

# Conserving Marine Biodiversity through Enhanced Marine Park Management and Sustainable Island Development

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## Mid Term Review



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Prepared for



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Tourism Resource Consultants



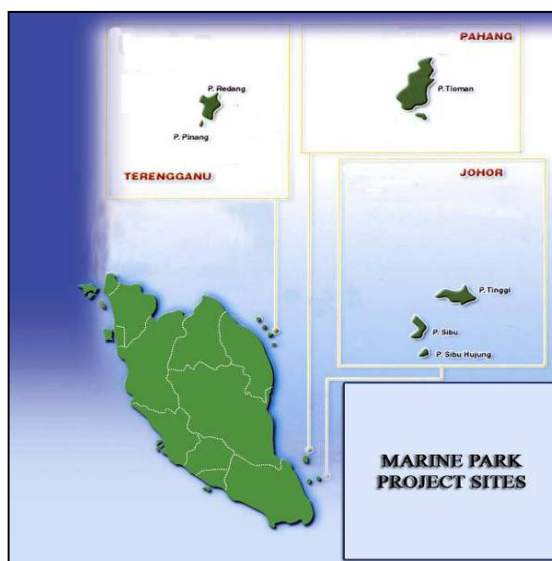
# EXECUTIVE SUMMARY

## Brief description of project

This 5 year project, Conserving Marine Biodiversity through Enhanced Marine Park Management and Sustainable Island Development, was designed and approved in 2005. Funding was approved in 2006 by the Global Environment Facility (GEF) for a United Nations Development Programme (UNDP) Malaysia partnership project with the Government of Malaysia (GoM). The project commenced in March 2007.

Malaysia has established a system of marine parks, gazetted in 1994, to protect and manage the marine biodiversity in the waters surrounding 42 islands. In spite of their protected status and current management efforts, there are several threats that affect the marine biodiversity of Malaysia. Declining fish stocks and the exploitation of breeding grounds; loss of habitat for marine life and destruction of coral reefs as well as habitat degradation and the degradation of water quality are the principle threats. These have been identified to derive from the federal-state split in jurisdiction over the marine park islands and surrounding water bodies; sector-based policy-making and planning with regard to marine park islands and from a low level of awareness across all sectors and stakeholders.

The project is piloting the objective of the project at three demonstration sites of Pulau Redang, Pulau Sibu-Tinggi and Pulau Tioman that are in differing stages of development and approaches to island management.



1

The Project has the overall goal of enhanced marine park management and inclusive sustainable island development. The following project objectives are designed to address the root causes of the threats to the marine biodiversity in the Malaysian marine parks:

- To widen the existing development planning process in order to support marine ecosystem management as well as sustainable tourism through stakeholder involvement.

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<sup>1</sup> MTR briefing by NPD, Slide 4

- To strengthen the capacity of the marine parks management system in Peninsula Malaysia and to ensure effective enforcement of marine park regulations at three project sites.
- To enable an influential advocacy framework for the conservation of marine biodiversity supported by a raised level of awareness of the importance and benefits of marine biodiversity.

The project document was revised through the inception process, updating the Project Document although the broad strategy remained in place. The Inception Report(IR) is considered the base document that sets out the 5 year plan for the project. The project had a thirteen month early delay<sup>2</sup> whilst the project consultants were appointed – a briefing was held 14 January 2008 and appointment of consultants confirmed in 16 February 2009.<sup>3</sup>

## Context and purpose of the evaluation

The mid-term evaluation provides a comprehensive overall assessment at the mid-term of the project. It is an opportunity to critically assess administrative and technical strategic issues and constraints. The evaluation provides recommendations for strategies, approaches and/or activities to improve the conservation of marine biodiversity through enhanced management of marine parks and sustainable island management.

The mid-term evaluation focuses on project implementation performance, issues requiring corrective action, and initial lessons learned about project design, implementation and management. This is required under the UNDP/GEF Monitoring and Evaluation Policy.

This mid-term evaluation identifies the following key issues to be addressed:

- Sustainability
- Outcome/Achievement of objectives (the extent to which the projects immediate and development objectives were achieved)
- Implementation Approach
- Stakeholder Participation/Public Involvement
- Monitoring and Evaluation

An independent team of an international and national consultant undertook the mid-term evaluation and the approach is detailed in Section 1 of the full report.

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<sup>2</sup> MTR Briefing by NPD, Slide 13

<sup>3</sup> Delays were in the GoM procurement process

## **Main conclusions, recommendations and lessons learned**

Overall the project is delivering positive results. There is room of improvement in the following activities with marginally satisfactory results: management planning, development of economic policies, improvement of local communities livelihoods and raising the awareness of the benefits of marine biodiversity. The monitoring of the status of biodiversity within the project is a weakness. All of the above activities can be improved at this stage of the project and should not unduly impact on the delivery of the project objectives if the actions recommended are undertaken promptly.

There is satisfactory delivery of outcomes on consultative policies, consultation with the tourism sector and environmental management. The implementation approach is satisfactory.

The highly satisfactory results are in information for planning, improved local community consultation, improved enforcement and improved stakeholder engagement through the operationalising of formal governance mechanisms. At this stage these are the strengths of the project. The linked community consultation and stakeholder engagement activities are significant achievements as there is a diverse mosaic of stakeholders to this project including a diversity of communities. The engagement of stakeholders and communities is a vital foundation that is critical for the project's success.

Although the project has some areas that require urgent attention and active management, assuming this is undertaken, the project stands a good chance of achieving its goal of enhanced marine park management and inclusive sustainable island development.

## **1. RECOMMENDATIONS**

### **Corrective actions for the design, implementation, monitoring and evaluation of the next phases of the Project.**

#### **1.1.1. UNDP Project design**

Projects with the purpose of conserving marine biodiversity through enhanced marine park management and inclusive sustainable island development should include an ecosystem health status baseline to ensure project progress and input can be measured. Good marine park management includes such baseline information and monitoring as essential management foundations.

### **1.1.2. UNDP**

As the project design does not include any direct engagement with boat and airline operators and their passengers, these stakeholders should be integrated into the project.

### **1.1.3. UNDP - capacity building through design**

As the project has a capacity building function the project design should encourage the engagement of local scientists with expertise in coral reef marine conservation, monitoring, and with knowledge and experience of local coral reef ecosystems and threats. This will be beneficial in building the relationships between park management and the local science community.

### **1.1.4. UNDP/GEF - extension of time**

The project timeframe should be extended to ensure the Management Plan and policies, and alternative livelihoods are implemented and given enough time to show some lessons and ensure the local communities see a direct benefit from the mechanisms put in place thereby building their confidence in such mechanisms.

### **1.1.5. UNDP – revision of project indicators**

Revision of the project indicators is required to enable easier project monitoring through the PIR. The indicators should be updated in the context of a review of activities and their timetabling for the remainder of the project. This should be undertaken in conjunction with the PMU.

## **1.2. Actions to follow up or reinforce initial benefits from the project and relevance for inclusion in future initiatives**

### **1.2.1. UNDP/GEF - lesson sharing**

For lesson sharing this project be linked up with other (especially GEF) integrated coral conservation projects within the region or other similar coral reef related project globally.

### **1.2.2. Ministry of Natural Resources and the Environment (NRE) – relevant agencies incorporate management plan and policies**

The Management Plan and Policies should be made available to all relevant agencies (including the HICC, NRE, MoTOUR, MOSTI, EPU and Attorney General etc) for incorporation into their own plans and work programmes.

**1.2.3. Ministry of Tourism (MoTour) – biodiversity focus, incorporate a deeper understanding of the marine realm especially fragility of corals**

Based on the priorities of the Tenth Malaysia Plan and the Economic Transformation Programme for biodiversity related tourism, the MoTour should widen its focus from terrestrially based tourism to include marine based tourism.

Brand marketing of Malaysia includes a strong natural environment focus with many images of the marine environment. To support this brand positioning a good understanding of the marine environment and the fragility of corals is required. The brand could be undermined through inappropriate marketing e.g. large scale mass tourism resort development in a fragile ecosystem with sensitive corals.

**1.2.4. NRE/Department of Marine Parks Malaysia (DMPM) and MoTour - align policies and practices for certification programme**

The relevant federal agencies align their policies and practises to enable a coherent shared approach to certification and training programmes for the private sector e.g. eco tourism and nature (including marine) guide certification.

**1.2.5. DMPM – success of marine parks depends on the health of ecosystems**

Marine Protected areas monitoring and analysis of the health of the ecosystems, to make informed management decisions is necessary and accordingly management must understand and recognise this is essential for the integrity of the MPAs.

**1.2.6. DMPM – general awareness raising on the contribution that coral reef ecosystems make to tourism, fisheries management and marine conservation**

An awareness raising programme is required for relevant government agencies(including DMPM) at the federal, state and local levels, on coral reef ecosystem functions, and their importance to the country from many perspectives including tourism, fisheries, and marine conservation.

**1.2.7. NRE/ National Steering Committee (NSC) State Steering Committee (SSC)/DOE – integrated approach to terrestrial and marine protected area management**

The relevant government agencies at federal, state and local levels should be encouraged to share and collaborate on the ecosystem based approach to protected area management (both terrestrial and marine) building from the relationships that provide a foundation for this integration.

### **1.2.8. NSC and SSC – expand membership to include the voice of the communities**

The NSC and SSC membership should include representation of the CCC's of each project site, to ensure the local voice is heard at the federal and state level and to increase their ownership of the MP community consultation management approach. This would also provide a check and balance at the NSC and SSC levels and provide a platform for the sharing and exchange of knowledge.

### **1.2.9. NRE – provide some targeted support to help the project achieve its objectives**

The resources of NRE should be utilised to support this project and expand NRE's understanding of the community based approach. eg Communication plan development and outreach activities could be supported by NRE agencies e.g. CEMD (Communications, Education and Media Dept).

### **1.2.10. DMPM – integrate the project fully into the department**

The DMPM be asked to fully integrate the project within the DMPM through

- The Secretary General be asked to encourage and actively promote the project's approach within the DMPM
- The Division Directors of DMPM be asked to monitor the seven outcomes of the project
- The PMU staff be clearly identified as DMPM staff and be integrated into the DMPM as soon as practicable and before the conclusion of the project and to deepen ownership of the project outcomes
- Use existing internal DMPM communication mechanisms to share knowledge and lessons from the project.

### **1.2.11. Project Management Unit (PMU) – urgently establish and operationalise the Community Consultation Committee (CCC) mechanism**

The PMU must give urgency to the formalising of the CCC through the establishment and operationalising of the CCC because this is the vital consultative mechanism for community based management and is central to the project's impact.

### **1.2.12. PMU – ensure all stakeholders are engaged consistently**

This project, especially the DMPM, must ensure all stakeholders are engaged consistently. And particular attention be given to the management



of community expectations of what the project is able to deliver e.g. alternative livelihoods.

#### **1.2.13. PMU - Information sharing within the project to key staff of consultant contributions**

Consultant reports must be shared with Marine Park management to ensure

- Staff input in the process
- Staff input into the review of the report development
- Knowledge sharing with MP staff and others as appropriate once completed.

#### **1.2.14. PMU - capacity building is on-going and should include fundamental knowledge**

All training programmes should be designed to be ongoing, content developing with experiential components/practise to embed learning e.g. scheduling of trainings back to back should be avoided, refreshment of content should become a management function, the training should be integrated into new staff induction and content continue to develop, personal learning initiatives be encouraged, training schedules carefully planned etc.

The training programmes for DMPM staff must include the building of a fundamental knowledge of coral reef ecology, monitoring and management. DMPM staff training should have a holistic approach.

#### **1.2.15. DMPM - learn from other approaches in the region**

DMPM are encouraged to learn from other approaches and exchange ideas about coral management in this region e.g. Apo Island Marine Park Philippines - coral reef management, Sabah Park - coral park management, and other marine management agencies.

#### **1.2.16. PMU – strategic communications to target audiences will help the project achieve its goals more effectively**

PMU should give priority to the development and implementation of the Communication Action Plan. This plan will include the critical component of ongoing awareness raising outside of the key stakeholders using a range of media distribution channels. DMPM should actively communicate about the project to relevant government agencies capitalising on the project's potential to raise awareness. A plan should be put in place to raise the awareness of the airline and boat operators about coral reef ecosystem good management practise and in turn they are required to actively inform their passengers. Such training and delivery of conservation messages should be a requirement of airline and boat operator licensing.

### **1.2.17. NPD and PMU - role clarity**

Clarification of the role, functions and responsibilities between the NPD and the NPM should be undertaken to ensure the ongoing effectiveness of project implementation. The NPM should also clarify the roles of the staff in the PMU.

### **1.2.18. PMU - risks created by slow progress with alternative livelihood development - a high priority**

Urgent progress must be made with the development of the alternative livelihood for the villagers to meet their expectations of the project. This lack of progress creates a risk to the village support for the DMPM and undoing the efforts to build strong consultative relationships.

### **1.2.19. DMPM - progress on revenue generation plan/business plan**

Urgent progress with this plan is - part of Output 2.02 – is required to consider the conservation charge, collection method and corporate sponsorship as well as what the trust fund money should be used for. These matters are important for the financial sustainability of the project.

### **1.2.20. DMPM and PMU - review the work programme and use and expert workshop to provide management planning information**

Review the work programme its timing and budget to focus on priority activities between now and the conclusion of the project.

Biological and coral reef baseline data is necessary for completion of the Management Plans. The baseline data is important to identify sensitive areas and provides the basis for zoning of activities.

Baseline data can be collected rapidly in a cost effective manner through an expert workshop (dive operators, marine park staff-rangers, DMPM staff, Reef Check (indicated willingness to participate), local universities, local communities, and any other knowledgeable individuals and utilising existing literature.

### **1.2.21. DMPM – Further capacity building possible by working alongside consultants**

DMPM should work closely with the consultants as part of the DMPM staff capacity building.

DMPM - Monitoring to be done by DMPM staff – application of learning.

Review the approach to monitoring with a view to setting up a robust monitoring approach. At the same time the DMPM staff are encouraged to apply their capacity building/training to this work.

#### **1.2.22. PMU - Improved management of consultants and their project inputs**

The PMU give urgent attention to the resolution of outstanding reports and payments made for completed work. The PMU maximise DMPM learning benefits from the consultants.

#### **1.2.23. DMPM/PMU– use the skills of senior staff to enhance capacity building and mentor staff**

DMPM should utilise the skill and experience of their own senior staff to train and motivate other DMPM staff in marine park management and operations e.g. reef monitoring, local engagement, communicating with visitors etc. This approach should be built into the remainder of the project to magnify the impact of the project training.

Induction Training and capacity building for all DMPM staff for ecosystem management training and management responsibilities including ensuring all staff know the basic function and purpose of the department and its coral reef ecosystem.

Current enforcement activities of the department is too fisheries focused and should extend to include tourism operators – this in turn will help strengthen these relationships.

#### **1.2.24. PMU – capture success stories**

Successes of the project should be systematically recorded for the purposes of lesson learning during and at the conclusion of the project.

### **1.3. Proposals for future directions underlining main objectives.**

#### **1.3.1. DMPM**

DMPM consider how they will systematically institutionalise the lessons learned from the project

#### **1.3.2. DMPM**

DMPM consider how the integrated planning and the community consultation approach could be further developed – consideration of future possibilities could include co-management and locally managed marine areas.

## **2. LESSONS LEARNED**

This section identifies key lessons learned from this project for consideration by the GEF and UNDP for learning purposes.

### **2.1. A sound understanding of the biodiversity and ecosystems is the foundation that underpins effective protected area management.**

Collect coral reef baseline data. Baseline data can enhance Marine Protected Area (MPA) effectiveness by informing the design of management systems. Baseline data also permit more accurate measurement of MPA performance and provides a basis for adaptive management.

A foundation needed for effective Marine Park (MP) management is an understanding of coral reef ecosystem biology and the specific resource that is under management. Expert workshops can provide a cost effective means for the identification of critical areas for management planning purposes.

Local coral reef scientists can play a major part in the above processes.

### **2.2. Encourage participation that contributes directly to marine park management.**

Make research and monitoring participatory. Enlisting stakeholders in data collection and analysis will educate participants, build capacity, and foster trust. E.g. Reef Check, enforcement and Rakan Park.

### **2.3. Building stakeholder understanding is critical for positive management outcome.**

If stakeholders truly understand the ecosystem threats to the coral reef management they will undertake their own management intervention to mitigate the threats e.g. Dive operators – Redang Dive operators training - their response to a bleaching episode, as they knew the situation very well, was to add additional closed areas as their own adaptive management intervention. They also supplied data voluntarily to local marine scientists regarding the severity of coral bleaching at some of the area.

### **2.4. Increased sense of ‘ownership’.**

Communities living in or near the protected area, visitors and other users of marine parks will feel a far greater commitment to park management objectives and practices if they have the opportunity to be involved in managing the resource. E.g. On Tioman Island the villagers who have undergone enforcement training want faster responses from the DMPM as a result of their informing about infringements. This indicates an increased sense of ownership.

