

GEF Country Portfolio Evaluation: The Philippines (1992–2007)

MARCH 2008



**Global Environment Facility
Evaluation Office**

GEF Country Portfolio Evaluation: The Philippines (1992–2007)

March 2008

(The main findings and recommendations of this evaluation were presented to the GEF Council in June 2007.)

Evaluation Report No. 36

© 2008 Global Environment Facility Evaluation Office
1818 H Street, NW
Washington, DC 20433
Internet: www.gefeo.org
Email: gefevaluation@thegef.org

All rights reserved.

The findings, interpretations, and conclusions expressed herein are those of the authors and do not necessarily reflect the views of the GEF Council or the governments they represent.

The GEF Evaluation Office does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of the GEF concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this work is copyrighted. Copying and/or transmitting portions or all of this work without permission may be a violation of applicable law. The GEF encourages dissemination of its work and will normally grant permission promptly.

ISBN 10: 1-933992-08-5

ISBN-13: 978-1-933992-08-2

Credits

Director of the GEF Evaluation Office: Robert D. van den Berg

Task Manager: Claudio R. Volonté, Chief Evaluation Officer, GEF Evaluation Office

Evaluation Team: Arne Jensen and Aage Jorgensen, NORDECO

Editing and design: Nita Congress

Printing: Graphic Communications

Cover photo: Sunrise in Bohol, by Anna Viggh, GEF Evaluation Office

Evaluation Report No. 36

A FREE PUBLICATION

Contents

Abbreviations	vi
Foreword	vii
Acknowledgments	viii
1. Main Conclusions and Recommendations	1
1.1 Background.....	1
1.2 Conclusions.....	2
1.3 Recommendations.....	7
1.4 Observations.....	9
Notes	9
2. Description of the Evaluation	10
2.1 Background.....	10
2.2 Objectives.....	11
2.3 Key Questions	12
2.4 Focus and Limitations	12
2.5 Methodology.....	13
Notes	14
3. Context of the Evaluation	15
3.1 General Description.....	15
3.2 Environmental Resources in Key GEF Support Areas.....	16
3.3 The Environmental Legal and Policy Framework	20
Notes	25
4. Activities Funded by the GEF in the Philippines	26
4.1 Activities Considered in the Evaluation.....	27
4.2 Evolution of GEF Funding to the Philippines	33
Note	34
5. Results of GEF Support to the Philippines	35
5.1 Global Environmental Impacts	35

5.2	Catalytic and Replication Effects	44
5.3	Capacity Building and Institutional Sustainability	45
	Notes	46
6.	Relevance of GEF Support to the Philippines	47
6.1	Relevance to Country’s Sustainable Development Agenda and Environmental Priorities.....	47
6.2	Relevance to Country’s Development Needs and Challenges	49
6.3	Relevance to National Action Plans within GEF Focal Areas.....	50
6.4	Relevance to Global Environmental Indicators.....	51
6.5	Relevance of the GEF Portfolio to Other Global and National Organizations.....	52
	Note.....	52
7.	Efficiency of GEF-Supported Activities in the Philippines	54
7.1	Time and Effort in Project Development and Implementation	54
7.2	Stakeholder Roles and Responsibilities in Project Implementation.....	56
7.3	The GEF Focal Point Mechanism in the Philippines	58
7.4	Lessons Learned across GEF Projects	60
7.5	Synergies among GEF Stakeholders and Projects.....	61
	Notes	61
Annexes		
A.	Terms of Reference.....	63
B.	Evaluation Matrix.....	70
C.	GEF-Funded Activities in the Philippines.....	72
D.	GEF-Funded Activities Not Included in Evaluation.....	74
E.	People Interviewed and Workshop Participants	75
F.	Literature Reviewed.....	79
G.	Global and Local Benefits: Achievements at the Project Level	87
H.	ODA to the Philippines, 1991–2005	96
I.	Description and Results of Completed Projects Included in Evaluation	98
J.	Relevance of GEF Support to National Development Plans	106
K.	Relevance of GEF Support to National Environmental Framework	108
L.	Management Response.....	110
M.	Country Response	112
References		114
Figures		
1.1	GEF Funding for All GEF Activities in the Philippines by Focal Area, Agency, and SGP.....	2
1.2	GEF Funding for All GEF Activities in the Philippines by Modality and Agency.....	2
3.1	Philippine Legal Framework.....	21
4.1	GEF Funding in the Philippines by GEF Agency and Focal Area	29
4.2	Distribution of GEF Funding in the Philippines by GEF Agency.....	29

4.3	GEF Funding in the Philippines by National Executing Agency.....	30
4.4	GEF Support by National Executing Agency.....	30
4.5	GEF Support to the Philippines by Focal Area.....	30
4.6	Status of SGP Projects as of December 2006.....	33
4.7	Distribution of GEF Funding across GEF Phases	33
4.8	International Bilateral Aid Commitments to the Philippines, 1991–2005.....	34
5.1	Percentage Change in Forest Area by Type, 1990–2000.....	39
7.1	GEF Activity Cycle	54
7.2	Current Coordination Mechanism for the GEF OFP (2007)	59

