ Project\ Board\ 2018\ \ -\ 30\ November.docx
  - Laporan\ Triwulan\ 4\ Tahun\ 2018\ -\ PMU\ -\ 18\ Jan.docx
  - Laporan\ Triwulan\ 4\ Tahun\ 2018\ -\ PMU.docx
  - Laporan\ Triwulan\ IV\ 2018\ -\ TN\ Berbak\ Sembilang.docx
  - Laporan\ Triwulan\ IV\ 2018\ -\ TNBBS.docx
  - Laporan\ Triwulan\ IV\ 2018\ -\ TNGL.docx
  - Laporan\ Triwulan\ IV\ 2018\ -\ TNKS.docx

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- Peta\ Sebaran\ ILM.png
- QMR\ IPAR\_4\_2018\_SumatranTiger\ -\ 18\ Jan.docx
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- QMR\ IPAR\_Template\_Tiger\_ZSL\ Indicator\_rev.docx
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- Bahan\ dan\ Laporan\ Q4\ -\ 2019
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  - Laporan\ Triwulan\ 4\ Tahun\ 2019\ -\ PMU\ OK.doc
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  - TNKS SMART patrol\ coverage\_allpartners\_2019\ -\ FFI.jpeg
  - Temuan\ indikasi\ Harimau\ -\ FFI.jpg

Total: **66** directories, **558** individual files

## ANNEX E: SAMPLE OF INDICATIVE INTERVIEW QUESTIONS

The questions proposed below consider those proposed in the TORs and questions that have been formulated by the TE consultant team based on their experience.

### **General**

1. Did they have an inception workshop? How was it, who participated, is there a minute or document I can see about it?
2. How were the administrative and financial arrangements?
3. What other projects and initiatives have been collaborating / complementing or competing with ours?
4. What happened with the strategic advisors the project was supposed to provide under the different Outcomes? Did it work? Where is he/she now?
5. The extent to which the project activities are suited to the priorities and policies of the target group, recipient and donor.
6. To what extent are the objectives of the project still valid?
7. Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
8. Are the activities and outputs of the project consistent with the intended impacts and effects?
9. What could have been done differently?

### **Relevance**

1. Is the project relevant to GEF biodiversity focal area?
2. How does the project support the GEF biodiversity focal area and strategic priorities?
3. Is the project relevant to the Indonesia’s environment and sustainable development objectives?
4. How does the project support the environment and sustainable development objectives of the Indonesia?
5. Is the project country-driven?
6. What was the level of stakeholder participation in project design?
7. What was the level of stakeholder ownership in implementation?
8. Does the project adequately take into account the national realities, both in terms of institutional and policy framework in its design and its implementation?
9. Is the project relevant to the country programme of the UNDP?
10. Does the project contribute to the Country Programme Document of UNDP in Indonesia?
11. Is the project addressing the needs of target beneficiaries at the local and regional levels?
12. How does the project support the needs of relevant stakeholders?
13. Has the implementation of the project been inclusive of all relevant stakeholders?
14. Were local beneficiaries and stakeholders adequately involved in project design and implementation?
15. Is the project internally coherent in its design?
16. Are there logical linkages between expected results of the project (log frame) and the project design (in terms of project components, choice of partners, structure, delivery mechanism, scope, budget, use of resources etc.)?
17. Is the length of the project sufficient to achieve project outcomes?
18. How is the project relevant with respect to other donor-supported activities?
19. Does the GEF funding support activities and objectives not addressed by other donors?
20. How do GEF-funds help to fill gaps (or give additional stimulus) that are necessary but are not covered by other donors?
21. Is there coordination and complementarity between donors?

22. Does the project provide relevant lessons and experiences for other similar projects in the future?
23. Has the experience of the project provided relevant lessons for other future projects targeted at similar objectives?
24. What has been the main focus of the project implementation so far? Who are the main beneficiaries? How were they selected?
25. The extent to which the project activities are suited to the priorities and policies of the target group, recipient and donor.
26. To what extent did the objectives remain valid throughout the project duration?
27. Were the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
28. Were the activities and outputs of the project consistent with the intended impacts and effects?
29. How was the project aligned to the national development strategy?
30. To what extent are the objectives of the project still valid?
31. Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
32. Are the activities and outputs of the project consistent with the intended impacts and effects?