## **2.5. The success of protected areas depends on political, key stakeholder and public support with benefits evident.**

It is essential to maintain regular communication with all stakeholders on decisions that affect them, and on the protection and use of the protected area. E.g. the expectations have been raised on Tioman Island and although the cooperative establishment is progressing, the local people have not been kept informed therefore they think it is not going ahead. On Sibu-Tinggi the benefits of the marine park (been established for 17 years) and the project are not yet clear as access to resources (fishing) has been removed. However the village leaders also noted that co-operation and communication had increased and that effective awareness raising requires long-term investment

## **2.6. For effective marine conservation an understanding of the need for integrated management of the terrestrial and marine interface is an essential.**

Awareness training for island management - all government agencies and tourism operators - activities and plans for the islands, must include the impact of the terrestrial environment on the marine – accordingly environmental management training programmes for resorts and local people must address this through concepts such as reduce, reuse, recycle and organic composting. Understanding of the threat created from land based sources of marine pollution is essential first step for its management. E.g. Siltation from infrastructure developments mitigation can be achieved through careful environmental management, through the use of siltation ponds, when in such geographic proximity to the marine environment. On Redang the enzyme treatment of organic waste by one of operators could be expanded to others resorts and other locations.

## **2.7. Establishing mechanisms that bring together stakeholders can enhance MPA effectiveness through improved decision-making and increased legitimacy.**

E.g. Linking relationships are important between multiple agencies with island and marine jurisdiction, especially when not all can have an on island presence.

Environmental management on islands is challenging as not all enforcement agencies can have a presence. Accordingly collaboration between those agencies responsible for environmental monitoring and enforcement is the essential for effective island management. E.g. for monitoring purpose the DOE could ask DMPM to help them monitor and DMPM could provide the necessary information to DOE and also influence the DOE monitoring programme to better meet the needs of the DMPM. Local authority staff could collaborate with DMPM staff - a building is not a presence!

**2.8. Recruitment of key staff with technical knowledge of the marine environment and its management improves MPA effectiveness.**

Relevant government, state and local agencies need to employ people with marine or aquatic biology backgrounds as they understand the marine ecosystems, threats and mitigation and this will lead to the better management of these fragile ecosystems.

**2.9. Value for MP management of building closer relationship with local communities and operators.**

This provides a platform for dialogue and information sharing that can inform MP management. This can lead to the identification and early resolution of problems and to a greater understanding and support for the protected area.

**2.10. Because the DMPM has a presence on island it can be the key government agency with local legitimacy.**

Other agencies can leverage the close and trust based relationships that the DMPM has built with local communities. The DMPM relationship can be used as a facilitating conduit for the other agencies to establish and engage with the island communities. This positions the marine park as pivotal in the island – government relationship.

## Acknowledgements

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Y Yusuf





## ACRONYMS AND ABBREVIATIONS

APR	Annual Project Review
CCHI	Cabinet Committee on Highlands and Islands
DID	Department of Irrigation and Drainage
DOE	Department of Environment
DMPM	Department of Marine Park Malaysia
EA	Executing Agency
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
EPU	Economic Planning Unit
GBH	Global Biodiversity Hub
GEF	Global Environmental Facility
GEF-4	Latest phase of GEF
GoM	Government of Malaysia
ha	Hectares
ICRAN	International Coral Reef Action Network
JNP	Johor National Park
JNPC	Johor National Park Corporation
MoTour	Ministry of Tourism
MP	Marine Park
MTE /R	Mid-term Evaluation/Review
MPVC	Marine Park Visitor Centre
NPD	National Project Director
NPM	National Project Manager
NRE (MNRE)	Ministry of Natural Resources and the Environment
NSC	National Steering Committee
PA	Protected Area
PERHILITAN	Jabatan Perlindungan Hidupan Liar dan Taman Negara Semenanjung Malaysia (Department of Wildlife and National Parks Peninsular Malaysia)
PIR	Project Implementation Review
PMU	Project Management Unit
PPKRT	Persatuan Pengusaha Resort Kepulauan Redang Terengganu (Redang Island Tourism Operators Association)
PRC	Project Review Committee
QPR	Quarterly Progress Report
TDA	Tioman Development Authority
TREVICOSTA	Terengganu Riverine & Coastal Authority
UM	University of Malaya
UNDP	United Nations Development Programme
UNDP-CO	UNDP Country Office
UNDP PM	UNDP Programme Manager
UPUM	Unit Perundingan Universiti Malaya (University of Malaya Consultancy Unit)
WWF-M	World Wide Fund for Nature



# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>I</b>
<b>ACRONYMS AND ABBREVIATIONS</b>	<b>XV</b>
<b>TABLE OF CONTENTS</b>	<b>XVII</b>
<b>1. INTRODUCTION</b>	<b>1</b>
1.1. Purpose of the evaluation	1
1.2. Key issues addressed	1
1.3. Methodology of the evaluation	2
1.4. Structure of the evaluation	3
<b>2. THE PROJECT AND ITS DEVELOPMENT CONTEXT</b>	<b>4</b>
2.1. Project start and its duration	4
2.2. Problems that the project seeks to address	4
2.3. Immediate and development objectives of the project	5
2.4. Main stakeholders	5
2.5. Outcomes/ Results expected	6
<b>3. FINDINGS AND CONCLUSIONS</b>	<b>8</b>
3.1. Project formulation	8
3.2. Implementation approach	10
3.3. Country Ownership/Driveness	13
3.4. Stakeholder participation	15
3.5. UNDP comparative advantage	17
3.6. Linkages between project and other interventions	19
3.7. Management arrangements	20
<b>4. IMPLEMENTATION</b>	<b>22</b>
4.1. Financial Planning	22
4.2. Execution and implementation modalities	24
4.3. Management by the UNDP country office	26
4.4. Coordination and operational issues	26
<b>5. RESULTS</b>	<b>28</b>
5.1. Attainment of objectives, outcomes and outputs	28
5.2. Other impacts	32
5.3. Sustainability beyond the Project Life Cycle	33
5.4. Contribution to capacity building/development, sub-regional and national development	35

<b>6. RECOMMENDATIONS</b>	<b>37</b>
6.1. Corrective actions for the design, implementation, monitoring and evaluation of the next phases of the Project.	37
6.2. Actions to follow up or reinforce initial benefits from the project and relevance for inclusion in future initiatives	38
6.3. Proposals for future directions underlining main objectives.	42
<b>7. LESSONS LEARNED</b>	<b>43</b>
<b>APPENDICES</b>	<b>46</b>
Appendix 1: Terms of Reference	46
Appendix 2: List of interviewees and itinerary	55
<b>APPENDIX 3: NSC and SSC MEMBERSHIP</b>	<b>62</b>
<b>APPENDIX 4: Photographs of the mid-term evaluation</b>	<b>65</b>
<b>Appendix 5: Documents reviewed and References</b>	<b>66</b>

# **1. INTRODUCTION**

## **1.1. Purpose of the evaluation**

The mid-term evaluation (MTE) provides a comprehensive overall assessment at the mid-term of the project and an opportunity to critically assess administrative and technical strategic issues and constraints. The evaluation should provide recommendations for strategies, approaches and/or activities to improve the conservation of marine biodiversity through enhanced management of marine parks and sustainable island management.

The mid-term evaluation focuses on project implementation performance (effectiveness, efficiency and timeliness in achieving project outcomes), issues requiring corrective action, and initial lessons learned about project design, implementation and management. This is required under the UNDP/GEF Monitoring and Evaluation Policy.

Mid-term evaluations identify project design problems; assess progress towards the achievement of objectives; identify and document lessons learnt (including lessons that might improve design and implementation of other UNDP/GEF projects); and make recommendations regarding specific actions that might be taken to improve the project.

They are expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The mid-term evaluation provides the opportunity to assess early signs of project success or failure and prompt necessary adjustments. It also provides direction for the completion of the project and for the final evaluation.

## **1.2. Key issues addressed**

This mid-term evaluation identifies the following key issues to be addressed:

- Sustainability
- Outcome/Achievement of objectives (the extent to which the projects immediate and development objectives were achieved)
- Implementation Approach
- Stakeholder Participation/Public Involvement
- Monitoring and Evaluation

The TOR requires ordinal evaluation ratings for these dimensions.<sup>4</sup>

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<sup>4</sup> MTR, TOR – Scope, Page 4, also See Appendix 1 for full TOR

### 1.3. Methodology of the evaluation

The evaluation applied an independent and evidence based approach. The process was:

- Participatory
- Constructive
- Observing
- A deeper investigation of recurrent issues
- Verifying
- Analytical

The two-person team (local and international consultant) undertook a thorough survey of a wide range of key documents to verify information and provide background (See Appendix 4). They also met with individuals and key stakeholder groups.

From these meetings observations were made and perceptions were tested. The initial briefing with UNDP was used to help define areas of focus and possible issues to explore. Other recurrent issues were identified from the early meetings and explored further in subsequent relevant meetings to test findings and enquire more deeply. Those interviewed were key to the project and primarily identified by UNDP and the Project Management Unit (PMU). The evaluation team added others to gain deeper insights.

The typical open ended questions used as a framework to gather information in the interview process were:

- What do you think the project has achieved so far? Impact?
- In your opinion, what challenges or difficulties has the project encountered?
- Why have these occurred?
- What are your recommendations for improvement?
- What do you want the project to achieve from now to its conclusion?
- Any other points/recommendations you wish to make?

Interviewees were encouraged to give specific examples of the points made, as an evidential basis for evaluation. Visits to 3 states were undertaken, where the evaluators met state and local stakeholders. Weather permitted travel to Tioman Island only.

The evaluation team formulated personal independent conclusions and then as a team discussed perspectives and agreed findings, and sometimes chose to seek further information for clarity or other perspectives.

The very preliminary findings (presented early to enable key stakeholders to attend) were presented to the key stakeholders and their input sought. Following these inputs and further meetings the preliminary findings were further developed into recommendations and are presented to key stakeholders as the findings of the mid-term evaluation.

The evaluators put emphasis on open and engaging dialogue with all stakeholders, including participations in the capacity building activities.

The UNDP Programme Manager (PM) attended some stakeholder meetings with the evaluation team, and chaired the Workshop to present the MTE findings

## 1.4. Structure of the evaluation

Phase	Activity
Briefing phase	<ul style="list-style-type: none"> <li>Briefing by UNDP-Malaysia - telephone and face to face</li> </ul>
Evidence gathering and issue identification	<ul style="list-style-type: none"> <li>Briefing by National Project Director</li> <li>Face to face meetings with key executants - PMU staff, National Steering Committee members, State Steering Committee, DPM and staff, and project site staff</li> <li>Interviews with 3 project site key partners/participants - Pulau Redang, Pulau Tioman and Pulau Sibu-Tinggi leaders, stakeholder agencies e.g. EPU, Dept of Irrigation and Drainage, Ministry of Tourism, Operator Associations/Operators etc</li> <li>Informal validation</li> </ul>
Analysis of evidence and issues	<ul style="list-style-type: none"> <li>International and local consultant</li> </ul>
Review of background documents and plans	<ul style="list-style-type: none"> <li>Prior to mission and during mission</li> </ul>
Cross referencing	<ul style="list-style-type: none"> <li>Stakeholders and project executants. Some informal inputs were sought from others familiar with the issues.</li> <li>Outside perspectives e.g. Reef Check and WWF - Malaysia</li> </ul>
Sharing preliminary results with stakeholders	<ul style="list-style-type: none"> <li>Met with Stakeholders</li> <li>PMU</li> <li>Met with UNDP</li> </ul>
Review findings if considered necessary adjust	<ul style="list-style-type: none"> <li>International and local consultant considered feedback</li> </ul>
Finalise analysis	<ul style="list-style-type: none"> <li>International and local consultant</li> </ul>
Conclude and submit mid-term evaluation report to UNDP	<ul style="list-style-type: none"> <li>International consultant</li> </ul>

## 2. THE PROJECT AND ITS DEVELOPMENT CONTEXT

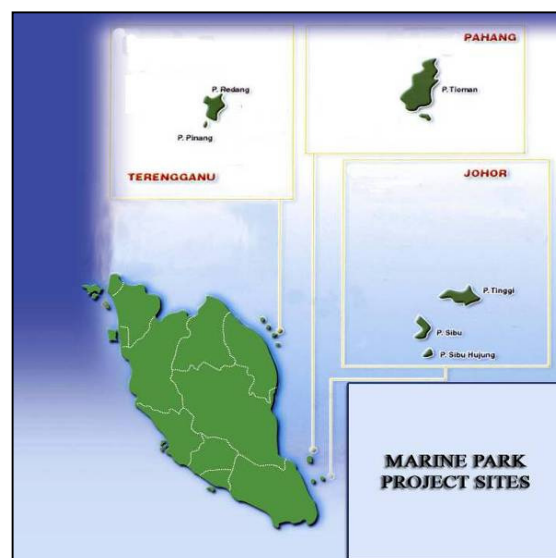
### 2.1. Project start and its duration

This 5 year project designed and approved in 2005, had funding approved in 2006 by GEF and GoM, and commenced in March 2007. This was followed by revision of the project document through the inception process. The Inception Report significantly up dated the Project Document although the broad strategy remained in place. For the purpose of this mid-term evaluation the Inception Report is considered the base document that sets out the 5 year plan for the project. The project had a thirteen month early delay<sup>5</sup> whilst the project consultants were appointed – a briefing was held 14 January 2008 and appointment of consultants confirmed in 16 February 2009.<sup>6</sup>

### 2.2. Problems that the project seeks to address

Malaysia has established a system of marine parks, gazetted in 1994, to protect and manage the marine biodiversity in the waters surrounding 42 islands. In spite of their protected status and current management efforts, there are several threats that affect the marine biodiversity of Malaysia. Declining fish stocks and the exploitation of breeding grounds; loss of habitat for marine life and destruction of coral reefs as well as habitat degradation and the degradation of water quality are the principle threats. These have been identified to derive from the federal-state split in jurisdiction over the marine park islands and surrounding water bodies; sector-based policy-making and planning with regard to marine park islands and from a low level of awareness across all sectors and stakeholders.

The project is piloting the objective of the project at three demonstration sites of Pulau Redang, Pulau Sibu-Tinggi and Pulau Tioman that are in differing stages of development and approaches to island management.



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<sup>5</sup> MTR Briefing by NPD, Slide 13

<sup>6</sup> Delays were in the GoM procurement process

<sup>7</sup> MTR briefing by NPD, Slide 4



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

The Project addresses developmental challenges through the overall goal of enhanced marine park management and inclusive sustainable island development. The project has the following objectives, designed to address the root causes of the threats to the marine biodiversity in the Malaysian marine parks:

- To widen the existing development planning process in order to support marine ecosystem management as well as sustainable tourism through stakeholder involvement.
- To strengthen the capacity of the marine parks management system in Peninsula Malaysia and to ensure effective enforcement of marine park regulations at three project sites.
- To enable an influential advocacy framework for the conservation of marine biodiversity supported by a raised level of awareness of the importance and benefits of marine biodiversity.

## **2.4. Main stakeholders**

The main stakeholders are:

### **Federal agencies**

- Ministry of Natural Resources and the Environment (NRE)
- DMPM
- Marine Police
- Department of Fisheries
- Economic Planning Unit (EPU)
- Ministry of Tourism
- Economic Planning Unit
- Malaysia Maritime Enforcement Agency (APMM)
- National Steering Committee (NSC) members<sup>8</sup>

### **State agencies**

- Johor Parks - Johor State Government National Parks system - incorporated the Sibu and Tinggi island group under the jurisdiction of the Johor National Parks
- Department of Irrigation and Drainage (DID)
- Economic Planning Unit (EPU)
- Ministry of Tourism (MoTOUR)

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<sup>8</sup> Full list in Appendix 3(includes Federal and State agencies)

- Department of Wildlife and National Parks (PERHILITAN)
- State Steering Committee (SSC) members<sup>9</sup>

#### **Local government agencies including**

- District Offices and State level Town and Country Planning agencies
- The Tioman Development Authority (TDA), is the local government agency on Tioman
- Johor State National Parks - incorporated the Sibu and Tinggi island group under the jurisdiction of the Johor National Park Corporation(JNPC)
- TREVICOSTA - Terengganu Riverine and Coastal Authority.

#### **Local communities including**

- Fishers and tourism operators.

#### **Private sector**

- Tourism operators including accommodation providers, dive and snorkelling operators
- Tourism associations
- Boat operators<sup>10</sup>
- Island airline operators<sup>11</sup>.

#### **NGOs**

- Reef Check
- WWF-Malaysia (WWF-M)
- Malaysian Nature Society.