Tables

2.1	Focus of Evaluation by Project Status.....	13
3.1	Socioeconomic Data for the Philippines.....	15
3.2	Diversity, Endemism, and Threatened Species in the Philippines.....	16
3.3	Projected Changes in CO ₂ Emissions, 1990–2020	17
3.4	Number of Marine Protected Areas by Size Distribution	19
3.5	Legal Framework for the Philippines Environment Sector	22
3.6	Major International Conventions and Treaties Ratified by the Philippines.....	24
4.1	GEF-Supported Activities in the Philippines Included in the Evaluation.....	27
4.2	Main Objectives of GEF-Supported Activities Included in the Evaluation.....	31
4.3	Number of Projects by Focal Area and SGP Phase	32
4.4	SGP Funding for Full Projects and Planning Grants, by Focal Area	32
4.5	Cofinancing Total and Ratio by GEF Replenishment Period.....	34
5.1	Biogeographic Distribution of GEF Funding to Biodiversity-Specific Projects in the Philippines, 1992–2006.....	37
6.1	Selected GEF-Supported Projects Relative to Other National and International Support	53
7.1	Duration in Days of the Activity Cycle in GEF-Supported FSPs in the Philippines	55
7.2	Planned and Actual Duration of FSPs and MSPs in the Philippines.....	56
7.3	GEF-Supported Activities in the Philippines Executed by NGOs and the Private Sector.....	57

Abbreviations

ADB	Asian Development Bank	NGO	nongovernmental organization
ALGAS	Asia Least-Cost Greenhouse Gas Abatement Strategy	NIPAS	National Integrated Protected Areas System
CEO	Chief Executive Officer	NPC	National Power Company
CO ₂	carbon dioxide	ODA	official development assistance
CEPF	Critical Ecosystem Partnership Fund	OFP	operational focal point
DENR	Department of Environment and Natural Resources	PBB	polybrominated biphenyl
DOE	Department of Energy	PCB	polychlorinated biphenyl
EDC	Energy Development Corporation	PDF	project development facility
ExA	Executing Agency	PEMSEA	Partnership in Environmental Management for the Seas of East Asia
FSP	full-size project	PNOC	Philippine National Oil Company
GEF	Global Environment Facility	POP	persistent organic pollutant
GHG	greenhouse gas	RAF	Resource Allocation Framework
IA	Implementing Agency	SGP	Small Grants Programme
IFC	International Finance Corporation	UNCED	United Nations Conference on Environment and Development
IUCN	International Union for the Conservation of Nature and Natural Resources	UNDP	United Nations Development Programme
M&E	monitoring and evaluation	UNFCCC	United Nations Framework Convention on Climate Change
MSP	medium-size project	UNIDO	United Nations Industrial Development Organization
MTDP	medium-term development plan	WWF	World Wildlife Fund
NEDA	National Economic and Development Authority		

Foreword

This report is the second in a series of country portfolio evaluations produced by the Evaluation Office of the Global Environment Facility (GEF). Using the country as the unit of analysis, these evaluations examine the totality of GEF support across all GEF Agencies and programs. The GEF Council had two objectives in undertaking such studies: (1) to gain knowledge on the results of GEF-supported activities and how they are implemented and (2) to evaluate how GEF-supported activities fit into national strategies and priorities as well as within GEF-mandated global environmental objectives.

The approach was piloted in a 2005–06 evaluation of GEF support in Costa Rica during 1992–2005. Based on this experience, in October 2006, the Evaluation Office prepared standard terms of reference for country portfolio evaluations, delineating objectives, main questions, scope, and methodology. Country portfolio evaluations are conducted fully and independently by the Evaluation Office and, when possible, in partnership with other evaluation offices of GEF Agencies, governments, and nongovernmental organizations.

The Philippines was selected for evaluation on the basis of several strategic criteria and to maximize opportunities for synergy with other ongoing evaluations. Review of these criteria indicated that the Philippines is very relevant to the GEF because of its historically large and diverse portfolio, including projects in all focal areas with at least

seven completed projects with important results. Furthermore, the country will receive allocations in both climate change and biodiversity in GEF-4 (2006–10), and is one of the longest running participants in the GEF Small Grants Programme. All relevant GEF Agencies have been engaged in GEF-supported activity in the Philippines, and the environmental sector is an essential part of the country's national sustainable development agenda.

The Philippine country portfolio evaluation shows how the Philippines and the GEF have worked successfully as partners in seeking to reverse the decline in global environmental conditions. The Philippines has received GEF financial support since 1992 for a variety of activities conducted in collaboration with GEF Agencies. These activities have enabled the Philippines to produce a number of global environmental benefits, particularly in offsetting greenhouse gas emissions, slowing the depletion of several threatened species, increasing local incomes, encouraging sustainable use of natural resources, and developing best practices in both renewable energy and biodiversity conservation. However, declining environmental trends and lack of compliance endanger these achievements.