### **Effectiveness**

1. Has the project been effective in achieving its expected outcomes?
2. To what extent have the project targets been achieved?
3. To what extent have the project failed to achieve its targets?
4. To what factors can be attributed the achievement and/or non-achievement of the targets?
5. Did the activities contribute to the achievement of the planned outputs?
6. Have the different outputs been achieved?
7. What progress toward the outcomes has been made?
8. How is risk and risk mitigation being managed?
9. How well are risks, assumptions and impact drivers being managed?
10. What was the quality of risk mitigation strategies developed? Were these sufficient?
11. Are there clear strategies for risk mitigation related with long-term sustainability of the project?
12. What changes could have been made (if any) to the design of the project in order to improve the achievement of the project's expected results?
13. To what extent the design, implementation and results of the project have incorporated a gender equality perspective and human rights-based approach? What should be done to improve gender and human rights mainstreaming?
14. What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?
15. How did UNDP support the achievement of project outcome and outputs?
16. How was the partnership strategy conducted by UNDP? Has UNDP partnership
17. strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other projects?

### **Efficiency**

1. Is project support provide in an efficient way?
2. Is adaptive management use or need to ensure efficient resource use?
3. Is the project logical framework and work plans and any changes made to them use as management tools in the implementation?
4. Are the accounting and financial systems in place adequate for project management and producing accurate and timely financial information?

5. Are progress reports produced accurately, timely and responded to reporting requirements including adaptive management changes?
6. What was the original budget for the Project? How have the Project funds been spent? Were the funds spent as originally budgeted?
7. Are there any management challenges, which affected efficient implementation of the Project? What are they and how were they addressed?
8. Do the leveraging of funds (co- financing) happen as planned?
9. Are financial resources utilize efficiently? Could financial resources have been used more efficiently?
10. Is procurement carried out in a manner making efficient use of project resources?
11. How is results-based management used during project implementation?
12. Is project implementation as cost effective as originally proposed (planned vs. actual)
13. How efficient are partnership arrangements for the project?
14. To what extent partnerships/ linkages between institutions/ organizations are encouraged and supported?
15. Which partnerships/linkages are facilitated? Which ones can be considered sustainable?
16. What is the level of efficiency of cooperation and collaboration arrangements?
17. Which methods are successful or not and why?
18. Is the project efficiently utilize local capacity in implementation?
19. Is an appropriate balance struck between utilization of international expertise as well as local capacity?
20. Is the project take into account local capacity in design and implementation of the project?
21. Is there an effective collaboration between institutions responsible for implementing the project?
22. How could the project have more efficiently carry out implementation (in terms of management structures and procedures, partnership arrangements etc.)?
23. What changes could make (if any) to the project in order to improve its efficiency?
24. Are objectives achieved on time?
25. Is the project implement in the most efficient way compared to alternatives?

### *Sustainability*

1. Are the outputs and outcomes of the project likely to be sustainable?
2. Is there a realistic sustainability plan?
3. Do project achievements show potential for sustainability, replication, scaling up?
4. Do the financial, institutional, policy, social, economic, cultural and environmental conditions pose risk/s to the sustainability of project results?
5. Are the risks manageable?
6. Does the sustainability plan address the risks?
7. What opportunities are available that can help sustainability of project gains?
8. How can these opportunities be used or optimized for sustainability?
9. What are the major factors that influence the achievement or non-achievement of sustainability of the programme or project?
10. What should be done to improve environmental sustainability mainstreaming?
11. To what extent will the benefits of the programme or project continue after donor funding stops?

### *Impact of interventions*

1. What are the stated goals of the Project? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent have the activities progressed?
2. What has happened as a result of the project?

3. How many people have been affected?
4. Has the project contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the project?