## **2.5. Outcomes/ Results expected**

The project has 7 outcomes and 10 key outputs

Outcome	Results expected
<b>Outcome 1: Planning</b>	<ul style="list-style-type: none"> <li>• Improved Information for planning</li> <li>• Management Plans for 3 project sites</li> </ul>
<b>Outcome 2: Policy</b>	<ul style="list-style-type: none"> <li>• Improved Consultative Policies</li> <li>• Improved economic policies</li> </ul>

<sup>9</sup> Ibid

<sup>10</sup> Stakeholders to the project, omitted in the project design

<sup>11</sup> Ibid

Outcome	Results expected
<b>Outcome 3:</b> Local communities	<ul style="list-style-type: none"> <li>Improved local communities consultation</li> <li>Improved local communities alternative Livelihoods</li> </ul>
<b>Outcome 4:</b> Tourism Sector	<ul style="list-style-type: none"> <li>Improved tourism sector consultation</li> </ul>
<b>Outcome 5:</b> Enforcement	<ul style="list-style-type: none"> <li>Improved enforcement</li> </ul>
<b>Outcome 6:</b> Awareness	<ul style="list-style-type: none"> <li>Improved awareness of the benefits of marine biodiversity</li> </ul>
<b>Outcome 7:</b> Advocacy	<ul style="list-style-type: none"> <li>Improved advocacy for sustainable use of marine biodiversity</li> </ul>



Pulau Tioman Marine Park Visitor Centre

### 3. FINDINGS AND CONCLUSIONS

#### 3.1. Project formulation

##### Context

Conceptually the project is innovative in the context of Malaysia, as it seeks to address issues of improved marine park management through increased capacity and integration of key management agencies. It was developed between UNDP, GoM and NGOs over some years, through a series of workshops and meetings. Although the idea for the project was first mooted in 1999,<sup>12</sup> the project was approved in 2006 by the donors and the GoM for implementation under the UNDP modality. The project started in March 2007. Total budget is UNDP/ GEF USD 1,952,400.00<sup>13</sup>.

##### Evaluation

Three issues relevant to project formulation were identified as having implications for the project's success: absence of an ecosystem health status baseline, no direct engagement with transport providers (boat operators and airlines) and their passengers, does not allow for the engagement of local scientists. The project indicators are not easy to use for project monitoring.

##### *Absence of ecosystem health status baseline*

For a project with the purpose of conserving marine biodiversity through enhanced marine park management and inclusive sustainable island development the absence of an ecosystem health status baseline is a design weakness. Good marine park management includes such baseline information and monitoring as an essential management foundation. To manage resource effectively firstly they require measurement and then monitoring. Unless you measure something you don't know if it is getting better or worse. Managing for improvement requires measurement to see what is getting better and what isn't improving.

It is suggested that what is required is a baseline survey of all areas within marine park areas and also regular monitoring (every 3 month or 6 month) of coral cover and other indicator organisms of few selected areas within the marine park, from the best possible sites to the most degraded areas or the areas that are frequented by visitors and those that areas not - as control sites.

Coral cover monitoring can be conducted using Reef Check methods or any other methods that is suitable such as those by ASEAN Australian, coral reef survey manual. The monitoring can be conducted by DMPM staff or with partnership with and local university or other organisations, such as Reef Check Malaysia. Engagement of local coral reef scientists is important

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<sup>12</sup> Minutes of the NSC 14 Nov2007 P10

<sup>13</sup> As per TOR for Project MTR

as most of the MP staff have limited technical and ecological knowledge, in particular the monitoring process and the ecological functions of coral reefs.

#### *Engagement with transport providers and their passengers*

The project design does not include any direct engagement with boat and airplane operators and their passengers. There are significant numbers of boat operators from the mainland who carry large numbers of visitors to the three island project sites. E.g. There are 2 major ferry operators, operating from Mersing and Tanjung Leman that carrying majority of visitors to Tioman Island. For Redang Island, there also major ferry operators from Kuala Terengganu and significant number of small boat operators from Merang that carrying the majority of visitors to the island. Berjaya Air operate flights to both islands as well. This key stakeholder group has a direct impact and accordingly should be included in the project for outreach activities. A plan should be put in place to raise the awareness of the boat and airline operators about coral reef ecosystem good management practise and in turn they actively inform their passengers. Such training could become a requirement of boat and airline operator licensing.

#### *Engagement of local scientists*

As the project has a significant capacity building components the project should allow for the engagement of local scientists with expertise in coral reef and marine conservation, monitoring, and with knowledge and experience of local coral reef ecosystems and threats. This would help the DMPM to build relationships with key local scientists and help embed the value of scientific information to underpin robust Marine Park management decision making.

Local scientists should be part of any coral reef monitoring process from the outset including planning of the monitoring process, evaluating its implementation, including the validity of the data and ensuring its usefulness for decision making.

Involvement of senior local scientists in the NSC and the Project Review Committee (PRC) could provide additional quality local coral reef science input into the project and its management.

#### *Project Indicators*

During the MTR the evaluators attempted to use the Project Inception report indicators and Progress Implementation Review (PIR) indicators to assist in their analysis of progress. The indicators in the context of the outputs need revision as they do not easily show performance, quality, or outcomes that are able to be readily measured and used. Indicators ideally should be:

- Action focussed – does knowing about this help your key stakeholders do things better/effectively?
- Important – is it relevant to your stakeholders – a priority?
- Measurable – is there information that tells you about your impact?

- Simple – clear and direct and readily understood by all stakeholders – is it easy to get the information without expert assistance?<sup>14</sup>

Accordingly the Progress Implementation Review (PIR) indicators should be updated to be more relevant for the remainder of the project. This will also improve the relevance of the reporting against the indicators. The process of revising the indicators should be undertaken by the UNDP PO and the PMU team based on the objectives and outputs of the project.

## 3.2. Implementation approach

### Context

**Implementing partner:** Government of Malaysia (GoM)

**Executing Agency:** Ministry of Natural Resources and Environment

**Implementing Agency:** Department of Marine Park Malaysia

**Duration:** 5 years

The project is implemented through a partnership approach between UNDP and GoM. The UNDP strategic focal area for this project is environment and sustainable development.<sup>15</sup>

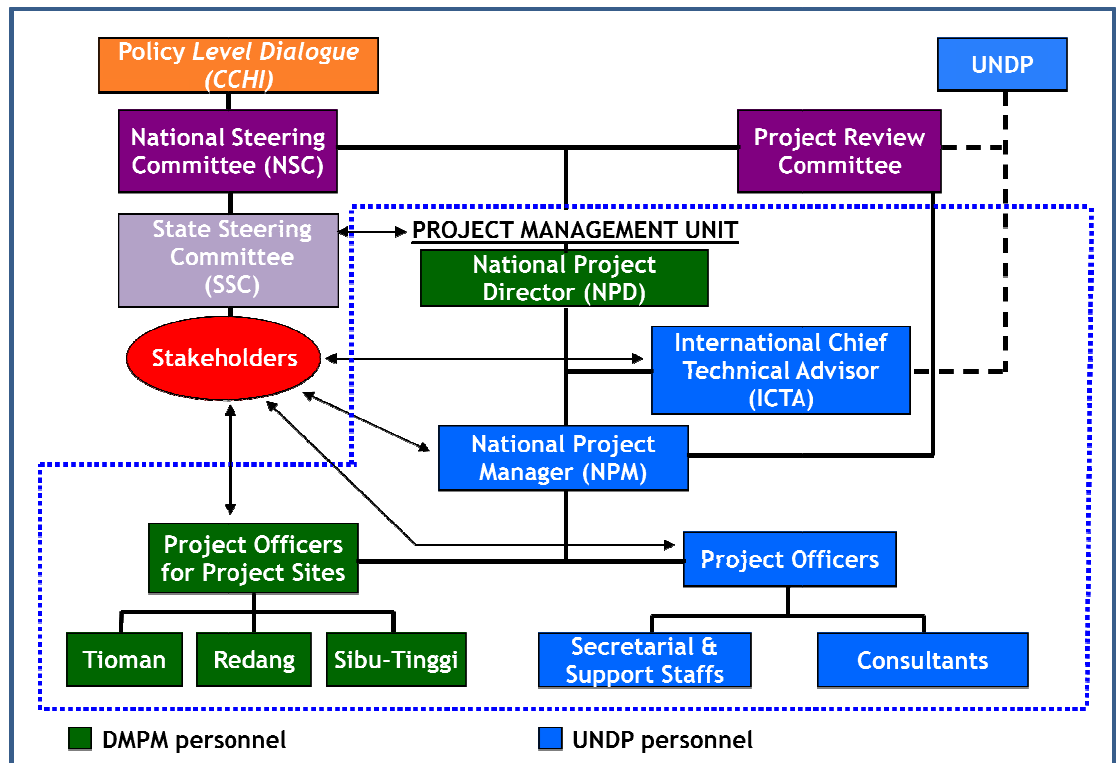
*“Overall, UNDP supports national processes to accelerate the progress of human development with a view to eradicate poverty through development, equitable and sustained economic growth, and capacity development. This means that all UNDP policy advice, technical support, advocacy, and contributions to strengthening coherence in global development must be aimed at one end result: real improvements in people’s lives and in the choices and opportunities open to.”<sup>16</sup>*

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<sup>14</sup> Four criteria for choosing indicators are summarised by the acronym AIMS

<sup>15</sup> United Nations Development Programme and Project Management Overview

<sup>16</sup> Ibid



The diagram omits the Community Consultation Committee. This could be inserted below the 3 project sites with a straight line connection to stakeholders or inserted between the project officers and the stakeholders, with a straight line connection to Project officers and stakeholders.

## Evaluation

The implementation approach follows the Inception Report and the UNDP project modality. The project outcomes, outputs and activities further define the approach.

The Inception Workshop made some changes to the project outputs however the strategy remained unchanged. The main changes were the reduction in the number of outputs from 40 to 10 to simplify delivery and tracking, and reduction of the project sites from 4 to 3.

During the inception phase in 2007 (workshop held 7-9 September 2007 and final Inception Report 28 December 2007) the DMPM was established (July 2007) as a department of the Ministry of Natural Resources and Environment (NRE). The first meeting of the NSC was held on 14 November 2007 at which the committee was established, the draft Inception Report and its implementation were considered and the participation of the “green agencies” was encouraged.

Technical support and backstopping is provided by the UNDP. Project delivery is managed by a Project Management Unit (PMU) comprising a National Project Director, and a National Project Manager and support staff

<sup>17</sup> From the NPD presentation to the MTR – Slide 6

and initially including three Fisheries Officers provided by Government. However these officers have subsequently been allocated as interim State Directors of the DMPM.

The Project and the PMU is monitored and guided by the NSC. In addition, a second tier monitoring mechanism of the SSC has been established at state/ project-site level to monitor activities intended for implementation at 'island-level' as opposed to 'national level'.

The implementation approach is engaging a significant mosaic of stakeholders as the project as intended.

At the local level, Community Consultation Committees (CCC) are in the process of being formally established with initial meetings having been held on all three project sites. These meetings advocated the need for the committee, and explained how it will operate. There is a desire by communities for these to be established promptly as they see their value as a conduit for their voice to be heard by the DMPM and as an on island GoM presence. The locals (especially at Tioman Island) also see government agencies do not have properly engaged and dedicated staff on island.

There are also three advocacy groups that were set up by the PMU, prior to the consultants being appointed who have been engaged to set up the CCCs.

- Reef Rangers - consisting of resort operators in Redang Island
- Tioman Rakan Park - consisting of local communities in Tioman Island
- Sibul-Tinggi Rakan Park - consisting of local communities in Tinggi Island

Only on Pulau Tioman has the local representative (Penghulu – Leader of the Heads of Village) been included in the SSC (Pahang).

The consultants (Unit Perundingan University Malaya –UPUM) to the project have been engaged for specific inputs into the project and managed as one contract. This approach although useful and efficient if it works well has in this instance proven to be somewhat problematic. This situation requires resolution as the inputs are necessary for project success. The approach could be strengthened by DMPM staff working alongside the consultants to build DMPM staff capacity and create stronger project ownership by the DMPM staff especially at the three sites. It was observed that most marine park officers (especially in Putrajaya) treat the project as a different entity to the department.

The implementation approach is appropriate for the objectives of the project. However the slow progress in setting up the CCCs is a weakness in implementation action that perhaps reflects the implementation approach being consultative – although the needs of the community are heard, this does not drive the urgency of the needs being met or decision making process. This is compared to a collaborative or co-management approach where the decision making is shared and can result in faster action, as



parties work more closely together on shared decision making as observed in Tioman Island, where locals seems to be more engaged after the project as compared to before the project.

The resolution of the consultant's engagement, payment and delivery, and the CCC establishment and operationalising should be priority tasks.

**Findings:** Satisfactory

### **3.3. Country Ownership/Driveness**

#### **Context**

UNDP's work in Malaysia is governed by the Country Programme (endorsed by UNDP's Executive Board in 2007), developed in broad consultation with the Malaysian government and multiple stakeholders. All projects are approved by the EPU in the Prime Minister's Department, Malaysia and UNDP.

The programme focuses on progress beyond the Millennium Development Goals (MDGs) and addressing Malaysia's most pressing development concerns. Through local initiatives, UNDP pilot new and innovative development methodologies that can be adopted and scaled up throughout the country. UNDP work closely with the Economic Planning Unit of the Prime Minister's Department to support the integration of a human rights-based approach to development in national strategies and policies.

There are conscious attempts to link strategic policy initiatives with downstream pilot projects so that UNDP's work is relevant locally and its projects support national development direction and are consistent with the national development plans.

Projects on the ground are broadly guided by three main pillars: Fostering Inclusive Globalization and Promoting Inclusive Growth; Improved Quality of Life through Sustainable Environmental Management and Promoting the Global Partnership for Development. This project aligns under the second pillar, Improved Quality of Life through Sustainable Environmental Management.

Malaysia is in the development phase of improving its management of marine protected areas. The establishment of a marine protected areas focused department under the NRE is a key development indicating the GoM intention for well managed marine parks. In more developed systems a single agency typically holds the responsibility for the overall and coordinated management of protected area networks (including the individual protected areas under an overall strategy) and the implementation of all the associated legislation.

There are some key elements of a marine protected area network in place with 42 marine protected islands established. However a well developed approach to their management and the integration of management approaches is emergent across agencies who have shared responsibilities for the management of islands and the associated marine environments.

These responsibilities (marine and land) are shared between agencies such as the State Economic Planning Unit, Departments of Forestry, Departments of Environment, Department of Irrigation and Drainage, Departments of Land and Mines, State Tourism Development Boards and local governments (such as the land and district offices, Tioman Development Agency (TDA), TREVICOSTA and Johor Park Board) all play a role in the decision-making process.

Capacity for marine management across the project is considered by the evaluators as an emergent foundation for innovative models for:

- Community consultation in marine protected area management models in Malaysia
- Multi stakeholder approach to Island and MP management

This project is well aligned to GoM emerging government policies in biodiversity, development and tourism. E.g. The Economic Transformation Programme<sup>18</sup> includes the intention to create a Global Biodiversity Hub (GBH) that will accredit, promote and market key sites to international markets. In the description of the GBH it is noted that it will comprise a network of accredited natural areas that showcase to a very high standard, the biodiversity of Malaysia's marine environments and their associated flora and fauna, as well as rainforests and freshwater habitats.

The 10th Malaysia Plan<sup>19</sup> is people focussed and includes strong alignment with this project. It has 10 big ideas<sup>20</sup> and one of these is *Valuing our environmental endowments*. It specifically mentions community based approaches and provides an example of the Tagal system as self sustaining tourism.

*"Community based cooperation provides an effective and sustainable approach to environmental conservation. The Government will therefore explore means to facilitate such cooperative mechanisms, including promoting greater participation of local communities and developing income generating activities in eco-tourism. Enabling such successful group-led action is in line with empowering communities towards self-reliance."*

The 10th Malaysia Plan also includes an *AFFRIM Framework*<sup>21</sup>. This is a cross cutting framework of "Awareness, Faculty, Finance, Infrastructure, Research and Marketing" to develop a complete ecosystem approach for environmental sustainability.

Cabinet Committee on Co-ordination of Highlands and Islands (CCHI) has a high level function. It was established following political recognition of the growing conflict between development and conservation in ecologically sensitive areas. The committee has been established by the GoM as a

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<sup>18</sup> Economic Transformation Programme: A Roadmap For Malaysia p328  
Theme 2: Nature Adventure

• EPP 4: Establishing Malaysia as a global biodiversity hub.

<sup>19</sup> Ibid, Chapter 1 page 28

<sup>20</sup> Ibid, Chapter 1 page 8

<sup>21</sup> Ibid, Chapter 6: Building an Environment that Enhances Quality of Life p 289

Cabinet Committee on Highlands and Islands to monitor and regulate developments in highlands and on islands.

## **Evaluation**

The project is clearly helping to build the capacity of the key agencies. E.g. at the briefing by the NPD, the evaluation team was advised of budget increases, announced the previous week, to DMPM to include for the first time support for alternative livelihoods for local island communities (classified as hard core poor) for the next Malaysian plan budget and for increased staffing of the DMPM taking the staff up to its full complement.