Rob van den Berg
Director, Evaluation Office

Acknowledgments

This report was prepared by a team led by Claudio Volonté, Chief Evaluation Officer of the GEF Evaluation Office, and consisting of two consultants from NORDECO, Arne Jensen and Aage Jorgensen.

Representatives of the Philippine Department of Environment and Natural Resources—Analiza Teh and her team, including Cristina Regunay, Liezell Bobadilla, and their colleagues—provided full cooperation and participated actively in this evaluation. The Evaluation Office is particularly thankful to them for facilitating access to GEF stakeholders. The team is also grateful for the field mission support provided by staff from the United

Nations Development Programme, the World Bank, and the Small Grants Programme.

A draft document was presented in a workshop on April 10, 2007, in Manila to national stakeholders, including representatives of the national government, GEF Agencies, nongovernmental organizations, and other civil society partners. Feedback was very constructive, and the comments received have been incorporated in this evaluation report. The Evaluation Team would like to thank the workshop attendees for their participation and feedback, which helped improve the quality of the final document. The Evaluation Office remains fully responsible for the contents of the report.

1. Main Conclusions and Recommendations

1.1 Background

The Philippines has been a long-standing partner of the Global Environment Facility (GEF), having received GEF financial support since 1992 through a variety of projects and activities in collaboration with the GEF Agencies, government agencies, and civil society.

The evaluation of GEF support to the Philippines took place from December 2006 to April 2007 in accordance with the standard terms of reference for GEF country portfolio evaluations developed by the GEF Evaluation Office in October 2006 (see annex A). The evaluation was conducted by staff of the GEF Evaluation Office and a team of international and local consultants. The objectives of the evaluation were to provide the GEF Council with an assessment of how the GEF is implemented in the Philippines. The evaluation examined results from projects and assessed how these projects are linked to national environmental and sustainable development strategies as well as to the GEF mandate of generating global environmental benefits within its focal areas. It did not address the question of how well the country's GEF portfolio matches the guidance of the conventions to which the Philippines is a party.¹

The Philippines was selected for evaluation through, first, a stratified randomized selection process and then by a set of strategic criteria in which opportunities for synergies with ongoing

evaluations by the Evaluation Office played a role. Factors in its selection include the following:

- The Philippines has been one of the largest country recipients of GEF support.
- It will receive country Resource Allocation Framework (RAF) allocations in both climate change and biodiversity.
- The GEF Small Grants Programme (SGP) has been established in the country for many years, making it one of the longest running SGP country programs.
- All relevant GEF Agencies have been engaged in the country.
- The environment sector is an essential part of the national sustainable development agenda.

The evaluation methodology included a combination of qualitative and quantitative methods and tools; these included a review of existing information, extensive interviews with key GEF stakeholders, a major consultation workshop, and visits to sites of selected GEF-supported projects. The evaluation explored three key questions:

- Is GEF support relevant to the Philippine national development agenda and environmental priorities and to the GEF mandate?
- Is GEF support efficient as indicated by the time, effort, and money needed to develop and implement GEF projects, and to develop syner-

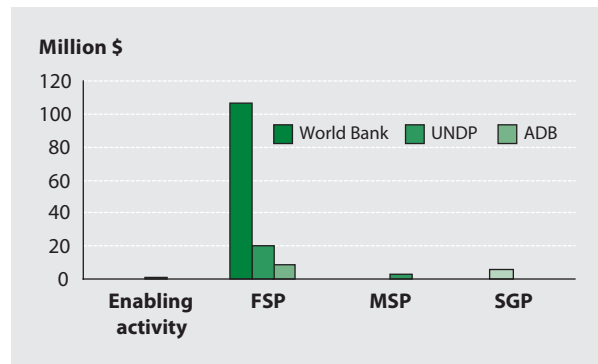
gies and partnerships among GEF projects and between GEF and government agencies as well as other GEF stakeholders?

- What are the results of the GEF support?

The evaluation focused on 30 national projects, the SGP, and a few selected regional projects in which the Philippines participates, for a total estimated GEF investment of \$145 million.² These activities were approved by the GEF Council or GEF Chief Executive Officer (CEO) between 1992 and December 2006 (that is, from the GEF pilot phase to the end of GEF-3); projects in the pipeline for GEF-4 (2006–10) were not included. These activities have been implemented primarily by two GEF Agencies, the World Bank and the United Nations Development Programme (UNDP). Recently, the United Nations Industrial Development Organization (UNIDO) and the Asian Development Bank (ADB) have begun implementation of GEF projects.³ Figures 1.1 and 1.2 show the distribution of GEF projects in the Philippines by Agency and, respectively, focal area and modality.