**ANNEX F: LIST OF PERSONS INTERVIEWED**

No	Position	Name	Email	Interview schedule	Time	Interview mode	Gender	Language
1	Direktur Jenderal Pengendalian Perubahan Iklim– GEF Focal Point Indonesia;	Ir. Laksmi Dhewanthi, M.A		13-Sep-21	19:00	Virtual	F	EN
2	Direktur Konservasi Keanekaragaman Hayati, KSDAE;	Drh. Indra Exploitasia.,M.Si	exploitasia@gedepangran.go.org	5-Oct-21	10:00 AM	Virtual	<a href="#">E</a>	ID
3	Direktur Kawasan Konservasi, KSDAE;	Ir. Jefri Susyafrianto., M.M	jef.afrianto@gmail.com	6-Oct-21	3:30 PM	Virtual	<a href="#">M</a>	ID
4	Direktur Kehutanan dan Konservasi SDA, Deputi Bidang Pengelolaan SDA dan LH, BAPPENAS;	Dr. Nur Hygiawati Rahayu, ST, MSc	nur.hrahayu@bappenas.go.id			Email	<a href="#">E</a>	ID
5	BAPPENAS	Pungky Widiaryanto, S.Hut, MSc	pungkyw@gmail.com			Email	M	ID
6	PLT Kepala Balai Besar TNKS & Kepala Balai TNBS	Pratono Puroso	pratpur.pp@gmail.com	10-May-21	7:00 PM	Virtual	<a href="#">M</a>	ID
7	PLT Kepala Balai Besar TNBBS;	Ismanto, S.Hut, MP	isza.chep74@gmail.com	1-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
8	Kepala Bagian TU TNBBS	Heru Rudihafto S.si M.P		1-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
9	Kepala Sub Bagian Umum TNBBS	Dani Darmawan S.H M.Sc		1-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
10	POLHUT TNNBS	Taufik Hidayat S. Hut		1-Oct-21	9:00 AM	Virtual	<a href="#">E</a>	ID
11	PEH TNBBS	Intannia Ekanasty, S.Hut M.Si		1-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
12	Pejabat Pembuat Komitmen HLN Dit. KKH;	E. Irwan Afrizl, S.P	e.irwan.a28@gmail.com	4-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
13	Deputy Director, WCS Indonesia	Matt Linkey	mllinkey@wcs.org	22-Sep-21	7:30 PM	Virtual	<a href="#">M</a>	EN
14	Sumatra Program Manager	Jeri Imansyah	mimansyah@wcs.org	29-Sep-21	10:00 AM	Virtual	<a href="#">M</a>	ID
15	BBS Landscape Manager	Firdaus Rahman	frahman@wcs.org	30-Sep-21	11:00 AM	Virtual	<a href="#">M</a>	ID
16	Terrestrial Program Manager	William M. Rombang	wmarthy@wcs.org	1-Oct-21	8:00 PM	Virtual	<a href="#">M</a>	ID
17	Country Director, FFI Indonesia	Cahyo Nugroho	Cahyo.Nugroho@fauna-flora.org	4-Oct-21	7:30 PM	Virtual	<a href="#">M</a>	EN

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(Tiger Project)” – Final Report

No	Position	Name	Email	Interview schedule	Time	Interview mode	Gender	Language
18	Head of Biodiversity, FFI Indonesia	Donny Gunaryadi	donny.gunaryadi@fauna-flora.org	29-Sep-21	8:00 PM	Virtual	<a href="#">M</a>	EN
19	Head of Asia - Conservation Program, ZSL	Monica Wrobel	Monica.Wrobel@zsl.org			Virtual	F	EN
20	Coordinator for Gunung Leuser Landscape (PIU)	Khairul Azmi	khairulazmi@sumatrantiger.id	4 Oktober 21	8:15 AM	Virtual	<a href="#">M</a>	ID
21	FAA for Gunung Leuser Landscape (PIU)	Rudolf Bernard Ginting	rudolfginting@sumatrantiger.id	4 Oktober 21	8:15 AM	Virtual	<a href="#">M</a>	ID
22	Coordinator for Kerinci Seblat Landscape (PIU)	Ronald Andreas Paja Siagian	ronald@sumatrantiger.id	20-Sep-21	10:00 AM	Virtual	<a href="#">M</a>	ID
23	FAA for Kerinci Seblat Landscape (PIU)	Nani Ernawati	naniernawati@sumatrantiger.id	20-Sep-21	4:00 PM	Virtual	<a href="#">F</a>	ID
24	Coordinator for Bukit Barisan Selatan Landscape (PIU)	Nani widyastuti	naniwidyastuti2020@gmail.com	30-Sep-21	9:00 AM	Virtual	<a href="#">F</a>	ID
25	FAA for Bukit Barisan Selatan Landscape (PIU)	Zulkarnain	zulkarnenkiran@sumatrantiger.id	30-Sep-21	10:00 AM	Virtual	<a href="#">M</a>	ID
26	Coordinator for Berbak Sembilang Landscape (PIU)	Mahmudin Rahmadana	mahmuddin.rahmadana@sumatrantiger.id	17-Sep-21	13:30	Virtual	<a href="#">M</a>	ID
27	FAA for Berbak Sembilang Landscape (PIU)	Palupi Nastiti Hapsari	palupisoepardjo@sumatrantiger.id	17-Sep-21	3:00 PM	Virtual	<a href="#">F</a>	ID
28	Pejabat Pembuat Komitmen TNBS	Bobby Sandra	<a href="mailto:bibob_rafasya@yahoo.com">bibob_rafasya@yahoo.com</a>	20-Sep-21	9:00 AM	Virtual	<a href="#">M</a>	ID
29	Polhut Balai TN Berbak Sembilang	Nurdani Ginanjar		20-Sep-21	11:00 AM	Virtual	<a href="#">M</a>	ID
30	Polhut Balai TN Berbak Sembilang	Ridwan Yuswa		21-Sep-21	10:00 AM	Virtual	<a href="#">M</a>	ID
31	Head of Environment Unit UNDP;	Agus Prabowo	agus.prabowo@undp.org	8-Oct-21	8:30 PM	Virtual	<a href="#">M</a>	EN
32	Iwan Kurniawan, UNDP;	Iwan Kurniawan	iwan.kurniawan@undp.org	22-Sep-21	9:00 AM	Virtual	<a href="#">M</a>	EN
33	M. Yayat Afianto (OIC NPM – Sumatran Tiger Project);	M. Yayat Afianto	muhammad.afianto@undp.org	16-Sep-21	8:00 AM	Virtual	M	EN
34	Project Associate, UNDP indonesia	Elin Shinta	elin.shinta@undp.org	7-Oct-21	7:30 PM	Virtual	<a href="#">F</a>	EN