Country ownership is strengthening as a result of the project. Government agency officials are aware of the significance of the area and its biodiversity values although some agencies acknowledge they have yet to expand their focus to include marine e.g. MoTour noting the value of the dialogue platform of the SSC. Others noted the interconnectedness and impact the land has on the marine environment e.g. Department of Irrigation and Drainage (DID). Terengganu State Government also contributed to the management of Redang Marine Park with financial contributions to maintain some of marine park facilities, buoy deployment, putting up signage and also purchasing of SCUBA diving equipment for the usage of other state agencies for training purposes.

It is anticipated that country ownership will increase during the life of the project. The clear statement from the Director General of support for the project and its objectives, and his intention to embed the project into the DMPM, will contribute directly to country ownership. The inter agency mechanisms (NSC and SSC) will also build country ownership. During the life of the project it will remain important to systematically raise the profile of the project amongst the key agencies to ensure ownership of the project and contributing to its sustainability.

## **3.4. Stakeholder participation**

### **Context**

Stakeholder participation has been achieved throughout the project to date by using a variety of methods:

#### ***Project governance and structure***

- NSC and SSC membership
- PMU staff close links with DMPM
- Community Consultation Committees and establishment of Rakan Park at the three project sites

#### ***Project activities***

- Capacity building of stakeholders e.g. state agencies, PMU,

- Awareness raising with local communities on the island
- Training of DMPM staff e.g. Mindset Transformation, Safety, Reef Check, Enforcement training etc

### ***Project management***

- Institutional mechanisms for coordination e.g. meeting and planning cycles

Mechanisms include	Prepared by	For
Weekly work plans	<ul style="list-style-type: none"> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• PMU Project Manager</li> </ul>
Monthly reporting	<ul style="list-style-type: none"> <li>• PMU staff</li> <li>• Marine Parks</li> <li>• Consultants</li> <li>• NPD</li> </ul>	<ul style="list-style-type: none"> <li>• Internal</li> <li>• PMU</li> <li>• DMPM DG and directors</li> </ul>
Quarterly reporting	<ul style="list-style-type: none"> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP and NPD</li> </ul>
Mid year reporting	<ul style="list-style-type: none"> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP and NPD</li> </ul>
Annual reporting -PIR	<ul style="list-style-type: none"> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP and NPD</li> </ul>
Biennial NSC meeting	<ul style="list-style-type: none"> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP and federal stakeholders</li> </ul>
Biennial SSC meeting	<ul style="list-style-type: none"> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP and state stakeholders</li> </ul>
Project activities reporting	<ul style="list-style-type: none"> <li>• Consultants</li> </ul>	<ul style="list-style-type: none"> <li>• PMU</li> </ul>
Specific project workshops e.g. inception workshop	<ul style="list-style-type: none"> <li>• UNDP</li> <li>• PMU staff</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP and PMU and selected stakeholders</li> </ul>

Ongoing project management mechanisms e.g. meetings schedule, 1-1 and staff meetings as required, informal communications between project sites and project communications.

### **Evaluation**

Stakeholder participation is central to this project. Accordingly during the evaluation over 20 stakeholder organisations and approximately 100 individuals were interviewed, as well as 8 village groups.

There is a large number of stakeholders and the systematic engagement outlined above is appropriately varied and diverse. The project is beginning to show strengthening of institutional capacity and increasing awareness of key stakeholders e.g. some villages noted that in the past they ignored the Marine Park but now want the park to be more active in enforcement as observed at Tioman Island, especially after the establishment of Rakan Park. The project is active in community consultation and this has strengthened relationships between the island communities and the Marine

Parks. This has raised the expectations of the communities especially in relation to consultation and alternative livelihoods. If the expectations of the communities are not well managed this will set back the progress made in relationship building and trust. The need for consistent engagement with all stakeholders was noted during the evaluation. E.g. In Redang the two large resorts, Laguna and Berjaya Resorts, were not part of the Operators Association and as a result communication was less frequent. Yet the Laguna Resort managed a substantial daily influx of visitors (up to 1500) that arrived via one boat operator. Because they were not part of the Operators Association communication is very weak, compared to communication between the members of the association.

Stakeholder participation and relationship management requires a systematic and appropriate approach. The capacity building activities that the stakeholders have been involved with and the staff training have built capacity for the Marine Park and local communities. The establishment of the CCC should be given urgency to ensure this more formalised mechanism is operationalised and given the best chance of becoming established in the communities and park management by the conclusion of the project.

The SSC and NSC mechanisms provide for stakeholder participation in the project. The Terms of Reference<sup>22</sup> note the need for an integrated approach to ensure the threats and barriers identified in the project are addressed in an integrated way. During the evaluation members of these mechanisms were interviewed and they commented that the federal and state committee provided a platform for the parties to come together for shared dialogue that had not existed before. Shared dialogue and provision of information is typically the starting point for progression towards collaboration through shared deliberations and inclusion. During the remainder of the project efforts should be made to ensure the dialogue continues, strengthens and moves to shared management action.

**Finding:** Highly satisfactory

### **3.5. UNDP comparative advantage**

#### **Context**

UNDP aims to support the GoM to improve its capacity to meet its obligations under the Convention for Biodiversity Conservation, to conserve Malaysia's globally important biodiversity in marine, forests and wetlands and ensure that "Government economic policies support growth that is more equitable, inclusive and sustainable".

UNDP has a national headquarters in Kuala Lumpur that works with the federal ministries and with national research institutes and universities country-wide. It is able to mobilise national and international expertise to support the projects through technical assistance and institutional relationships.

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<sup>22</sup> Inception Report, Annex 3 Terms of Reference for Committees (NSC)



## Evaluation

The approach taken by UNDP working in partnership with the GoM using the current UNDP programme modality<sup>23</sup> will increase the likelihood of the project succeeding at its completion. UNDP are well placed to help ensure the institutionalisation of best practise of marine park management in the DMPM and NRE, and its specific inclusion in the legal framework in Malaysia. Currently the draft dedicated marine park law is planned for nesting under the fisheries legislation. This should occur in the federal, state, and district levels and is intended to provide guidance to the community level.

At the completion of the project it is important that lessons learned be written up and shared with key decision makers to encourage institutionalising in legal and policy frameworks.

The project outcomes, assuming successful implementation, should assist the GoM to meet its international obligations under Multilateral Environment Agreements (MEAs) in particular CITES and CBD. These 2 conventions are relevant for this project:

- **CITES:**<sup>24</sup> The increased effectiveness of active management through the capacity building of GoM through this project, should reduce illegal fishing and improve protection and management
- **CBD:**<sup>25</sup> the strategy and action plan for Malaysia<sup>26</sup> has the objectives of protection of the country's endemic ecosystems; endangered species; promoting sustainable use of biodiversity; and building capacity for conservation management.

## 3.6. Linkages between project and other interventions

### Context

The project does not explicitly envisage a linking strategy between this project and other conservation and development projects. Within the DMPM the NPD holds responsibility for Enforcement and is one of seven directors of the divisions within the Department of Marine Park Malaysia. The other director's roles reflect the project's output themes. Having three projects

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<sup>23</sup> UNDP Programme and Project modality

<sup>24</sup> The Convention on International Trade in Endangered Species of Wild Fauna and Flora is an international agreement between governments. Its aim is to ensure that international trade in specimens of wild animals and plants does not threaten their survival. Any international trade is subject to agreed licensing.

<sup>25</sup> Convention on Biological Diversity is a pact among the vast majority of the world's governments that sets out commitments for maintaining the world's ecological underpinnings in the context of economic development. The Convention establishes three main goals: the conservation of biological diversity, the sustainable use of its components, and the fair and equitable sharing of the benefits from the use of genetic resources.

<sup>26</sup> Strategy and Action Plan for Malaysia, 1998 includes strategies and actions that implement the policy of conserving Malaysia's biological diversity and to ensure that its components are utilised in a sustainable manner for the continued progress and socio-economic development to of the nation.

sites envisages that there will be lessons from each site that will be applicable to marine park management in Malaysia.

### **Evaluation**

Any expectation of linkages being made with other regional projects has not been achieved yet. In the evaluation process when asked about this, there was little knowledge amongst those interviewed of other projects. When further explored they thought this had value and they envisaged benefits. There is informal sharing between the Park managers (DMPM, PERHILITAN, JNPC and others) and through the mechanism of the SSC, however the SSCs do not have a direct linkage and sharing mechanism. In the interviews one stakeholder (PERHILITAN) with experience in terrestrial protected area management (National Park) noted that their protected area skills were not utilised by the project and it was suggested that there was possible knowledge transfer between both departments that would be beneficial.

The synergies within and between the projects is a lost opportunity as all would be enhanced by linking and sharing approaches. Within the project because of the multiple stakeholders there is a real opportunity to share information, experiences and approaches beyond the mechanisms of the SSC and NSC. E.g. The 7 division directors of the DMPM could be encouraged to take an active learning role with the relevant theme outputs of the project that align with their functions. This could help embed the project learning into the DMPM and make a real contribution to the sustainability of the project.

## **3.7. Management arrangements**

### **Context**

The PMU has some dedicated staff resource (7 people) located at the PMU office in Putrajaya. Three previous project officers have become interim State Directors for the DMPM in each state where there is a project site. The Marine parks are located around the islands and the State Directors share their time between this project and other duties. They are located on the mainland and visit the project sites typically up to 1 week per month depending on weather and project activities. There are currently three project officers who visit the project sites on an as needs basis. However the stakeholders are located both on the mainland and on the island.

The consultants are primarily located in Kuala Lumpur and the contract is with the University of Malaya Consultancy Unit (UMCU).

### **Evaluation**

The project requires management of a significant number of stakeholder relationships at a range of levels with a range of agencies. This is primarily undertaken by the NPD and NPM and designated staff. The current NPM has been in the role for only one month. The stakeholder relationships with the NPM appear to be forming and functional. Within the PMU the relationships appeared to be robust and collegial. The NPD has



longstanding and established relationships with many of the stakeholders. PMU staff enjoys positive stakeholder relationships.

The weaknesses of some project relationships were also explored. As the Project Manager (PM) has only recently been appointed it is timely to clarify the role, functions and responsibilities between the National Project Director (NPD) and the PM. In turn the PM will need to undertake a similar exercise with the staff of the PMU. This must be undertaken to ensure full project responsibilities are allocated to help ensure the effectiveness of project implementation. Some weakness was observed in part caused by a lack of clarity and understanding about roles and the lower priority of some activities e.g. the Communication Action Plan. The relationships within the project were functional and are expected to strengthen as the PM assumes full responsibilities and the NPD returns to role – has been covering the PM role for 5 months.

The management of the consultant's contract and payments requires urgent attention and resolution. From the perspective of the PMU several individuals within the consultancy unit have not delivered their sections to the standard and quality required by DMPM. Therefore payment to all consultants of consultancy fees has been withheld for more than a year. This has resulted in the consultancy becoming demotivated and thinking of withdrawing from the project. Their contract is understood to provide for payments to be made when all due work is completed – this has proven problematic when some consultants have delivered on time and others are delayed (e.g. Quarterly Report 4 (Stocktaking Report), alternative livelihoods – awaiting approval of the cooperative mechanism, CCC yet to be formally established) or struggling to deliver because of constraints beyond their control (e.g. Management Plan - requires some base information for determining zonation for management purposes thought to be available but the reality is otherwise and several changes being made to the consultant marine biologist position who is lead writer for "Managing Marine Park Waters" section of the plan). Flexibility to exercise judgement is required to ensure the consultants are managed effectively e.g. to allow payment forthwith for works completed satisfactorily.

The consultant's reports should be made available to those in MP management roles for input and review, and once completed available as a management resource.

Active management by the PMU is required to ensure early identification of problems and their fast resolution.



Swiftlet nesting house - possible alternative livelihood

## 4. IMPLEMENTATION

### 4.1. Financial Planning

#### Context

This project follows the UNDP Programme and Project modality. This has detailed procedures for all the administrative elements of project execution including financial planning. The NPD, PM and the UNDP PO undertake the detailed financial planning. PMU are familiar with these procedures.

#### Evaluation

The evaluators interpreted the Programme and Project modality to be a reasonable approach for this project. The PMU has applied this modality since the commencement of the project.

It appears there is a satisfactory financial control system in place based on the project reporting available. The forward planning of the work programme includes projected expenditure and income source and funds available. The audit reports are up to date (2 undertaken) and record no major risks. Perhaps the most important matter is that expenses are under expended.

Overview of Proposed Budget vs Actual Expenditure <sup>27</sup>			
Amount/Year	Proposed Budget (USD)	Actual Expenditure (USD)	Percentage of Actual Budget (USD)
2007	\$382,180.00	\$164,091.46	42.93%
2008	\$541,180.00	\$149,746.17	27.67%
2009	\$478,680.00	\$262,574.37	54.85%
2010	\$689,500.00	\$338,184.40	49.04%
2011	\$658,120.00	-	-
Total	\$2,749,660.00	\$914,596.40	33.26%

This shows significant and consistent under expenditure. The delays result from slow start-up and the delays in engagement of the consultants and the knock on effect this has had of delaying project activities. As many of the project activities are delayed it is considered appropriate for UNDP to consider extending timing of the contract. This should be undertaken following a review of activities and work plans and associated budget as a result of this MTR. Maximum reasonable timing for the extension should be allowed. This would take into account the late appointment of the consultants, delays in their delivery and recognise the complexity of the project outputs that require the collaboration of stakeholders at federal, state and local levels. This is time consuming.

<sup>27</sup> As provided by the PMU

## 4.2. Monitoring and evaluation

### Context

The project monitoring and evaluation approach is described in the Inception Report Part 7<sup>28</sup> and is in accordance with the UNDP and GEF procedures.

All mechanisms are in use and include project reporting against agreed quarterly and annual work plans and budgets. Reporting to NSC and SSC is undertaken. Activity progress reporting is used to show actual achievements and progress against outputs, including total funds allocated, funds spent to date and remaining for the project. Review meetings associated with this reporting timetable are also held. Adaptive management is applied as an outcome of project monitoring e.g. the tourism eco-certification has been adapted to be part of a national programme and at the sites and best practise training has been undertaken.

### Evaluation

Although there is a systematic and formal monitoring system in place the evaluators are of the opinion that there are some key improvements that can be made.

There is limited monitoring and evaluation of the effectiveness of the activities of the project. It is recognised that it is inherently challenging to specifically measure the effectiveness of capacity building and community awareness raising. An inexpensive method that is often overlooked is the systematic recording over time and analysis of anecdotes that reflect behaviour and knowledge change and the learning being applied to management e.g. voluntary staff participation in learning networks; managers modelling organisationally desired behaviours and developing the knowledge base of employees including the provision of communication training – systematic supervisor observation of staff behaviours when interacting with the visitors; village attitudes to marine protection, the MP and their livelihoods; the recording of number of illegal activities reported by villages; and the type of enforcement incidents reported by staff and MP managers objectively audited to verify; recording when MP staff proactively checking on dive and snorkel operators and reporting what they encounter. All of these activities provide management with useful inexpensive insight into operational realities and reinforce capacity building activities.

There is a tendency in monitoring to use quantitative measures giving a picture of numbers participating and frequency. The success of awareness raising and capacity building is perhaps better explored through qualitative measures and being able to assess behaviour change. This is where good practice is evolving to although there is little consensus on the most effective measures. Factors such as multiple influences, indirect impacts, evidence and timescales make these measures very challenging. Management experience and insight alongside effective measures is also important.

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<sup>28</sup> Inception Report Page 87

The implementation of the overall project monitoring and evaluation system has been systematic. However like many elements of the project, the MTR is late and fell in the monsoon season limiting access to project sites. Despite this timing, in reality many stakeholders were able to be met and the evaluators did not consider this detrimental to their findings.

Biodiversity monitoring within the project is weak as baseline biodiversity and coral health monitoring activities were not considered necessary at the Inception Workshop. However for good MP management such baselines are critical as already stated in Section 3.1.

The other weakness is with the indicators as they are difficult to apply. See Section 3.1 for detail on this aspect.

In summary the Monitoring and Evaluation design and implementation had some shortcomings:

- Indicators of progress are difficult to apply for reporting purposes
- No use of qualitative measures for capacity building activities
- Lack of biodiversity and coral health monitoring baseline

**Finding:** Marginally Satisfactory.

### 4.3. Execution and implementation modalities

#### Context

The execution and implementation modality is designed to strengthen and fully utilize national capacities in all aspects of the programme and project cycle. It is designed to help build self reliance and ownership of the programme within the country. The programme and project policies are aimed at achieving the following: national ownership, sustainability, management for results, partnerships, strengthening national skills and capacities and the capacity to manage.<sup>29</sup>

The attainment of these policy objectives will be largely contingent on building up the technical and managerial capabilities of programme countries for assuming these responsibilities within the entire project cycle. Therefore programme and project execution must be done through close partnership and cooperation between UNDP and recipient governments, and requires the support of UNDP Country Offices (UNDP CO) and where appropriate UN Specialized Agencies.