Figure 1.2

GEF Funding for All GEF Activities in the Philippines by Modality and Agency



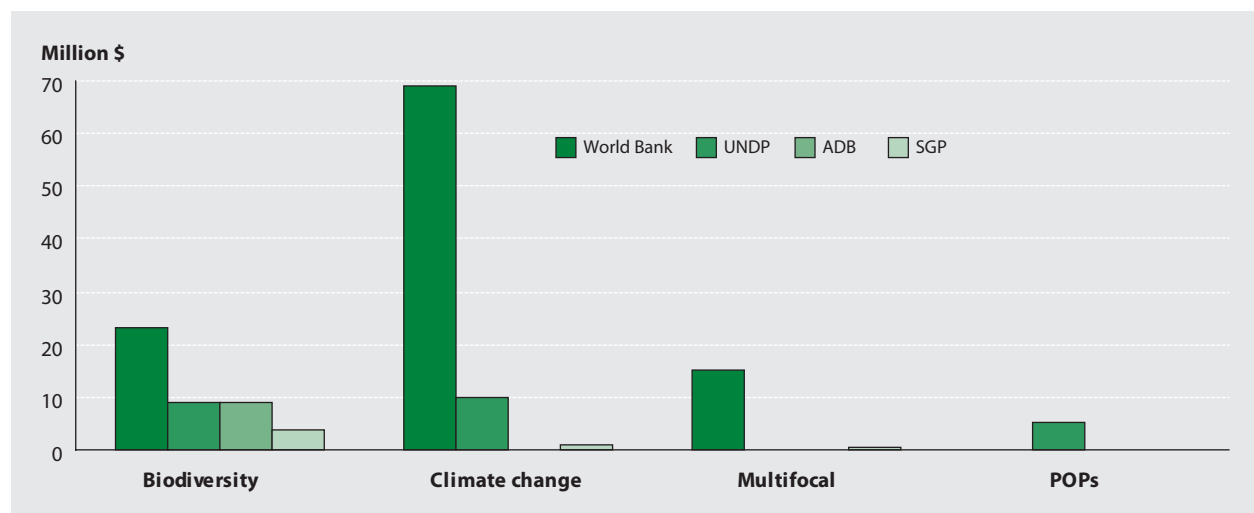
1.2 Conclusions

Portfolio Relevance

The evaluation reviewed the relevance of GEF support to the country’s sustainable development agenda and its environmental priorities as well as to the GEF mandate and focal area programs and strategies. Major conclusions follow.

Figure 1.1

GEF Funding for All GEF Activities in the Philippines by Focal Area, Agency, and SGP



Conclusion 1: GEF support has been relevant to Philippine national development plans and environmental priorities.

GEF support is in line with the development and national priorities established in the Philippine medium-term development plan (MTDP).

In the energy sector, GEF support has focused on energy efficiency and renewable energy, both of which are considered high priorities in the current MTDP covering 2004–10. Two ongoing projects address removal of barriers to energy efficiency and seek to increase investments in energy-efficiency activities. Since the Philippines is an island state (with more than 7,000 islands), renewable energy sources such as solar and wind power are considered the most cost-effective means of making power available in remote areas. Several GEF activities are promoting this goal, including the Leyte-Luzon Geothermal project, Palawan New and Renewable Energy and Livelihood Support Project (solar), Capacity Building to Remove Barriers to Renewable Energy Development, and Rural Power (solar) projects and projects within the climate change area of the GEF SGP. The MTDP documents the Philippine intent to become a world leader in geothermal energy and wind and solar power in Southeast Asia. GEF support has contributed to this ambitious goal.

In biodiversity, GEF support was found to be highly relevant to the national agenda and instrumental in the establishment, development, and consolidation of the National Integrated Protected Areas System (NIPAS). Furthermore, through support to NIPAS implementation and to the Critical Ecosystem Partnership Fund (CEPF) initiative, the GEF has contributed to substantial expansion of the protected areas system. The GEF also has contributed in slowing the continued degradation of forest ecosystems and the loss of natural forest. Another priority on the national agenda has been development of ecotourism and payment for

environmental services. Both of these areas have been supported by the GEF: notably in the Mount Kitanglad Range Natural Park through the Conservation of Priority Protected Areas project and through the Tubbataha and Bohol Marine Triangle projects. Many other GEF-supported projects have combined elements of conservation, sustainable use, and local livelihoods, all of which are in line with the country's MTDPs.

The relevance of GEF support to national action plans developed within GEF focal areas is very high.

GEF support was found relevant to the development and implementation of the National Biodiversity Strategy and Action Plan, the National Action Plan on Climate Change, the National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants (POPs), and the National Capacity Self-Assessment for Global Environmental Management, among others.

There is a high level of country ownership and commitment to GEF support.

The evaluation found national ownership behind the majority of GEF support. Projects originate within national agencies, such as the Department of Environment and Natural Resources (DENR) and the Department of Energy (DOE); local authorities, such as the Metro Manila Development Authority and the Local Government of Marikina; nongovernmental organizations (NGOs), such as the Foundation for the Philippine Environment, Haribon Foundation for the Conservation of Nature, CARE, Conservation International, and the World Wildlife Fund (WWF); or local stakeholders (for example, stakeholders to the Tubbataha Reefs Marine National Park and World Heritage Site). Many GEF projects are based on existing initiatives and have been demand driven with good commitment from both government and civil society. However, those surveyed or interviewed during the evaluation also noted that GEF funds are often seen as

donor or aid funding, particularly by GEF Agencies and the national executing agencies, and that donor requirements and needs are to be followed. This perception sometimes overshadows GEF guidelines and policies.