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No	Position	Name	Email	Interview schedule	Time	Interview mode	Gender	Language
35	NPM 2017-September 2020	Rudijanta	rudijanta@gmail.com	4-Oct-21	10:00 AM	Virtual	<a href="#">M</a>	ID
36	NPM December 2020- June 2021	Asih Budiati	budiati.a@gmail.com	24 Sept 2021	5:00 PM	Virtual	<a href="#">M</a>	EN
37	Technical Officer - Staff Sumatran Tiger Project	Noubbie Bachtiar	noubbie@sumatrantiger.id	21-Sep-21	2:00 PM	Virtual	<a href="#">M</a>	ID
38	Communication Officer - Staff Sumatran Tiger Project	Hizbullah Arief	arief@sumatrantiger.id	17-Sep-21	7:00 AM	Virtual	<a href="#">M</a>	ID
39	Finance Officer - Staff Sumatran Tiger Project	Irma Nugrahanti	irma.nugrahanti@undp.org	17-Sep-21	8:00 AM	Virtual	<a href="#">F</a>	EN
40	Former Head of BBSNP up to Juli 2017	Timbul Batubara	timbatara@yahoo.com	5-Oct-21	4:00 PM	Virtual	M	ID
41	Finance Associate - Staff Sumatran Tiger Project	Mutiara Tambunan	mutiara.tambunan@undp.org	6-Oct-21	8:00 AM	Virtual	<a href="#">F</a>	ID
42	PIU TNKS (FAA) 2017 - 2019	Amran	-	17-Sep-21	3:00 PM	Virtual	<a href="#">M</a>	ID
43	Reponden 1.2, rencana pengelolaan TN	Dian Indah P		21-Sep-21	8:00 AM	Virtual	<a href="#">F</a>	ID
44	Responden 1.3, Patroli dan SMART RBM	David (Ka. SPTN IV)		21-Sep-21	9:00 AM	Virtual	<a href="#">M</a>	ID
45	Responden 1.5 METT	Hadinata (Kasi SPTN VI)		20-Sep-21	2:00 PM	Virtual	<a href="#">M</a>	ID
46	Responden 2.1 Awareness di Radio Andalas	Safwandi		22-Sep-21	10:00 AM	Virtual	<a href="#">M</a>	ID
47	Responden 2.3 camera trapping Gn. Kerinci	Danuri		20-Sep-21	8:00 AM	Virtual	<a href="#">M</a>	ID
48	Mantan kababes BBTNBBB periode Agustus 2017 - September 2019	Agus Wahyudiyono		1-Oct-21	7:00 AM	Virtual	<a href="#">M</a>	ID
49	Dishut Provinsi Lampung - Kepala Dinas	Ir. Yanyan Ruchyansyah, M.Si		4-Oct-21	11:00 AM	Virtual	<a href="#">M</a>	ID
50	Dishut Provinsi Lampung - Kepala Bidang 2Konservasi Hutan dan Perlindungan			4-Oct-21	11:00 AM	Virtual	<a href="#">M</a>	ID
51	BKSDA Bengkulu - Kepala Balai	Donal Hutasoit		7-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
52	BKSDA Bengkulu - Kepala Seksi Wilayah 3	Hipzon		7-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID

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No	Position	Name	Email	Interview schedule	Time	Interview mode	Gender	Language
53	BKSDA Bengkulu - PEH	Zulhaidir		7-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
54	BKSDA Bengkulu - Medical Veterinary	Drh. Erni Suyanti Musabine		7-Oct-21	9:00 AM	Virtual	<a href="#">F</a>	ID
55	PPK PIU TNBBS	Wawan eviyanto	wawaneviyanto@gmail.com	6-Oct-21	9:00 AM	Virtual	<a href="#">M</a>	ID
56	perwakilan kelompok cakrawana pemerihan penggiat pengendalian tumbuhan invasif mantangan TNBBS	Sugianto		5-Oct-21	11:00 AM	Virtual	<a href="#">M</a>	ID
57	Perwakilan kelompok masyarakat Konflik TNBBS	Yono		5-Oct-21	11:30 AM	Virtual	<a href="#">M</a>	ID
58	Perwakilan kelompok masyarakat Konflik TNBBS	Iman		5-Oct-21	11:30 AM	Virtual	<a href="#">M</a>	ID
59	Perwakilan kelompok masyarakat Konflik TNBBS	Tabah		5-Oct-21	11:30 AM	Virtual	<a href="#">M</a>	ID
60	Operator SIBELANG - TNBS	Sherly Iskandar		24-Sep-21	10:30 AM	Virtual	F	ID

## ANNEX G: PRESENTATION OF PRELIMINARY FINDINGS



UNDP-GEF TE -  
Tiger Project Prelimi

## ANNEX H: SUMMARY OF RATING SCALES

### Monitoring & Evaluation Ratings Scale

Rating	Description
6 = Highly Satisfactory (HS)	There were no short comings; quality of M&E design/implementation exceeded expectations
5 = Satisfactory (S)	There were minor shortcomings; quality of M&E design/implementation met expectations
4 = Moderately Satisfactory (MS)	There were moderate shortcomings; quality of M&E design/implementation more or less met expectations
3 = Moderately Unsatisfactory (MU)	There were significant shortcomings; quality of M&E design/implementation was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of M&E design/implementation was substantially lower than expected
1 = Highly Unsatisfactory (HU)	There were severe shortcomings in M&E design/implementation
Unable to Assess (UA)	The available information does not allow an assessment of the quality of M&E design/implementation.

**Source:** *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects, Annex 9, page 111.*

### Implementation/Oversight and Execution Ratings Scale

Rating	Description
6 = Highly Satisfactory (HS)	There were no shortcomings; quality of implementation/execution exceeded expectations
5 = Satisfactory (S)	There were no or minor shortcomings; quality of implementation/execution met expectations.
4 = Moderately Satisfactory (MS)	There were some shortcomings; quality of implementation/execution more or less met expectations.
3 = Moderately Unsatisfactory (MU)	There were significant shortcomings; quality of implementation/execution was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of implementation/execution was substantially lower than expected
1 = Highly Unsatisfactory (HU)	There were severe shortcomings in quality of implementation/execution
Unable to Assess (UA)	The available information does not allow an assessment of the quality of implementation and execution

**Source:** *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects, Annex 9, page 111.*

### Outcome Ratings Scale - Relevance, Effectiveness, Efficiency

Rating	Description
6 = Highly Satisfactory (HS)	Level of outcomes achieved clearly exceeds expectations and/or there were no shortcomings
5 = Satisfactory (S)	Level of outcomes achieved was as expected and/or there were no or minor shortcomings
4 = Moderately Satisfactory (MS)	Level of outcomes achieved more or less as expected and/or there were moderate shortcomings.
3 = Moderately Unsatisfactory (MU)	Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings
2 = Unsatisfactory (U)	Level of outcomes achieved substantially lower than expected and/or there were major shortcomings.
1 = Highly Unsatisfactory (HU)	Only a negligible level of outcomes achieved and/or there were severe shortcomings
Unable to Assess (UA)	The available information does not allow an assessment of the level of outcome achievements