The policies for project management are intended to ensure the development of the executing and implementation arrangements during the programme design. In Malaysia, and for this project, this includes:

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<sup>29</sup> UNDP Programme and Operations, Policies and Procedures: Relevant Policies

- **Executing Agency:** The NRE is the executing partner. It signs the project document and appoints the Project Director.
- **Implementing Partner:** The implementing partner for this project, is DMPM and is accountable to the Government through NRE and UNDP for ensuring (a) the substantive quality of the project, (b) the effective use of both international and national resources allocated to it, (c) the availability and timeliness of national contributions to support project implementation and (d) the proper coordination among all project stakeholders for the quality of the programme and the proper use of resources.
- **National Steering Committee (NSC):** The NSC is established at federal level to provide strategic oversight from NRE. The Secretary General is the chair of NSC. It provides overall guidance for the project coordination and implementation. The NSC chair has the authority to bring discussion to a policy level and provide the linkage with other Senior Official Task Forces. NSC makes all necessary decisions and provides guidance for implementation of project activities, including approval of annual work-plan and budget revision. The NSC members are from the various stakeholders i.e. Federal and State Agencies, tour operators, and NGOs. They meet twice a year.
- **State Steering Committee (SSC):** The SSC is established at the State level to mirror the NSC. Its membership includes high level state decision makers. It has both State and federal membership.
- **Project Review Committee (PRC):** Provides regular monitoring of the project activities and meets monthly. It is chaired by the NPD and its membership includes the PMU, NRE, UNDP, Marine Park staff at island (3) and state level.
- **Project Management Unit (PMU):** Is accountable to the NSC and acts as its secretariat. DMPM is responsible for management and implementation of this project. The National Project Director (NPD) is appointed by the DMPM at directorial level. The NPD is Director (Enforcement) DMPM, and is responsible for overall management of the project.
- **UNDP Country Office (CO):** Assigns a PO to provide advice and guidance on issues related to the overall project management and implementation.

## Evaluation

The DMPM on behalf of the GoM leads and takes ownership of this project. Evidence of this was in the extent of funding through DMPM to the marine protected area management priorities and the recent announcement of the budget increases, including support for island communities. The conversation with the new Director-General of the DMPM indicated a good understanding of the project and provided insight into the leadership

commitment for this project to achieve its goals and for them to become more embedded in the DMPM.

There appeared to be reasonable alignment of respective stakeholders understanding of the project. The federal and state stakeholders closest to the marine park and the operators had the best understanding of the project. Most of the local people also understood the project activities although typically did not differentiate the project as clearly as other stakeholders. The evaluators did not see this as problematic as long as the activities themselves were clearly communicated and beneficial.

The successes of the project were seen as being similar by all interviewed and all included dialogue, capacity building and awareness raising as key successes.

#### **4.4. Management by the UNDP country office**

##### **Context**

Management of the Project within UNDP is handled by the UNDP PO providing advice and guidance on issues related to the project management and implementation. A CTA was employed for the inception phase however it was considered unnecessary to provide an ongoing CTA role although there is budget provision for further technical expert input if required. UNDP PM works with the PMU when necessary, typically on project management requirements e.g. recruitment of new Project Manager, project finances and reporting and helps resolve any major project issues if assistance is requested.

##### **Evaluation**

The UNDP PO and the PMU have a close working relationship. Management by the UNDP Country Office is active. E.g. The UNDP PO attends key monitoring meetings. UNDP has an excellent understanding of the project realities and is directly engaged with the PMU Project Manager as well as the NPD and is known to project staff and stakeholders. There appears to be a strong connection and positive working relationships between the parties.

#### **4.5. Coordination and operational issues**

##### **Context**

Coordination within the project is achieved through a range of processes (see Section 3.1.5). It is challenging because of the differing components and the diverse range and number of stakeholders including 3 project sites in three different state jurisdictions.

Operations are generally constrained by the operational logistics e.g. reality of transport and communications to the three sites and the difficulties of travel from November through to March in the project area due to the monsoon.



## Evaluation

Coordination has improved as the project has progressed. Communication opportunities are provided and the project has increased and capacity has been built. However there is no evidence of information sharing between the state agencies across the three states. There is no formal mechanism for the DMPM State Directors to share information although this happens informally as they all previously worked together as project officers.

The reality of the operational logistics was experienced during the evaluation as the team was only able to visit one project site. Operational realities include:

- Monsoon makes site visits problematic for 4 months of the year.
- Operator engagement can be a challenge as when not operating they are often away or very busy on catch-up tasks in advance of the next season.
- DMPM State directors on average visit the project sites 1 week/month and have a suite of other state responsibilities. All three expressed the hope that with the forthcoming appointment of a new state Director and their assuming the Deputy Director role they will be able to focus more time on the project.

A significant coordinating activity of the project is delayed – consultative management - that includes establishing the CCC, the related cooperatives and the alternative livelihood activities - is impacted by delays. It is important to note that this concept of consultative management was defined during inception in some detail.<sup>30</sup> It clearly gives the DMPM overall responsibility for decision making, while seeking the views of relevant stakeholders to make informed decisions. This results in high expectations of stakeholders on the role of the DMPM in implementing project activities following consultations.

Therefore it is critically important that the communication responsibility that goes with operationalising activities is accepted and managed by the DMPM. When activities are delayed or held up DMPM must take responsibility for ensuring the relevant stakeholders are communicated with promptly, rather than left with raised expectations awaiting communication as evident at Tioman and Redang. The appointed consultant promised to set up the local cooperative body and did not deliver the promise on time due to various reasons. This left the locals waiting for the establishment of the cooperative and other associated activities, without any communication about the delays. Clarifying and agreeing the communication responsibility with the consultants would also be helpful for managing stakeholder expectations.

The Communication Action Plan should specially address internal communication. This is often overlooked as communications planning typically has an external focus.

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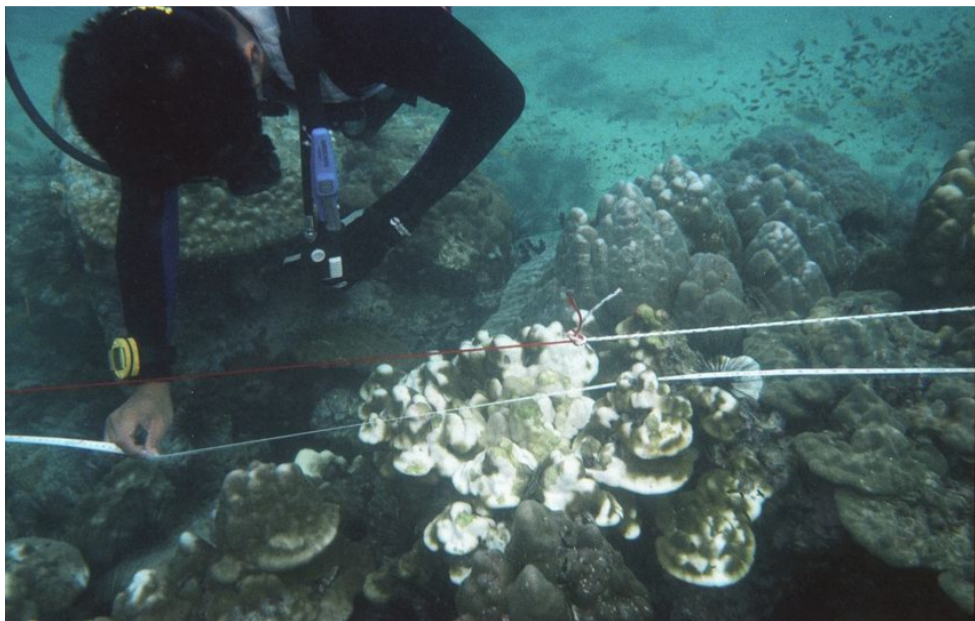
<sup>30</sup> Inception Report page 22

## 5. RESULTS

This section explores results for the project to date and also considers the project impact at this stage of its implementation.

### 5.1. Attainment of objectives, outcomes and outputs

This section is an assessment of results: To what degree have the project objectives and outputs been achieved so far?



Reef Monitoring

Y Yusuf



OVERALL GOAL: Enhanced marine park management and inclusive sustainable island development		
Objective 1: To widen the existing development planning process in order to support marine ecosystems management as well as sustainable tourism through stakeholder involvement		
Outcome	Results expected	Comment
<b>Outcome 1:</b> Planning	1. Improved Information for planning	Highly Satisfactory: foundations developed: however unable to view the information system during MTR although understood to be in final development phase for roll out.
	2. Management Plans for 3 project sites	Marginally satisfactory: Based on revised time table still behind, although the framework plan is now in reasonable second draft - not able to be progressed due to lack of coral reef baseline data for the three sites to enable zoning - this delay will continue until baseline data can be incorporated to resolve this situation. Plan requires further development for management zoning. Further the marine biologist position was unfilled, after 2 changes.
<b>Outcome 2:</b> Policy	1. Consultative Policies	Satisfactory: Community has been involved in the development of the policy and draft policy with DMPM – Not completed, due to linkage with Management Plan and related delays
	2. Improved economic policies	Marginally satisfactory: Community has been involved in the development of the policy and draft policy with DMPM – Not completed, due to linkage with Management Plan and related delays. A deliverable of a business plan for DMPM has not been done so far
<b>Outcome 3:</b> Local communities	1. Improved local communities consultation	Highly satisfactory: Feedback was excellent on this element and accordingly raised expectations of villages for positive outcomes.
	2. Improved local communities Livelihoods	Marginally satisfactory: Plan has been developed and shared with local communities, and co-operatives are in the process of establishment and some training undertaken. Feedback

		communication of progress with cooperative establishment, to the local communities has not occurred and the expectations raised have not been met or well managed.
<b>Outcome 4:</b> Tourism Sector	1. Improved tourism sector consultation	Satisfactory: Engagement with the sector has improved E.g. State Tourism Director for Tioman strongly supportive and offering funding support, TREVICOSTA has provided funding for improved facilities in MP centre, bill boards. At federal level discussions on eco-certification have been undertaken with MoTour to come up with certification guideline - Training on environmental best practice has been undertaken for the guidance for hotel and tour operators. MoTour could be more actively engaged across the project - mutually beneficial.
	2. Environment	Satisfactory: Continuation of river & marine water quality and biological monitoring and analysis for management purposes is important. Redang were very engaged on environmental issues e.g. centralized treatment plant. Tioman has a system of purchase of turtle eggs for hatching – eco tourism activity, 13 dive shops on Tioman and outsiders owned – dive shop operators forming an association and MP will do this next year as slow for consultant to set up. Do cleanups and join programme – World Cleanup Day, Crown of Thorns removals by dive operators. Snorkelling training and entrepreneurship and resort management. Best engagement with dive operators.
<b>Objective 2: To strengthen the capacity of the marine parks management system in Peninsula Malaysia and to ensure effective enforcement of marine park regulations at the three project sites</b>		
<b>Outcome</b>	<b>Results expected</b>	<b>Comment</b>
<b>Outcome 5:</b> Enforcement	1. Improved enforcement	Highly satisfactory: Training for DMPM staff well received – very aligned with park purpose, reef watching up and running with local communities and communities complaining at times the

		<p>DMPM didn't act as quickly as they would like.</p> <p>Draft Guidelines have been reviewed by DMPM and corrections are being made.</p> <p>Reef Watchers, Rakan Park and DMPM Enforcement trained and should be in implementation stage.</p>
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**Objective 3: To enable a influential advocacy framework for the conservation of marine biodiversity supported by a raised level of awareness of the importance and benefits of marine biodiversity**

<b>Outcome</b>	<b>Results expected</b>	<b>Comment</b>
<b>Outcome 6:</b> Awareness	1. Improved awareness of the benefits of marine biodiversity	Marginally satisfactory: Awareness has increased with the local communities accepting the MP. However understanding of coral reef ecology is still limited amongst stakeholders and this is a foundation for understanding effective MP management. E.g. patchy staff involvement across the parks – although many staff involved in training and there was no involvement in training of the admin staff in Redang and on Tioman the front line person receiving visitors at the MP centre was the only one to have communication training.
<b>Outcome 7:</b> Advocacy	1. Improved advocacy for sustainable use of marine biodiversity	Highly Satisfactory: Advocacy in the context of this project refers to the establishment and operationalising of formal mechanisms for governance and information sharing. This is a strength of the project with all interviewed commenting on its benefit

## 5.2. Other impacts

Impact	Issues that may reduce impacts	Resolution
Major issues that affect the implementation – what could have resolved them	Raised expectations of villages	Timely communication and follow - up of actions
	Building awareness through engagement beyond the identified project stakeholders	Priority given to the development of Communication Action Plan for implementation
	Lack of biodiversity data has stalled progress with the Management Plan	Undertake a rapid expert workshop to quickly and cost effectively develop the basis for management zoning
	Consultant management	Contractual issues be resolved Capacity building opportunity of DMPM staff working alongside the consultants be utilised to maximise leaning.
Environmental impacts	Coral bleaching and Climate Change impacts	Build the understanding of coral reef ecology and monitoring and the importance of its health into the capacity building programmes to ensure it effective management becomes a cornerstone of marine park management. Build the understanding of bleaching and develop active management interventions to reduce the adverse impact of the phenomenon
Social impacts – including the role of women	Role of women not addressed in this project	Consider as a result of MTE whether this is specifically required and if so ensure they are targeted as participants in appropriate capacity building activities.
	Community engagement has commenced as part of this project – consultative management	This approach may create a community desire for involvement beyond consultation: i.e. leading towards co-management or locally based community management type. The early adopters be recognised raising their profile and thereby encouraging the laggards to follow in term of providing guidance to the other

Impact	Issues that may reduce impacts	Resolution
		park staff about communication with locals and also the importance of marine park management
	Tourism industry not fully integrated	The tourism stakeholders that are not targeted by the project be included e.g. boat operators and airlines
Factors beyond the project's control influencing the outcome	Changes to GoM policies	Ensure buy in to project objectives through demonstrating results and communicating these to key federal level stakeholders including the Cabinet Committee on the Coordination of Development on Highlands and Islands and MoTour
	Economics of the Tourism industry	Ensure effective management of the coral reef resource as good for biodiversity and the economy of the sector
	Coral bleaching Climate Change impacts	See environmental impacts

### 5.3. Sustainability beyond the Project Life Cycle

#### Context

The sustainability of the project is implied in its design, as it seeks to create a foundation for enhanced marine park management and inclusive sustainable island development. This project includes components that will help achieve a foundation for sustainability including the key elements of building the capacity of the DMPM for enhanced management of the marine parks and the involvement of key stakeholders.

The project faces continuing threats to the marine environment from coral bleaching, destructive fishing practises, over fishing, land based sources of pollution, sedimentation, and careless tourism. The management of these threats requires systematic and ongoing active management.

#### Evaluation

The long term sustainability of the project intervention is difficult to judge with certainty at this time. However based on the evidence gathered during the MTR it is considered likely.

The evaluators did explore sustainability in several areas: capacity building and awareness raising, financing for MP management needs in the context of effective MP management and ongoing effective engagement with stakeholders.

The capacity building and awareness raising undertaken may not endure if all these activities conclude at the completion of the project. Those interviewed typically acknowledged for these activities to be effective require a long term approach. Typically awareness raising and training is most effective if delivered systematically over time. It should be consistently implemented. This includes induction with all new staff regarding the department's functions and coral reef environments, and followed up with deeper training and experience of its application (experiential learning) in the field. This knowledge is ideally embedded organisationally into management tools and processes e.g. biological monitoring, community engagement techniques, proactive marine protection activities that move beyond enforcement i.e. pro active engagement with dive operators at dive sites and also tourists at entry points, and environmental education and awareness raising, and relationship management systems.

The emergent signs of financial sustainability through the increasing marine park budgets are positive indicators. This signals the possibility of the lasting impact of the investment.

Preparation of the bridging arrangement for the project conclusion needs to be developed. Sustainability post-project needs to be included in the planning now. It is suggested that the PMU includes planning for this as part of their programme of work. Mainstreaming the PMU into the DMPM may assist this. This will be the case if DMPM ensure the purpose of the project and its activities are seen as ongoing activities and not simply the activities of the "UNDP project." The reality of the functions of the Division Directors in DMPM reflecting the project outcomes creates a real opportunity to strengthen linkages to the project immediately. In turn this will help ensure sustainability at the federal level and translated through to the state level and the marine parks.

Building on the existing project relationships and strengthening them with key stakeholders who will benefit from the project outcomes is important. These relationships include MoTour, and the full range of tourism operators: dive, boat and airlines and their visitors. These stakeholders have varying ownership of the project outcomes. MoTour should be encouraged to widen its focus from terrestrially focused tourism to include the marine tourism. Especially as the brand marketing of Malaysia includes a strong natural environment focus with many images of the marine environment. It is possible that without a good understanding of the marine environment and fragility of the corals the brand could be undermined through inappropriate marketing e.g. large scale mass tourism resort and associated jetty development without the necessary environmental safeguards to protect the ecosystem with sensitive corals. Encouraging all the tourism operators: hotel and chalets, dive, boat operators and the airlines to include consistent awareness raising of appropriate behaviours in the marine park and awareness raising of marine conservation will also contribute to sustainability. All activity licensing should require ongoing awareness raising of marine conservation as a condition of licensing.