GEF project documents do not reflect their relevance to the Philippine MTDP. Although GEF support is highly relevant to the Philippine national agenda, it was found that some project documentation fails to establish specific links to the current MTDP and how the activity supports it. This failing appears to be the result of a weak monitoring and evaluation (M&E) system for the GEF project portfolio.

Conclusion 2: GEF support to the Philippines has been relevant to the objectives and mandate of the GEF.

GEF support is in line with the biodiversity focal area... GEF support has targeted conservation and sustainable use at the species and subspecies levels, and covers the majority of the country's endemic and threatened species. Activities have often been concentrated in larger priority areas in urgent need of conservation action and representing a substantial number of globally threatened species. The focus of GEF support has been in 8 of the 16 Philippine terrestrial biogeographic regions,⁴ and mostly on the larger islands such as Luzon and Mindanao. However, other equally unique ecosystems with extremely vulnerable biodiversity are located on the smaller islands in the western Philippines; these received little to no attention from the GEF. It is within these smaller regions that the highest number of critically threatened species are found and where most natural habitats are nearly depleted or soon to be fully converted.

...the climate change focal area... In climate change, the GEF has supported the reduction of

carbon emissions (through renewable energy and zero-emission transport) and increased energy efficiency. GEF support to renewable energy (geothermal, wind, and solar power) has helped the country implement its energy strategy, and to reduce and avoid emissions. Although the GEF successfully supported the development of alternative transport such as bicycles, this may not be replicable in a hot and humid country on a large scale.

...POPs... In accordance with the GEF strategy on POPs, the Philippines has completed and adopted its National Implementation Plan to reduce and eliminate releases of a number of POPs, including pesticides and industrial chemicals.

...and international waters. Among the regional projects supported by the GEF to improve marine environments affecting international waters, the Philippines participates in the Partnership in Environmental Management for the Seas of East Asia (PEMSEA).

Portfolio Results

Conclusion 3: GEF support to the Philippines has produced global environmental benefits but declining environmental trends, and lack of compliance endanger these achievements.

The evaluation found that many positive achievements have been produced with GEF support:

- GEF projects have achieved a significant offset of greenhouse gas (GHG) emissions (about 2.26 million carbon tons annually) through a range of renewable technology options, including mini-hydro subprojects, geothermal energy, and solar power energy. Additionally, innovative approaches to reduce geothermal carbon dioxide (CO₂) emissions by reinfusion of CO₂ to underground geothermal wells have been tested.

- GEF-supported activities have probably slowed the downward trend for a number of the country's threatened species. The NIPAS has been supported since its establishment, and the system has been expanded by more than 2 million hectares under GEF auspices. Further, the GEF has supported the establishment and consolidation of protected areas through participatory management planning, capacity building, biodiversity monitoring, payment for environmental services, and livelihood improvement. This support has mainly been implemented in 8 of the 16 terrestrial biogeographic regions and 5 of 6 of the country's marine biogeographic zones.
 - Successful livelihood initiatives in coastal- and marine-based projects have contributed to increased income for local people and enabled them to shift their sources of income away from depleted species, thereby reducing the pressure on the resources.
 - GEF support to the Philippines has produced approaches and experiences that have been or could be replicated, making for a positive catalytic effect from those investments. For example, innovative techniques in solar and small-scale hydropower solutions and the reinjection of CO₂ emissions within geothermal plants have potential in the global market, as does the Philippine biodiversity monitoring system for protected areas. The latter has in fact been replicated by other donor projects and NGOs in both the Philippines and other parts of the world. Payment for environmental services with local incentives to better preserve and protect forest habitats was introduced in several projects; this approach is now being replicated in other initiatives.
 - Regional programs on marine and coastal environmental management are being replicated across a number of countries in the region, including the Philippines.
 - Elements of the two oldest completed projects, those dealing with geothermal plant establishment and biodiversity conservation, have achieved better results than expected (and assessed) at completion. The Philippines is now considered one of the most important global powers in geothermal energy. Additionally, a few of the protected areas supported by the biodiversity project are now considered best practices in biodiversity conservation within the country.
- While impressive results have been achieved, these are overshadowed by many obstacles and declining national environmental indicators.**
- The Philippines lost about 32 percent of its forest cover, some 3.4 million hectares, between 1990 and 2005; this reduces the GEF protected areas achievement to a negative 1 million hectares. Furthermore, the number of threatened species in the Philippines is among the highest in the world.
 - Protected areas cover 7.8 percent of total land area, which is below the Asian average of 8.3 percent and the world target of 10 percent. Present budget and human resource levels remain insufficient to manage protected areas effectively. Livelihood initiatives within land-based projects have not been successful in reducing the pressure on these protected areas.
 - The country's smaller islands, even though they represent unique and extremely vulnerable ecosystems, have not been supported by the large GEF projects. Only the CEPF and, to a certain extent, the GEF SGP have financed some limited activities for those ecosystems.
 - The GEF Asia Least-Cost Greenhouse Gas Abatement Strategy (ALGAS) project calculated that CO₂ emissions will increase almost six times over from 1990 levels to 2020, which

indicates that the GEF may be focusing on the wrong areas. For example, a large portion of GHG emissions in the Philippines is the result of land degradation and the conversion of forest to agriculture; the provision of more support to forest land management would have been a strategic approach to carbon sequestration at local and national levels.