**Source:** *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects, Annex 9, page 112.*

### Sustainability Ratings Scale

Ratings	Description
4 = Likely (L)	There are little or no risks to sustainability
3 = Moderately Likely (ML)	There are moderate risks to sustainability
2 = Moderately Unlikely (MU)	There are significant risks to sustainability
1 = Unlikely (U)	There are severe risks to sustainability
Unable to Assess (UA)	Unable to assess the expected incidence and magnitude of risks to sustainability

**Source:** *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects, Annex 9, page 112.*

## ANNEX Ia: SIGNED EVALUATION CONSULTANT AGREEMENT

### Camillo Ponziani - Team Leader / Sr. Evaluation Specialist

#### **Evaluators/Consultants:**

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated.

#### **Consultant Agreement Form**

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: Camillo Ponziani

Name of Consultancy Organization (where relevant): \_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at Toronto, Canada (Place) on 24 December 2021 (Date)



Signature: \_\_\_\_\_

## Yokyok Hadiprakarsa - National Consultant / Evaluator / Technical Specialist

### Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
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6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated.

### Consultant Agreement Form

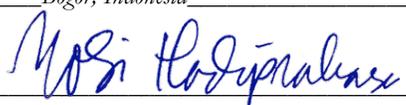
Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: \_\_\_\_\_ Yokyok Hadiprakarsa \_\_\_\_\_

Name of Consultancy Organization (where relevant): \_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at \_\_\_\_\_ *Bogor, Indonesia* \_\_\_\_\_ (Place) on \_\_\_\_\_ *24 December 2021* \_\_\_\_\_ (Date)

Signature: \_\_\_\_\_  \_\_\_\_\_

## ANNEX Ib: SIGNED UNEG CODE OF CONDUCT FORM<sup>32</sup>

### Camillo Ponziani - Team Leader / Sr. Evaluation Specialist

#### Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
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6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated.

#### MTR Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant:     Camillo Ponziani    

Name of Consultancy Organization (where relevant):     Interamna Group Inc.    

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at     Toronto, Canada     (Place) on     23 Jan 2022      
(Date)

Signature:     

<sup>32</sup> Explicitly requested by the UNDP Indonesia Country Office and UNDP NCE Regional Technical Advisor in light of Annex "I" already included in the draft TE report. Potential duplication with the previous annex.

## Yokyok Hadiprakarsa - National Consultant / Evaluator / Technical Specialist

### Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated.

### MTR Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant: \_\_\_\_ Yokyok Hadiprakarsa \_\_\_\_\_

Name of Consultancy Organization (where relevant): \_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at \_\_\_\_ *Bogor, Indonesia* \_\_\_\_\_ (Place) on \_\_\_\_ *23 Jan 2022* \_\_\_\_\_ (Date)

Signature: \_\_\_\_\_  


## ANNEX J: SIGNED TE REPORT CLEARANCE FORM

**Terminal Evaluation Report for (Project Title & UNDP PIMS ID) Reviewed and Cleared**

**By: Commissioning Unit (M&E Focal Point)**

**Name:** Dikot Pramdoni Harahap

**Signature:**  **Date:** 01-Feb-2022

**Regional Technical Advisor (Nature, Climate and Energy)**

**Name:** Kaavya Varma

**Signature:**  **Date:** 02-Feb-2022

## ANNEX K: CO-FINANCING

Sources of Co-financing	Name of Co-financier	Type of Cofinancing	Investment Mobilized	Amount (\$)
Recipient Country Government	Ministry of Environment and Forestry	Public Investment	Recurrent expenditures	44,300,000
Civil Society Organization	WCS	Grant	Investment mobilized	2,250,000
GEF Agency	UNDP Indonesia	Grant	Investment mobilized	150,000
Civil Society Organization	Sumatran Tiger Conservation Forum	Grant	Investment mobilized	188,966
Civil Society Organization	ZSL	Grant	Investment mobilized	471,545
Civil Society Organization	FFI	Grant	Investment mobilized	1,495,355
<b>Total Co-financing</b>				<b>48,855,866</b>

## **ANNEX L: AUDIT TRAIL OF COMMENTS**

See separate file.

## **ANNEX M: PROJECT SCORECARD(S) AND TRACKING TOOLS**

See separate zip file.