To ensure sustainability ongoing effective engagement with stakeholders must continue and be strengthened beyond the project. The mechanisms in place should be institutionalised within the life of the project. To enhance the effectiveness of these mechanisms bottom up representation from the island communities, to ensure their voice is heard at the federal level and in the policy development, is suggested.

Differing approaches for the systematic management of threats to the marine environment are being explored by the project. The three pilot sites have differing situations and were chosen for this reason. The focus of the communities' responses to the evaluation questions revealed the following emphasis and stage of development:

- Pulau Redang - active efforts have begun on managing the land based sources of pollution from the village – TREVICOSTA has established treatment plant for resort waste. Engaged stakeholders are talking about these issues as being critical and want them resolved and see the MP as a key player.
- Pulau Tioman - community engagement, alternative livelihoods, awareness raising and enforcement has been the focus with the 7 villages on the island. High expectations of benefits from the project and these are yet to be realised.
- Pulau Sibu-Tinggi – community engagement has commenced however the benefits are not clear yet. It will take time.

On balance there are some early positive pointers that indicate a reasonable likelihood of sustainability of the project outcomes.

**Findings:** Satisfactory.

## **5.4. Contribution to capacity building/development, sub-regional and national development**

### **Context**

The project has specific activities aimed at strengthening the institutional capacity of DMPM and their management and protection of marine parks with specific emphasis on areas within and adjoining the marine parks. Consequently DMPM staffs have been targeted for capacity development, along with stakeholder engagement at a range of levels:

- Federal agencies
- State agencies
- Marine Park
- On island tourism operators (excluding boat and airline operators)

- Island communities.

## Evaluation

The project intends to make a contribution to national development and biodiversity conservation through enhanced marine park management and sustainable island development through a more integrated planning approach and in parallel building the capacity of the marine park management system including its stakeholders through a range of engagement activities including: establishing community consultation mechanisms, cooperative establishment, entrepreneurship training, via voluntary monitoring - Reef Check, enforcement, shifting mindsets and alternative livelihoods, accommodation and dive operator good practise training etc.

As this project is a GEF/UNDP funded project there is an implication that it will contribute sub-regionally – this will be from lesson sharing from the project. As this project site area adjoins the Coral Triangle programme area (a coral conservation sub regional priority) the learning will be relevant to this wider programme, and potentially to other integrated coral conservation programmes beyond the sub-region.

To ensure this happens, systematic efforts to collect lessons and identify learning will need to be undertaken for the remainder of the project.



Signage at Pulau Tioman jetty



## **6. RECOMMENDATIONS**

### **6.1. Corrective actions for the design, implementation, monitoring and evaluation of the next phases of the Project.**

#### **6.1.1. UNDP Project design**

Projects with the purpose of conserving marine biodiversity through enhanced marine park management and inclusive sustainable island development should include an ecosystem health status baseline to ensure project progress and input can be measured. Good marine park management includes such baseline information and monitoring as essential management foundations.

#### **6.1.2. UNDP**

As the project design does not include any direct engagement with boat and airline operators and their passengers, these stakeholders should be integrated into the project.

#### **6.1.3. UNDP - capacity building through design**

As the project has a capacity building function the project design should encourage the engagement of local scientists with expertise in coral reef marine conservation, monitoring, and with knowledge and experience of local coral reef ecosystems and threats. This will be beneficial in building the relationships between park management and the local science community.

#### **6.1.4. UNDP/GEF - extension of time**

The project timeframe should be extended to ensure the Management Plan and policies, and alternative livelihoods are implemented and given enough time to show some lessons and ensure the local communities see a direct benefit from the mechanisms put in place thereby building their confidence in such mechanisms.

#### **6.1.5. UNDP – revision of project indicators**

Revision of the project indicators is required to enable easier project monitoring through the PIR. The indicators should be updated in the context of a review of activities and their timetabling of the remainder of the project.

## **6.2. Actions to follow up or reinforce initial benefits from the project and relevance for inclusion in future initiatives**

### **6.2.1. UNDP/GEF - lesson sharing**

For lesson sharing this project be linked up with other (especially GEF) integrated coral conservation projects within the region or other similar coral reef related project globally.

### **6.2.2. NRE – relevant agencies incorporate management plan and policies**

The Management Plan and Policies should be made available to all relevant agencies (including the HICC, NRE, MoTOUR, MOSTI, EPU and Attorney General etc) for incorporation into their own plans and work programmes.

### **6.2.3. MoTour – biodiversity focus incorporate a deeper understanding of the marine realm especially fragility of corals**

Based on the priorities of the Tenth Malaysia Plan and the Economic Transformation Programme for biodiversity related tourism, the MoTour should widen its focus from terrestrially based tourism to include marine based tourism.

Brand marketing of Malaysia includes a strong natural environment focus with many images of the marine environment. To support this brand positioning a good understanding of the marine environment and the fragility of corals is required. The brand could be undermined through inappropriate marketing e.g. large scale mass tourism resort development in a fragile ecosystem with sensitive corals.

### **6.2.4. NRE/DMPM and MoTour – align policies and practices for certification programme**

The relevant federal agencies align their policies and practises to enable a coherent shared approach to certification and training programmes for the private sector e.g. eco tourism and nature (including marine) guide certification.

### **6.2.5. DMPM – success of marine parks depends on the health of ecosystems**

Marine Protected areas monitoring and analysis of the health of the ecosystems, to make informed management decisions is necessary and accordingly management must understand and recognise this is essential for the integrity of the MPAs.

**6.2.6. DMPM – general awareness raising on the contribution that coral reef ecosystems make to tourism, fisheries management and marine conservation**

An awareness raising programme is required for relevant government agencies(including DMPM) at the federal, state and local levels, on coral reef ecosystem functions, and their importance to the country from many perspectives including tourism, fisheries, and marine conservation.

**6.2.7. NRE/SSC/DOE – integrated approach to terrestrial and marine protected area management**

The relevant government agencies at federal, state and local levels should be encouraged to share and collaborate on the ecosystem based approach to protected area management (both terrestrial and marine) building from the relationships that provide a foundation for this integration.

**6.2.8. NSC and SSC – expand membership to include the voice of the communities**

The NSC and SSC membership should include representation of the CCC's of each project site, to ensure the local voice is heard at the federal and state level and to increase their ownership of the MP community consultation management approach. This would also provide a check and balance at the NSC and SSC levels and provide a platform for the sharing and exchange of knowledge.

**6.2.9. NRE – provide some targeted support to help the project achieve its objectives**

The resources of NRE should be utilised to support this project and expand NRE's understanding of the community based approach. eg Communication plan development and outreach activities could be supported by NRE agencies e.g. CEMD (Communications, Education and Media Dept).

**6.2.10. DMPM – integrate the project fully into the department**

The DMPM be asked to fully integrate the project within the DMPM through

- The Secretary General be asked to encourage and actively promote the project's approach within the DMPM
- The Division Directors of DMPM be asked to monitor the seven outcomes of the project
- The PMU staff be clearly identified as DMPM staff and be integrated into the DMPM as soon as practicable and before the conclusion of the project and to deepen ownership of the project outcomes

- Use existing internal DMPM communication mechanisms to share knowledge and lessons from the project.

#### **6.2.11. PMU – urgently establish and operationalise the CCC mechanism**

The PMU must give urgency to the formalising of the CCC through the establishment and operationalising of the CCC because this is the vital consultative mechanism for community based management and is central to the project's impact.

#### **6.2.12. PMU – ensure all stakeholders are engaged consistently**

This project, especially the DMPM, must ensure all stakeholders are engaged consistently. And particular attention be given to the management of community expectations of what the project is able to deliver e.g. alternative livelihoods.

#### **6.2.13. PMU - Information sharing within the project to key staff of consultant contributions**

Consultant reports must be shared with Marine Park management to ensure

- Staff input in the process
- Staff input into the review of the report development
- Knowledge sharing with MP staff and others as appropriate once completed.

#### **6.2.14. PMU - capacity building is on-going and should include fundamental knowledge**

All training programmes should be designed to be ongoing, content developing with experiential components/practise to embed learning e.g. scheduling of trainings back to back should be avoided, refreshment of content should become a management function, the training should be integrated into new staff induction and content continue to develop, personal learning initiatives be encouraged, training schedules carefully planned etc.

The training programmes for DMPM staff must include the building of a fundamental knowledge of coral reef ecology, monitoring and management. DMPM staff training should have a holistic approach.

#### **6.2.15. DMPM - learn from other approaches in the region**

DMPM are encouraged to learn from other approaches and exchange ideas about coral management in this region e.g. Apo Island Marine Park Philippines - coral reef management, Sabah Park - coral park management, and other marine management agencies.

#### **6.2.16. PMU – strategic communications to target audiences will help the project achieve its goals more effectively**

PMU should give priority to the development and implementation of the Communication Action Plan. This plan will include the critical component of ongoing awareness raising outside of the key stakeholders using a range of media distribution channels. DMPM should actively communicate about the project to relevant government agencies capitalising on the project's potential to raise awareness. A plan should be put in place to raise the awareness of the airline and boat operators about coral reef ecosystem good management practise and in turn they are required to actively inform their passengers. Such training and delivery of conservation messages should be a requirement of airline and boat operator licensing

#### **6.2.17. NPD and PMU - role clarity**

Clarification of the role, functions and responsibilities between the NPD and the NPM should be undertaken to ensure the ongoing effectiveness of project implementation. The NPM should also clarify the roles of the staff in the PMU.

#### **6.2.18. PMU - risks created by slow progress with alternative livelihood development - a high priority**

Urgent progress must be made with the development of the alternative livelihood for the villagers to meet their expectations of the project. This lack of progress creates a risk to the village support for the DMPM and undoing the efforts to build strong consultative relationships.

#### **6.2.19. DMPM - progress on revenue generation plan/business plan**

Urgent progress with this plan is - part of Output 2.02 – is required to consider the conservation charge, collection method and corporate sponsorship as well as what the trust fund money should be used for. These matters are important for the financial sustainability of the project.

#### **6.2.20. DMPM and PMU - review the work programme and use and expert workshop to provide management planning information**

Review the work programme its timing and budget to focus on priority activities between now and the conclusion of the project.

Biological and coral reef baseline data is necessary for completion of the Management Plans. The baseline data is important to identify sensitive areas and provides the basis for zoning of activities.

Baseline data can be collected rapidly in a cost effective manner through an expert workshop (dive operators, marine park staff-rangers, DMPM staff, Reef Check (indicated willingness to participate), local universities, local communities, and any other knowledgeable individuals and utilising existing literature.

#### **6.2.21. DMPM – Further capacity building possible by working alongside consultants**

DMPM should work closely with the consultants as part of the DMPM staff capacity building.

#### **6.2.22. DMPM- Monitoring to be done by DMPM staff – application of learning**

Review the approach to monitoring with a view to setting up a robust monitoring approach. At the same time the DMPM staff are encouraged to apply their capacity building/training to this work.

#### **6.2.23. PMU - Improved management of consultants and their project inputs**

The PMU give urgent attention to the resolution of outstanding reports and payments made for completed work. The PMU maximise DMPM learning benefits from the consultants.

#### **6.2.24. DMPM/PMU– use the skills of senior staff to enhance capacity building and mentor staff**

DMPM should utilise the skill and experience of their own senior staff to train and motivate other DMPM staff in marine park management and operations e.g. reef monitoring, local engagement, communicating with visitors etc. This approach should be built into the remainder of the project to magnify the impact of the project training.

Induction Training and capacity building for all DMPM staff for ecosystem management training and management responsibilities including ensuring all staff know the basic function and purpose of the department and its coral reef ecosystem.

Current enforcement activities of the department is too fisheries focused and should extend to include tourism operators – this in turn will help strengthen these relationships.

#### **6.2.25. PMU – capture success stories**

Successes of the project should be systematically recorded for the purposes of lesson learning during and at the conclusion of the project.

### **6.3. Proposals for future directions underlining main objectives.**

#### **6.3.1. DMPM**

DMPM consider how they will systematically institutionalise the lessons learned from the project.

### **6.3.2. DMPM**

DMPM consider how the integrated planning and the community consultation approach could be further developed – consideration of future possibilities could include co-management and locally managed marine areas.

## **7. LESSONS LEARNED**

This section identifies key lessons learned from this project for consideration by the GEF and UNDP for learning purposes.

### **7.1. A sound understanding of the biodiversity and ecosystems is the foundation that underpins effective protected area management.**

Collect coral reef baseline data. Baseline data can enhance MPA effectiveness by informing the design of management systems. Baseline data also permit more accurate measurement of MPA performance and provides a basis for adaptive management.

A foundation needed for effective MP management is an understanding of coral reef ecosystem biology and the specific resource that is under management. Expert workshops can provide a cost effective means for the identification of critical areas for management planning purposes.

Local coral reef scientists can play a major part in the above processes.

### **7.2. Encourage participation that contributes directly to marine park management.**

Make research and monitoring participatory. Enlisting stakeholders in data collection and analysis will educate participants, build capacity, and foster trust. E.g. Reef Check, enforcement and Rakan Park.

### **7.3. Building stakeholder understanding is critical for positive management outcome.**

If stakeholders truly understand the ecosystem threats to the coral reef management they will undertake their own management intervention to mitigate the threats e.g. Dive operators – Redang Dive operators training - their response to a bleaching episode, as they knew the situation very well, was to add additional closed areas as their own adaptive management intervention. They also supplied data voluntarily to local marine scientists regarding the severity of coral bleaching at some of the area.

#### **7.4. Increased sense of ‘ownership’.**

Communities living in or near the protected area, visitors and other users of marine parks will feel a far greater commitment to park management objectives and practices if they have the opportunity to be involved in managing the resource. E.g. On Tioman Island the villagers who have undergone enforcement training want faster responses from the DMPM as a result of their informing about infringements. This indicates an increased sense of ownership.

#### **7.5. The success of protected areas depends on political, key stakeholder and public support with benefits evident.**

It is essential to maintain regular communication with all stakeholders on decisions that affect them, and on the protection and use of the protected area. E.g. the expectations have been raised on Tioman Island and although the cooperative establishment is progressing, the local people have not been kept informed therefore they think it is not going ahead. On Sibu-Tinggi the benefits of the marine park (been established for 17 years) and the project are not yet clear as access to resources (fishing) has been removed. However the village leaders also noted that co-operation and communication had increased and that effective awareness raising requires long-term investment.

#### **7.6. For effective marine conservation an understanding of the need for integrated management of the terrestrial and marine interface is an essential.**

Awareness training for island management - all government agencies and tourism operators - activities and plans for the islands, must include the impact of the terrestrial environment on the marine – accordingly environmental management training programmes for resorts and local people must address this through concepts such as reduce, reuse, recycle and organic composting. Understanding of the threat created from land based sources of marine pollution is essential first step for its management. E.g. Siltation from infrastructure developments mitigation can be achieved through careful environmental management, through the use of siltation ponds, when in such geographic proximity to the marine environment. On Redang the enzyme treatment of organic waste by one of operators could be expanded to others resorts and other locations.

#### **7.7. Establishing mechanisms that bring together stakeholders can enhance MPA effectiveness through improved decision-making and increased legitimacy.**

E.g. Linking relationships are important between multiple agencies with island and marine jurisdiction, especially when not all can have an on island presence.



Environmental management on islands is challenging as not all enforcement agencies can have a presence. Accordingly collaboration between those agencies responsible for environmental monitoring and enforcement is the essential for effective island management. E.g. for monitoring purpose the DOE could ask DMPM to help them monitor and DMPM could provide the necessary information to DOE and also influence the DOE monitoring programme to better meet the needs of the DMPM. Local authority staff could collaborate with DMPM staff - a building is not a presence!

#### **7.8. Recruitment of key staff with technical knowledge of the marine environment and its management improves MPA effectiveness.**

Relevant government, state and local agencies need to employ people with marine or aquatic biology backgrounds as they understand the marine ecosystems, threats and mitigation and this will lead to the better management of these fragile ecosystems.

#### **7.9. Value for MP management of building closer relationship with local communities and operators.**

This provides a platform for dialogue and information sharing that can inform MP management. This can lead to the identification and early resolution of problems and to a greater understanding and support for the protected area.

#### **7.10. Because the DMPM has a presence on island it can be the key government agency with local legitimacy.**

Other agencies can leverage the close and trust based relationships that the DMPM has built with local communities. The DMPM relationship can be used as a facilitating conduit for the other agencies to establish and engage with the island communities. This positions the marine park as pivotal in the island – government relationship.