- The government is now moving toward electrified mass transportation, although legislation is still pending and the GEF has not provided support in this area.
- Although a top country priority, adaptation to climate change impacts has not been supported by the GEF until recently.
- Capacity-building efforts through the GEF have failed to determine what kind of new institutional and university curriculum arrangements are needed in order to address biodiversity and natural resource management capacity constraints. Capacity development in GEF support should be approached more strategically, with a focus on longer term, permanent training initiatives that would gradually transfer ad hoc capacity-building efforts away from the GEF and other donor project portfolios to the government departments and universities responsible for the country's natural resource management and educational outcomes.

The quality of reporting on results is poor.

- There is limited documentation on catalytic and replication effects within projects and in GEF Agency documentation. Furthermore, 60 percent of project documents do not contain any mention of synergetic approaches, missing opportunities for catalytic and replication effects.
- Although capacity development is the objective of many projects, not all project documents pres-

ent achievements in this area. The documentation has considerable gaps in reporting on the impact of these capacity development efforts.

Portfolio Efficiency

Conclusion 4: There are several inefficiencies related to the GEF portfolio in the Philippines.

Project preparation and approval are time consuming and may lead to problems with stakeholder participation. The evaluation shows that the period between entry into the pipeline and project start-up is quite long. On average, it takes about 20.0 months from program entry to obtain CEO approval, and another 8.5 months to get the project started. Total time from entry to start-up is 2.4 years on average. The long preparation time may produce setbacks and loss of stakeholder commitment.

As identified by earlier evaluations, there is a lack of transparency and poor data regarding the GEF Activity Cycle. Several stakeholders interviewed indicated a lack of information regarding the requirements, norms, and mechanisms of the GEF Activity Cycle and the progress of proposal reviews within that cycle. Furthermore, they raised concerns about poor information and a lack of transparency in the processes. It is difficult for project proponents to find out what stage a proposal is in, which requirements or priorities are set by the GEF and which by the GEF Agencies, and so on. This is a leading source of confusion and even frustration. The absence of a clear, publicly accessible proposal tracking mechanism is another critical shortcoming.

There is general confusion about the implementation of the RAE. Most stakeholders interviewed indicated confusion about how and why projects were dropped from the pipeline. Stakeholders do not understand the criteria used to make decisions, and perceive inconsistencies and

arbitrariness. Furthermore, information about RAF implementation, although available, is not clear, leaving much to the interpretation of different sectors.

Lack of institutionalization of the GEF operational focal point (OFP) functions poses challenges for the Philippines in interacting with the GEF.

The OFP position in the Philippines is placed in the DENR, but is not institutionalized. From 1992 on, there have been at least eight different OFPs, most of them politically appointed undersecretaries. The OFP is supported by an insufficient number of staff and technical focal points for multilateral environmental agreements spread among a number of bureaus and represented by technical staff overburdened by other assignments. There is a tendency to compensate for limited capacity with substantial and costly consultant assistance paid for by project development facility (PDF) grants. Additionally, a strategic framework is lacking, as are clear guidelines for GEF projects at the national level, although the RAF appears to have triggered a new approach. Attempts to formulate an overall macrolevel framework for the GEF in the Philippines have not yet succeeded. As a result, there seems to be an inadequate understanding of GEF focal areas, review criteria, and other guidelines. The DENR has not linked GEF projects to the National Economic and Development Authority (NEDA), the agency that is in charge of establishing and tracking development priorities, unless they are blended with a World Bank or ADB loan. NEDA offers a relatively efficient M&E capacity and mechanism that could assist the DENR in managing the GEF portfolio.

Limited coordination exists among Agencies implementing the GEF in the Philippines.

Despite the low number of stakeholders involved, there is limited coordination among them, although

this situation seems to be improving. This limited coordination is exacerbated by the lack of a GEF country program. The lack of coordination among GEF Agencies increases competition for funds. For example, UNDP has assisted the DENR in developing a programmatic framework for support and management in the environment sector. In parallel, the World Bank has developed a Way Forward Action Plan for the DENR, which has the same goal as the UNDP work. Furthermore, there are cases of overlapping projects trying to achieve similar objectives within the same geographic context (for example, several projects on integrated coastal resource management and energy efficiency). And, until the recent (and first) GEF national coordinating meeting called by the DENR, there had been no coordination or sharing of information among the major national executing agencies. These limitations and weaknesses may produce the impression of a lack of clear leadership from the DENR; this in turn affects the overall guidance and execution of GEF support.

1.3 Recommendations

Recommendation to the GEF Council

Recommendation 1: The GEF should develop country strategies for large recipients of GEF support such as the Philippines.