Infrastructure - Pulau Tioman

# APPENDICES

## Appendix 1: Terms of Reference



**Government of Malaysia - United Nations Development Programme/  
Global Environment Facility Funded Project  
“Conserving Marine Biodiversity through Enhanced Marine Park  
Management and Sustainable Island Development”**

### **TERMS OF REFERENCE**

**PROJECT MID TERM REVIEW  
(PIMS 1040) Project ID 00034097**

### **PROJECT SUMMARY**

Project Title: PIMS 1040 □ Conserving Marine Biodiversity through Enhanced Marine Park Management and Sustainable Island Development in Malaysia

Project ID: 00034097

Executing Agency: Ministry of Natural Resources and Environment Malaysia

Implementing Partner: Department of Marine Parks Malaysia

Project Sites: Pulau Redang, Pulau Tioman and Pulau Sibu-Tinggi

Country: Malaysia

Budget: UNDP/ GEF USD 1,952,400.00

### **INTRODUCTION**

The Monitoring and Evaluation Policy (M&E Policy) at the project level in UNDP/GEF has four objectives to:

- a) Monitor and evaluate results and impacts;
- b) Provide a basis for decision making on necessary amendments and improvements;
- c) Promote accountability for resource use; and
- d) Document, provide feedback on, and disseminate lessons learned.

A mix of tools is used to ensure effective Project Monitoring and Evaluation (M&E). These might be applied continuously throughout the lifetime of the project e.g. periodic monitoring of indicators through the annual Project Implementation Reports (PIR), Project Steering Committee meetings – or as specific and time-bound exercises such as Mid-Term Reviews (MTR), Audit Reports and Final Evaluations (FE). In accordance with UNDP/GEF policies and procedures, all projects are with exception of the preparatory grants mandated to conduct mid-term and final evaluations. The evaluation is responsive to GEF Council decisions on transparency and better access of information during the implementation. Mid-term evaluations are intended to identify project design problems and to recommend corrective measures. They are to be conducted by an independent evaluator not associated with the implementation of the project at any stage.

## **2. BACKGROUND:**

The Government of Malaysia, with the assistance from the United Nations Development Programme and the Global Environment Facility (UNDP/GEF), is implementing a 5-year project to promote the conservation of marine biodiversity in Malaysia. The broad goal of the project is to ensure the effective conservation and sustainable use of marine biodiversity, resources and ecosystems within the marine parks of Malaysia. The project components focus on adaptive marine park management, multi-sectoral policymaking, involvement of local communities and tourism operators into marine park management, awareness rising and the establishment of a framework of advocacy for the conservation of marine biodiversity.

Being one of the megadiverse countries, Malaysia is home to an extensive network of coral reefs and globally significant marine biodiversity. Malaysia has established a system of marine parks, which aims to protect and manage the marine biodiversity in the waters surrounding 40 islands. In spite of their protected status and current management efforts, there are several threats of diverse origin that affect the marine biodiversity of Malaysia. Declining fish stocks and the exploitation of breeding grounds; loss of habitat for marine life and destruction of coral reefs as well as habitat degradation and the degradation of water quality are the principle threats. These have been identified to derive from the federal-state split in jurisdiction over the marine park islands and surrounding water bodies; sector-based policy-making and planning with regard to marine park islands and from a low level of awareness across all sectors and stakeholders.

The project is piloting the objective of the project at three demonstration site, namely the Marine Park waters of Redang, Sibu-Tinggi and Tioman. These

three sites comprise a total area of 164,534.2 hectares which is 28.89% of the total area of 569,447.7 hectares calculated for the 40 Marine Parks gazetted in Malaysia in 1994. The three Project Site Marine Parks constitute a globally important area for biodiversity and the Project meets three of the four major cross-cutting themes of Global Environment Facility's (GEF) biodiversity strategic priorities.

### ***The Project Objective:***

In order to achieve the overall goal of enhanced marine park management and inclusive sustainable island development, the project has therefore identified the following objectives, designed to tackle the abovementioned root causes for the threats to marine biodiversity in the Malaysian marine parks:

- a. To widen the existing development planning process in order to support marine ecosystem management as well as sustainable tourism through stakeholder involvement.
- b. To strengthen the capacity of the marine parks management system in Peninsular Malaysia and to ensure effective enforcement of marine park regulations at three project sites.
- c. To enable an influential advocacy framework for the conservation of marine biodiversity supported by a raised level of awareness of the importance and benefits of marine biodiversity.

### **OBJECTIVES OF THE EVALUTION:**

The mid-term evaluation of the UNDP/GEF project "Conserving Marine Biodiversity through Enhanced Marine Park Management and Sustainable Island Development" is initiated by the UNDP Malaysia Office and it is being undertaken in accordance with the UNDP/GEF Project Monitoring and Evaluation Policy see <http://thegef.org/MonitoringandEvaluation/MEPoliciesProcedures/mepoliciesprocedures.html>).

The principal purpose of the mid-term evaluation is to assess the project's implementation results and impacts as required by the UNDP/GEF Monitoring and Evaluation Policy. It is also mandatory to evaluate and review any UNDP project of the magnitude of USD 1 million or more, at mid-term and when the assistance is about to phase out called final evaluation.

The mid-term evaluation is intended to provide a comprehensive overall assessment at mid-term of the project and provides an opportunity to critically assess administrative and technical strategic issues and constraints. The evaluation should provide recommendations for strategies, approaches and/or activities to improve the conservation of marine biodiversity through enhanced management of marine parks and sustainable island management.

The purpose of the Mid-Term Evaluation is:

- To assess overall performance against the project objectives as set out in Project Document and other related documents
- To assess the effectiveness and efficiency of the Project
- To critically analyze the implementation and management arrangements of the Project
- To list and document initial lessons concerning Project design, implementation and management
- To assess Project outcomes to date and review planned strategies and plans for achieving the overall objectives of the Project within the timeframe
- To assess Project relevance to national priorities
- To provide guidance for the future Project activities and, if necessary, for the implementation and management arrangements.

In particular, this evaluation will assess progress in establishing the information baseline, reducing threats, and identifying any difficulties in project implementation and their causes, and recommend corrective courses of action. Effective action to rectify any identified issues hindering implementation will be a requirement prior to determining whether implementation should proceed. Project performance will be measured based on the quantitative and qualitative indicators defined in the Logical Framework and the Results Framework of the Project Document.

The evaluation will in particular assess:

- (1) Project Design – review the original project intervention strategy including objectives, outcomes, outputs and activities and assess quality of the design and delivery of planned outcomes. The review should also assess the conceptualization, design, effectiveness, relevance and implementability of the project. The review should also include the updated logical framework matrix which was designed during Project Inception.
- (2) Project Progress and Impact – assess the achievements of the project to date against the original objectives, outcomes, outputs and activities using the indicators as defined in the logical framework contained in the project document as well as any valid amendments made thereafter. Achievements should be measured against the indicators as described in the log frame.
- (3) Project Implementation – assess:
  - a. Project management arrangements, i.e., effectiveness of , the UNDP, the UNDP Country Office, the Project Support Unit, and the demonstration sites;
  - b. Quality and timeliness of delivering outputs and activities;
  - c. Financial situation (i.e., budget and expenditure status). Financial audits were done and consultants have access to the audit reports;
  - d. Cooperation among partners including other related projects as well as those listed in the project document in the stakeholder participation plan as project co-financiers;
  - e. Responsiveness of project management to adapt and implement changes in project execution, based on partner and stakeholder feedback;

Based on the above points, the evaluation should provide a document of approximately 50 pages indicating what project activities, outputs, outcomes and impacts have been achieved to date, and specifically:

- (1) Assess the extent of the progress which the project has made to achieve its objectives and where gaps are evident;
- (2) Draw lessons from the experiences of the project, in particular those elements that have worked well and those that have not, requiring adjustments and;
- (3) Provide recommendations to strengthen the effectiveness, efficiency, impact, implementation, execution and sustainability of the project.

### **SCOPE OF THE EVALUATION:**

While the specific issues of concern are listed in the following paragraphs, a reference to the UNDP programming manual and UNDP/GEF guidelines to conduct mid-term evaluations should be made for addressing the issues not covered below.

The evaluation will include ratings on the following two aspects: (1) Sustainability and (2) Outcome/Achievement of objectives (the extent to which the projects immediate and development objectives were achieved). The review team should provide ratings for three of the criteria included in the Mid-Term Evaluations: (1) Implementation Approach; (2) Stakeholder Participation/Public Involvement; and (3) Monitoring and Evaluation. The ratings will be: Highly Satisfactory, Satisfactory, Marginally Satisfactory, Unsatisfactory, and N/A.

#### **Project Conceptualization/Design:**

1. whether the problem the project is addressing is clearly identified and the approach soundly conceived.
2. whether the target beneficiaries and end-users of the results of the project are clearly identified.
3. whether the objectives and outputs of the project were stated explicitly and precisely in verifiable terms with observable success indicators.
4. whether the relationship between objectives, outputs, activities and inputs of the project are logically articulated.
5. whether the project started with a well-prepared work-plan and reasons, if any, for deviations.

#### **Project Relevance:**

1. whether the project is relevant to the development priorities of the country.
2. given the objectives of the project whether appropriate institutions have been assisted.

#### **Project Implementation:**

The evaluation team will examine the quality and timeliness in regard to:

1. the delivery of inputs specified in the project document, including selection of sub-projects, institutional arrangements, interest of beneficiaries, the scheduling and actual implementation.
2. the fulfilment of the success criteria as outlined in the project document.
3. the responsiveness of the project management to significant changes in the environment in which the project functions (both facilitating or impeding project implementation).

4. lessons from other relevant projects if incorporated in the project implementation.
5. the monitoring and backstopping of the project as expected by the Government and UNDP.
6. the delivery of Government counterpart inputs in terms of personnel, premises and indigenous equipment.
7. the project's collaboration with industry associations, private sector and civil society.

#### Project Performance:

1. whether the management arrangements of the project were appropriate.
2. whether the project resources (financial, physical and manpower) were adequate in terms of both quantity and quality.
3. whether the project resources are used effectively to produce planned results.
4. whether the project is cost-effective compared to similar interventions.
5. whether the technologies selected (any innovations adopted, if any) were suitable.
6. the role of UNDP Country Office and its impact (positive and negative) on the functioning of the project.

#### Results/Success of the project applied to each Specific Outcomes and Outputs:

The overall outputs and their meaning are as defined in the project document that should form the main basis for this evaluation. In addition to the mid-term targets in the logical framework, the details of the specific project impact to be provided are:

1. what are the major achievements of the project vis-à-vis its objectives, outcomes and outputs.
2. what are the potential areas for project success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.
3. what major issues and problems affected the implementation of the project, and what factors could have resolved them.
4. given an opportunity, what actions the evaluation team members would recommend to ensure that this potential for success translates into actual success.
5. level of institutional networking achieved and capacity development of key partners, if being done in a structured manner at different stages – from inception to implementation.
6. environmental impacts (positive and negative) and remedial actions taken, if relevant.
7. social impacts, including impact on the lives of women at each demonstration site.
8. any underlying factors, beyond control, that are influencing the outcome of the project.

## EVALUATION METHODOLOGY



The evaluation will start with a desk Evaluation of project documentation including but not limited to the Project Document, Project Inception Report, Minutes of all Steering Committee meetings including other relevant meetings, Project Implementation Report (PIR/APR), Quarterly Operational Reports, and other internal documents such as the consultant and financial reports, as well as, all the project publications.

The exercise will include field visit to the project site or interviews (by phone if necessary) with key individuals both within the project, the federal and state government offices, donor representatives, other key stakeholders, including NGOs, as well as implementing agency personnel including the National Project Director, and the remaining project personnel. The Evaluation Mission is also expected to view the on-going situation, meet local leaders, and local government officials.

The evaluation methodology should be clearly documented in the mid term evaluation report including comprehensive review of the following:

- Documents reviewed
- Interviews conducted
- Consultations held with all key stakeholders
- Project sites visited
- Techniques and approaches used for data gathering, verification and analysis

## **EVALUATION TEAM**

The MTE team will consist of two persons; an international consultant specializing in marine/coastal resources management and/or marine tourism, and a national expert specialising in marine biodiversity/natural resource economics/environmental economics. The international consultant will be designated as the team leader who will have the overall responsibility of organising and completing the MTE , and submitting the final MTE report. The national consultant will provide supportive role both in terms of professional back up, translation, and facilitating local meetings. Under the guidance and close consultations with Ministry of Natural Resources and Environment, Department of Marine Parks Malaysia, and UNDP Malaysia, all consultants will evaluate the relevant documents for a few days at their respective stations before carrying out field visits and meeting the stakeholders.

### *International consultant (team leader)*

- Academic and/ or professional background in natural/marine and coastal resources/ protected area management or related fields.
- Familiar with integrated conservation development projects in developing countries, particularly in Asia, either through managing or evaluating donor□funded projects.



- Substantive knowledge of participatory monitoring & evaluation processes is essential and experience with marine parks and/or marine tourism related experience is an advantage;
- Experience in the evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors. A demonstrated understanding of GEF principles and expected impacts in terms of global benefits is essential;
- Excellent English writing and communication skills. Demonstrated ability to assess complex situations in order to succinctly and clearly screen critical issues and draw forward-looking conclusions.
- Experience leading small multi-disciplinary, multi-national teams to deliver quality products in high stress, short deadline situations.

#### *National consultant*

- Academic background in natural/marine and coastal resource management or related fields
- Knowledge monitoring and evaluation and working experiences in evaluating conservation and development projects;
- Demonstrate understanding of both conservation and development decision-making processes, at national and provincial level is essential.
- Knowledge of participatory and community participation;
- Proficient English writing and communication skills. Ability to act as translator for international counterpart
- Experience with the United Nations or other development agencies is an advantage.

### **PROPOSED SCHEDULE**

The Mid-Term Evaluation will take place between 21 Nov- 2 Dec 2010 and it requires desk evaluation with the Project Support Unit and UNDP, field visit to the project site and consultations with various stakeholders. The draft Final Report should be submitted to UNDP for circulation to relevant agencies within two (2) weeks after the completion of the Evaluation. The Evaluation Team Leader will finalise the report within two weeks upon receiving comments and feedbacks from stakeholders compiled by UNDP/GEF. Detailed schedule will be prepared by UNDP in consultation with the Executing and Implementing Agencies.

### **REPORTING:**

The evaluation team will report directly to UNDP Malaysia. The consultant shall work in close collaboration with the PSU and the DMPM. The consultant will prepare and submit the draft report of the evaluation to UNDP. A presentation and debriefing of the report to UNDP, the project beneficiaries (executing and implementing agencies) as part of the combined wrap-up workshop for the evaluation. The reporting schedule will be finalized during the inception meeting between the evaluation team and key stakeholders.

## **SAMPLE OUTINE OF THE MID TERM EVALUATION REPORT**

### **Executive Summary**

- ☐ Brief description of project
- ☐ Context and purpose of the evaluation
- ☐ Main conclusions, recommendations and lessons learned.

### **Introduction**

- ☐ Purpose of the evaluation
- ☐ Key issues addressed
- ☐ Methodology of the evaluation
- ☐ Structure of the evaluation

### **The project and its development context**

- ☐ Project start and its duration
- ☐ Problems that the project seeks to address
- ☐ Immediate and development objectives of the project
- ☐ Main stakeholders
- ☐ Outcomes/ Results expected

### **Findings and Conclusions**

- ☐ Project formulation
- ☐ Implementation approach
- ☐ Country Ownership/Driveness
- ☐ Stakeholder participation
- ☐ UNDP comparative advantage
- ☐ Linkages between project and other interventions
- ☐ Management arrangements

### **Implementation**

- ☐ Financial Planning
- ☐ Monitoring and evaluation
- ☐ Execution and implementation modalities
- ☐ Management by the UNDP country office
- ☐ Coordination and operational issues

### **Results**

- ☐ Attainment of objectives, outcomes and outputs
- ☐ Sustainability beyond the Project Life Cycle
- ☐ Contribution to capacity building/development, sub-regional and national development

### **Recommendations**

- ☐ Corrective actions for the design, implementation, monitoring and evaluation of the next phases of the Project.
- ☐ Actions to follow up or reinforce initial benefits from the project and relevance for inclusion in future initiatives
- ☐ Proposals for future directions underlining main objectives.

### **Lessons Learned**

- ☐ Best and worst practices in addressing issues relating to relevance, performance and success of the project.