The Philippines has been a large recipient of GEF support (about \$145 million in total), but the lack of a GEF strategy for this country has reduced the potential results and led to inefficiencies. The GEF experience in the Philippines provides valid lessons to justify the development of a country strategy. The RAF has begun to trigger this development in the Philippines, since the resources allocated a priori need to be prioritized and shared among different national institutions and GEF Agencies, as compared to the past when allocations were

made on a demand basis and there was a perception that every eligible project would be funded eventually by the GEF. The future GEF investment in the Philippines will be highly relevant to implementation of the country's environmental priorities. As noted by this evaluation, there are many major environmental and institutional problems in the Philippines. A coherent, publicly debated, and transparent GEF strategy with clear targets and objectives, and a long- and short-term vision and program, would improve some of the weaknesses found by the evaluation.

Recommendations to the Government of the Philippines

Recommendation 2: Compliance with environmental policies and regulations requires urgent attention.

In general, environmental regulations are in place, but compliance needs to be improved. There are considerable problems with compliance with the country's numerous environmental policies, ranging from environmental impact assessment certificates to compliance with rules and regulations on critical land and marine areas and natural resources, both within GEF-supported areas and elsewhere. The government is taking steps to develop and implement anticorruption policies as well as to improve the effectiveness of public agencies. Specifically, within the sectors in which the GEF works, the government is moving toward a programmatic approach to environment and natural resource management. The DENR should further strengthen and institutionalize interagency collaboration with other departments to increase environmental governance; this effort would then need to be linked to the broader efforts of the government to fight corruption and improve public sector effectiveness. Priority could be given to the critical conservation areas necessary to maintain food security, water supply, and biodiversity.

Recommendation 3: The Philippines could consider including the globally unique small island regions, land degradation, and improvement of climate change resilience in future GEF support.

GEF-supported projects focus mostly on the larger island ecosystems, with the nine small island biogeographic zones/regions receiving little or no attention despite their fragility and biodiversity. In future, GEF support should be considered for use regarding the DENR's focus list of key biodiversity areas; efforts should also be made to balance GEF assistance more equally among the 16 land-based biogeographic zones. The OFP and GEF Agencies could use this approach in prioritizing future projects related to biodiversity, land degradation, and international waters.

Climate change adaptation is a top priority of the government. It is therefore recommended that the GEF OFP, together with national stakeholders and the GEF Agencies, increasingly include for GEF support projects that improve climate resilience. Taking into account adaptive actions related to land degradation, biodiversity, and integrated ecosystem management will ensure that the global environmental benefits in these areas can be sustained under changing circumstances.

Recommendation 4: Improve the efficiency of the GEF mechanisms in the Philippines.

There are several elements that could improve the efficiency of GEF support in the Philippines:

- Strengthen and institutionalize OFP functions through adequate funding, support staff relevant to all GEF operational programs, an interagency mechanism to increase participation, and an information system (including a Web site component). The evaluation noted some improvements in this area in recent months, particularly in the context of RAF implementation, but more could be done.

- Develop and implement a national GEF country framework with full participation of all key GEF stakeholders, beyond the RAE, with clear short- and long-term vision, targets, and indicators and fully integrated with medium-term Philippine development priorities.
- Given NEDA's experience in monitoring MTDPs and given that GEF activities are supporting these plans, monitoring of the GEF portfolio should be transferred to NEDA in order to improve accountability and transparency.
- Better coordination is needed among GEF Agencies to improve the efficiency of GEF support and provide better support in implementing the recommended GEF country strategy.

1.4 Observations

The Philippine experience with the GEF confirms findings and supports recommendations made by previous Office evaluations regarding the efficiency and effectiveness of the GEF Activity Cycle as well as the serious problems detected in the weak systems providing information on GEF processes, procedures, and—particularly—the Activity Cycle. The evaluation underscores the need for better indicators and reporting systems for achieving global environmental benefits. On all of these issues, the GEF-4 replenishment agreement and subsequent Council decisions are reinforced by the evidence emerging from this evaluation.

Additionally, the evaluation found that the reporting of global environmental benefits and other achievements has been overestimated. The main reason for this is that the GEF, at the global and national levels, does not have agreed global environmental benefit targets or indicators that are consistent across projects and Agencies (within

the same focal areas). Furthermore, the quality of reporting from both projects and GEF Agencies is poor and inconsistent. In most cases, the Agencies and projects do not report at these levels. Because a substantial portion of GEF funding is blended with major development loans, there is a risk that global impacts deriving from GEF support will not be sufficiently reported.