## Appendix 2: List of interviewees and itinerary

### Mid-term Review

#### Conserving Marine Biodiversity through Enhanced Marine Park Management and Sustainable Island Development

##### UNDP Meeting (Briefing)

**Date:** 22 Nov 2010 (10am-4pm)

**Venue:** UNDP Malaysia, Wisma UN, Damansara Height, Kuala Lumpur, Malaysia

	Name	Agency	Position
1.	Haramalau Ragavan	UNDP Malaysia	Programme Manager
2.	Jo Breese	TRCNZ	Intl Consultant
3.	Yusri Yusuf	Uni Malaysia Terengganu	Local Consultant

##### Stakeholder Meeting

**Date:** 23 Nov 2010 (10am-12pm)

**Venue:** Meeting Room JED, DMPM, PutraJaya, Malaysia

	Name	Agency	Position
1.	Kamarruddin Ibrahim	DMPM	Deputy Director General
2.	Ab Rahim Gor Yaman	DMPM	National Project Director
3.	Nur Hidayah Saiful Annur	DMPM	Project Officer
4.	Normah Said	Dept Marine Park	Johor State Director
5.	Mohd Kamarul Othman	DMPM	Project Officer
6.	Noor Aznimm Zahariman	UNDP Malaysia/DMPM	Communications Officer
7.	Mustaffar Mohamud	DMPM	Marine Park Officer
8.	Farhana Norman	DMPM	Marine Park Officer
9.	Anuar Deraman	DMPM	Marine Park Officer
10.	Izarenah Md Repin	Dept Marine Park	Pahang State Director
11.	Zamzurina Zulkifli	NRE	Assistant Secretary

	Name	Agency	Position
12.	Halijah Mat Sin	DMPM	Director
13.	Norizan Mohd Mazlan	UNDP Malaysia/DMPM	National Project Manager
14.	Hariramalu Ragavan	UNDP Malaysia	Programme Manager
15.	Roshamiza Ishak	DMPM	Project Officer
16.	Bahrinah Bahrim	Dept Marine Park	Terengganu State Director
17.	Helena Lai Lawrence	UNDP Malaysia/DMPM	Finance Assistance
18.	Noor Ikhwanie Zainal	DMPM	Marine Park Officer
19.	Azizul Fariha Ghazali	DMPM	Marine Park Officer
20.	Fitra Aizura Zulkifli	DMPM	Marine Park Officer
21.	Saliah Mohd Shafari	DMPM	Marine Park Officer
22.	Jo Breese	TRCNZ	Consultant
23.	Yusri Yusuf	Uni Malaysia Terengganu	Consultant

### Stakeholder Meeting

**Date:** 24 Nov 2010 (10am-1pm)

**Venue:** Timotel Hotel, Mersing, Johor, Malaysia

	Name	Agency	Position
1.	Hjh Ramlah Abd Majid	Wildlife Dept	State Assistant Director
2.	Normah Said	Dept Marine Park	Johor State Director
3.	Ir. Kamarudin Sahibun	DID Johor	State Assistant Director
4.	Mohd Fazli Haidzer	JNPC	Asst Director
5.	Rahaman Ali	Pulau Tinggi	Head of Village
6.	Mohd Najib Rahaman	Johor Dept of Town and Country Planning	Technician
7.	Sasikin Mansor	Johor Dept of Town and Country Planning	Technician
8.	Hariramalu Ragavan	UNDP Malaysia	Programme Manager
9.	Jo Breese	TRCNZ	Consultant
10.	Yusri Yusuf	Uni Malaysia Terengganu	Consultant

### Stakeholder Meeting

**Date:** 24 Nov 2010 (3pm-5pm)

**Venue:** Marine Park Centre, Mersing, Johor, Malaysia

	Name	Agency	Position
1.	Normah Said	Dept Marine Park	Johor State Director

### Stakeholder Meeting

**Date:** 25 Nov 2010 (3pm-5pm)

**Venue:** Marine Park Center, Tioman Island, Pahang, Malaysia

	Name	Agency	Position
1.	Navari Vejayaratnam	NRE	Officer
2.	Noor Shahnayati Ahmad Shukri	DOE, Pahang	Officer
3.	Saniah Rahimi	Kg Genting *(Kg = village)	
4.	Khadijah Hassan	Kg Tekek	Rakan Park
5.	Abidah Ariffin	Berjaya Resort	
6.	Erwan Hanim	Berjaya Resort	
7.	Zurkarnain A Hamid		AJK Tmn Laut, JKKK
8.	Che Mohd Khir Omar	DMPM	Officer in Charge
9.	Abd Wahab Hussin	Kg Mukut	
10.	Mat Zin Mat Arif	Kg Air Batang	
11.	Kamarozzaman Ismail	Kg Tekek	Head of Village
12.	Aris Ali Bahri	Kg Mukut	Head of Village
13.	Hapizan Mahmud	Kg Mukut	Rakan Park
14.	Suyono Rajiman	Kg Mukut	
15.	Zahid Othman	Kg Mukut	
16.	Mohd Azrul Mohd Azmi	Malaysian Tourism Board	Officer
17.	Abd Kadir Harun	Kg Salang	Head of Village
18.	Mahadi Othman	Kg Genting	Suzila Batik
19.	Mahadi Mah Hassan	TDA	Officer
20.	Mohd Tarmin Julkamar	TDA	Officer

	Name	Agency	Position
21.	Hairil Abd Rahim	BTBR	
22.	Hariramalu Ragavan	UNDP Malaysia	Programme Manager
23.	Jo Breese	TRCNZ	Consultant
24.	Yusri Yusuf	Uni Malaysia Terengganu	Consultant

### Stakeholder Meeting

**Date:** 25 Nov 2010 (9pm-10pm)

**Venue:** Marine Park Center, Tioman Island, Pahang, Malaysia

	Name	Agency	Position
1.	Izarenah Md Repin	Dept Marine Park	Pahang State Director

### Stakeholder Meeting (Marine Park Staffs)

**Date:** 26 Nov 2010 (9am-11pm)

**Venue:** Marine Park Center, Tioman Island, Pahang, Malaysia

	Name	Agency	Position
1.	Noormunira Awang Mat	DMPM	General worker
2.	Mohd Rafiq Mohd Idrus	DMPM	Deckhand
3.	Amier Hamzah Abd Rahim	DMPM	Deckhand
4.	Abdul Hadi Roslan	DMPM	Deckhand
5.	Hashim Chek	DMPM	General worker
6.	Abdul Hafiz Shaari	DMPM	Deckhand
7.	Wan Noor Huzir Wan Nordin	DMPM	Deckhand
8.	Abd Manap Abdullah	DMPM	Deckhand
9.	Izarenah Md Repin	DMPM	Pahang State Director
10.	Ahmad Ulum	DMPM	Deckhand

### Stakeholder Meeting (Marine Park Staffs)

**Date:** 26 Nov 2010 (11am-1130am)

**Venue:** Marine Park Center, Tioman Island, Pahang, Malaysia

	Name	Agency	Position
1.	Ahmad Ulum	DMPM	Deckhand

### Stakeholder Meeting (Marine Park Redang Stakeholders)

**Date:** 28 Nov 2010 (10am-1230pm)

**Venue:** Grand Continental Hotel, Kuala Terengganu, Terengganu, Malaysia

	Name	Agency	Position
1.	Mohd Milzam Nur Anuar	State Secretary, Terengganu	Deputy Secretary
2.	Rudy Lew Hin Fah	Coral Redang Resort	Resort Operator
3.	Mazlan Mohd Noor	Reef Redang Resort	Resort Supervisor
4.	Rohimah Ayub	Dept of Environment	Asst Director
5.	Mazshida Ruslail	PKPL Terengganu	Asst Director
6.	Sahak Che Abdulah	Dept of Irrigation and Drainage	Asst Director
7.	Yap Chuan Bin	Ayu Mayang Resort	Resort Owner
8.	Lorenz Law	PPKRT	Secretary

### Stakeholder Meeting (Marine Park Redang Staffs)

**Date:** 28 Nov 2010 (3pm-5pm)

**Venue:** Grand Continental Hotel, Kuala Terengganu, Terengganu, Malaysia

	Name	Agency	Position
1.	Abdullah Ibrahim	DMPM	Deckhand
2.	Ton Abdullah Ton Taib	DMPM	Fisheries Assistant
3.	Tuan Halizan Tuan Kub	DMPM	Fisheries Assistant
4.	Mazelan Mamat	DMPM	Deckhand
5.	Mohd Azro Mohd Nor	DMPM	Deckhand

	Name	Agency	Position
6.	Bahrinah Bahrim	DMPM	State Director
7.	Shahrul Abu Yusuf	DMPM	General Worker
8.	Rosilawati Jambol	DMPM	Clerical Assistant
9.	Mohd Zamri Mahmood	DMPM	General Worker
10.	Azizul Azuan Ab Aziz	DMPM	Clerical Assistant

### Stakeholder Meeting (PMU)

**Date:** 30 Nov 2010 (215pm-5pm)

**Venue:** Dept of Marine Park Malaysia, Putrajaya, Malaysia

	Name	Agency	Position
1.	Abdul Rahim Gor Yaman	DMPM	Director Enforcement & Licensing Division, DMPM/National Projek Director
2.	Norizan Bt. Mohd Mazlan	UNDP Malaysia/DMPM	Project Manager
3.	Noor Aznimm Zahariman	UNDP Malaysia/DMPM	Communications Officer

### Stakeholder Meeting (PMU)

**Date:** 3 Dec 2010 (3pm-5pm)

**Venue:** Dept of Marine Park Malaysia, Putrajaya, Malaysia

	Name	Agency	Position
1.	Mohd Kamarul B. Othman	DMPM	Project Officer
2.	Intan Suhana Idris	UNDP Malaysia/DMPM	Administrative Assistant
3.	Roshamiza	DMPM	Project Officer
4.	Nur Hidayah Bt. Saiful Annur	DMPM	Project Officer



### Stakeholder Meeting (NGO - Reefcheck Malaysia)

**Date:** 2 Dec 2010 (930am-1140am)

**Venue:** Wisma Central, Kuala Lumpur, Malaysia

	Name	Agency	Position
1.	Julian Hyde	Reef Check Malaysia	General Manager
2.	Ummi Haslinda	Reef Check Malaysia	EcoAction Programme Manager
3.	Daniel Lee	Reef Check Malaysia	Outreach Programme Manager
4.	Ruth Yap	Reef Check Malaysia	Programme Manager

### Stakeholder Interview (Telephone)

	Name	Date/Time	Agency
1.	Mohamed Nazari Jaafar	30 Nov 2010 330pm-400pm	UPUM
2.	Dr Badrul Hisham Kassim	25 Nov 2010 9am-945am	Johor Economic Planning Unit
3.	Nazri	1 Dec 2010 3pm-320pm	Redang Village
4.	Dr Sukarno Wagiman	1 Dec 2010 515pm-530pm	DMPM
5.	Izarenah Md Repin	1 Dec 2010 600pm-630pm	DMPM
6.	Dr Arun Venkataraman	2 Dec 2010 (515pm-530pm)	WWF Malaysia

### UNDP Meeting (Debriefing)

**Date:** 2 Dec 2010 (2pm-5pm)

**Venue:** UNDP Malaysia, Wisma UN, Damansara Height, Kuala Lumpur, Malaysia

	Name	Agency	Position
1.	Hariramalu Ragavan	UNDP Malaysia	Programme Manager
2.	Jo Breese	TRCNZ	Intl Consultant
3.	Yusri Yusuf	Uni Malaysia Terengganu	Local Consultant

## **APPENDIX 3: NSC and SSC MEMBERSHIP**

### **NSC Members**

1. Secretary General, Ministry of Natural Resources and Environment (NRE) – Chairperson
2. Director General, DMPM
3. UNDP Malaysia
4. Representative from NRE (previously Conservation and Environmental Management Division, now Biodiversity & Forestry Management Division)
5. Legal Unit, NRE
6. Ministry of Agriculture & Agro-Based Industry Malaysia (MOA)
7. Ministry of Housing & Local Government (KPKT)
8. Ministry of Finance
9. Ministry of Tourism
10. Economic Planning Unit
11. State Economic Planning Unit (Terengganu, Johor, Pahang)
12. Terengganu Riverine and Coastal Authority (TREVICOSTA)
13. Tioman Development Authority (TDA)
14. Johor National Parks Corporation (JNPC)
15. Department of Environment
16. Department of Irrigation & Drainage
17. Department of Wildlife and National Parks Peninsular Malaysia (PERHILITAN)
18. Forestry Department Peninsular Malaysia
19. Department of Fisheries
20. Fisheries Development Authority of Malaysia (LKIM)
21. Sewerage Service Department
22. National Solid Waste Management Department
23. Department of Town and Country Planning (JPBD)
24. Malaysia Maritime Enforcement Agency (MMEA)
25. Marine Department Malaysia
26. Sabah Parks
27. Malaysian Environmental NGOs (MENGO)
28. Coral Malaysia
29. Malaysian Nature Society
30. WWF-Malaysia
31. Business Council for Sustainable Development Malaysia

### **Johor SSC Members**

1. Deputy Director, Johor EPU – Chairperson
2. DMPM
3. Johor DMP Office
4. UNDP Malaysia

5. Johor National Parks Corporation
6. Ministry of Tourism Malaysia, Johor Office
7. Mersing District Council
8. Mersing Land Office
9. Mersing District Office
10. Marine Department Southern Region
11. Department of Wildlife and National Parks, Johor
12. State Forestry Department, Johor
13. Department of Environment, Johor
14. Johor Fisheries Office
15. Johor Department of Irrigation and Drainage
16. Sewerage Services Department, Southern Unit
17. Department of Town and Country Planning, Johor
18. Johor Biotechnology and Biodiversity Corporation
19. National Water Services Commission, Southern Office
20. East Coast Economic Region Secretariat

#### **Pahang SSC Members**

1. Director, Pahang EPU – Chairperson
2. DMPM
3. Pahang DMP Office
4. UNDP Malaysia
5. Tioman State Assemblyman
6. Ministry of Tourism Malaysia, Pahang Office
7. Tioman Development Authority
8. Rompin District & Land Office
9. Malaysia Maritime Enforcement Agency (APMM) Eastern Region
10. Marine Department Eastern Region
11. Department of Wildlife and National Parks, Pahang
12. State Forestry Department, Pahang
13. Department of Environment, Pahang
14. Sewerage Services Department, Eastern Unit
15. Pahang Fisheries Office
16. Pahang Department of Irrigation and Drainage
17. Department of Town and Country Planning, Pahang
18. Pahang State Education Department
19. Tioman Local representative: Penghulu

#### **Terengganu SSC Members**

1. Director, Terengganu EPU – Chairperson
2. DMPM
3. Terengganu DMP Office
4. UNDP Malaysia
5. Ministry of Tourism Malaysia, Terengganu Office
6. TREVICOSTA

7. Kuala Terengganu City Council
8. Malaysia Maritime Enforcement Agency (APMM) Eastern Region
9. Marine Department Eastern Region
10. Department of Wildlife and National Parks, Terengganu
11. State Forestry Department, Terengganu
12. Department of Environment, Terengganu
13. Terengganu Fisheries Office
14. Terengganu Department of Irrigation and Drainage
15. Department of Sewerage Services
16. Department of Town and Country Planning, Terengganu

## APPENDIX 4: Photographs of the mid-term evaluation



Briefing with DMPM



With stakeholders in Johor



Johor Marine Education Centre



Pulau Tioman Leader of Villages



On Pulau Tioman



Marine Park Director - Pehang



SSC – Terengganu



Marine Park Officers – Pulau Redang

## Appendix 5: Documents reviewed and References

### Documents reviewed:

- Project Document
- Inception Report

- Financial reports:
  - Annual work plan
  - Audit report
  - Financial report CDR
  - GOM expenses
- Consultants:
  - Monthly reports
  - Quarterly reports
  - Presentation reports for each outcome
- Minutes:
  - MMP
  - PRC
  - NSC
  - SSC
- Progress reports:
  - PIR
  - Quarterly reports
- Policy:
  - GEF Monitoring & Evaluation Policy 2006
  - The Evaluation Policy of UNDP 2006
  - UNDP Programme and Project Policy

#### **Other references:**

Guidelines for Management Planning of Protected Areas  
 Lee Thomas and Julie Middleton, Adrian Phillips, Series Editor  
 World Commission on Protected Areas (WCPA)  
 Best Practice Protected Area Guidelines Series No. 10 IUCN – The World  
 Conservation Union 2003

Management of Bleached and Severely Damaged Coral Reefs  
 Susie Westmacott, Kristian Teleki, Sue Wells and Jordan West, IUCN 2000

Coastal/Marine Tourism Trends in the Coral Triangle and Strategies for  
 Sustainable Development Interventions  
 Prepared by: Alice Crabtree, PhD Port Douglas, Australia  
 On behalf of Center on Ecotourism and Sustainable Development  
 A Nonprofit Research Organization Stanford University and Washington, DC  
 Nov 2007

A PRACTICAL GUIDE TO GOOD PRACTICE: Managing Environmental  
 Impacts In The Marine Recreation Sector



The Center for Environmental Leadership in Business (CELB), The Coral Reef Alliance (CORAL) and The Tour Operators' Initiative (TOI) and ICRAN

How is your MPA doing? A Guidebook of Natural and Social Indicators for Evaluating

Marine Protected Area Management Effectiveness Robert S. Pomeroy  
John E. Parks Lani M. Watson , IUCN 2004

Sustainable Tourism in Protected Areas: Guidelines for Planning and Management

Paul F. J. Eagles, Stephen F. McCool and Christopher D. Haynes  
Prepared for the United Nations Environment Programme, World Tourism Organization and IUCN – The World Conservation Union

Adrian Phillips, Series Editor World Commission on Protected Areas (WCPA)

Best Practice Protected Area Guidelines Series No. 8 IUCN 2002

<http://www.coraltrianglecenter.org/>

<http://www.cti-secretariat.net/>

<http://www.pemsea.org/programmes-and-projects/sds-sea-implementation>

<http://reefcheck.org/default.php>