Notes

1. The Evaluation Office looks at responsiveness to convention guidance in other evaluations, such as its evaluations of the GEF focal areas.
2. All dollar amounts are U.S. dollars unless otherwise indicated. This total does not include funding for regional projects, because these are not allocated by country and no attempt was made to determine the amount received or implemented by the Philippines in these projects. The Philippines has participated in several regional projects under the international waters focal area, but only two, PEM-SEA and the Marine Aquarium Market Transformation Initiative, have been considered here, since their project units are located in Manila.
3. The United Nations Environment Programme does not implement any GEF projects at the national level in the Philippines, although it does implement a few regional projects in which the Philippines participates; these are not included since their base of operations is not located in this country.
4. Biogeographic regions are areas of animal and plant distribution having similar or shared characteristics throughout. In the Philippines, there are 16 terrestrial and 6 marine biogeographic regions. Each of the 16 terrestrial regions is a separate island or island group supporting a large number of unique species and is recognized as a center of biodiversity. The six marine regions are broad transition zones based on the affinities of the associated reef fish assemblages, the evolutionary geology of the archipelago, and the predominant ocean circulation patterns.

2. Description of the Evaluation

2.1 Background

In 2006, the GEF Council asked the GEF Evaluation Office to conduct country-level evaluations of the GEF portfolio. The first country portfolio evaluation was conducted in 2006 in Costa Rica on a pilot basis with the objective of assessing the feasibility and cost effectiveness of this type of evaluation and to develop methodologies to fully implement this type of evaluation in subsequent years.

Based on this experience, the GEF Evaluation Office prepared standard terms of reference for country portfolio evaluations in October 2006. This document set forth the objectives, main questions, scope, and methodology of country portfolio evaluations. These evaluations are conducted fully and independently by the GEF Evaluation Office and, when possible, in partnership with other evaluation offices of GEF Implementing and Executing Agencies, of governments, or of NGOs. Even though every country portfolio evaluation during GEF-4 will be conducted following these standards, individual terms of reference will be developed for each selected country and will include questions relevant to the specific country at the time of the evaluation.

Country portfolio evaluations are not intended to evaluate the performance of Implementing or Executing Agencies, national governments, or individual projects. The evaluations also do not cover a given country's response to the various

conventions, since this would go beyond the GEF purview as a country will usually have other activities in place to support convention implementation beyond those involving the GEF.

It is not possible for the GEF Evaluation Office to evaluate the portfolios of all 160 GEF-eligible countries. Consequently, straightforward and transparent criteria have been developed by the Office to guide its selection of countries for each year's evaluation. The criteria ensure that all countries have a fair chance of being chosen. The Office will attempt to conduct at least two such evaluations per year. Where possible, cost efficiencies will be applied, such as combining two countries in one region or combining a large portfolio with a small one. In addition, the GEF Evaluation Office recognizes that many of the GEF recipient countries are presently conducting self-assessment exercises in order to be ready for implementation of GEF-4 and the Resource Allocation Framework. For the GEF fiscal year 2007 (July 2006–June 2007), two countries were selected for evaluation: the Philippines and Samoa. Specific terms of reference were developed for each; see annex A for the terms designed for the present Philippines country evaluation.

The Philippines was selected through a stratified randomized selection and then through a set of strategic criteria in which opportunities for synergies with ongoing evaluations in the Evaluation

Office played a role. Applying these strategic criteria indicated that the Philippines

- is very relevant to the GEF because of its historically large and diverse portfolio, which includes projects in all focal areas implemented by all relevant GEF Agencies and at least seven completed projects with important results;
- will receive a large allocation in the RAF;
- has a long-running country Small Grants Programme with one of the program's highest country fundings;
- has a well-developed and mature national environmental policy and strategy;
- has an environmental sector that is an essential part of the nation's sustainable development agenda and that has been the focus of extensive work by the World Bank, UNDP, and ADB, which ensures good baseline information;
- enables synergies with ongoing evaluations in the Evaluation Office, particularly the evaluations of the SGP, capacity building, and the catalytic role of the GEF.

GEF Agencies implementing GEF projects in the Philippines at the national level are the World Bank, UNDP, UNIDO, and ADB; the United Nations Environment Programme operates in the Philippines at the regional level. The GEF has supported about \$146 million worth of projects aimed at environmental and natural resource management. More than half of GEF support has been focused on the climate change focal area (54.4 percent, or about \$79.3 million), and just under one-third on biodiversity conservation (31.2 percent, or \$45.5 million). The remainder has supported projects in the multifocal area (10.6 percent, or \$15.5 million) and persistent organic pollutants (3.5 percent, or \$5.1 million). The main Implementing Agencies for GEF projects in the Philippines are the World Bank and UNDP.

2.2 Objectives

The purpose of the Philippine country portfolio evaluation is to provide the GEF Council with an assessment of how the GEF is implemented at the country level, a report on results from projects, and an assessment of how these projects are linked to national environmental and sustainable development agendas as well as to the GEF mandate of generating global environmental benefits within its focal areas. The evaluation had the following objectives:

- Independently evaluate the **relevance** and **efficiency** of GEF support in the Philippines from several points of view, namely in terms of national environmental frameworks and decision-making processes, the GEF mandate and the achievement of global environmental benefits, and GEF policies and procedures.¹
- Assess the **effectiveness** and **results** of completed projects aggregated by focal area.²
- Provide additional evaluative evidence to other evaluations conducted or sponsored by the GEF Evaluation Office.
- Provide **feedback** and **knowledge sharing** to (1) the GEF Council in its decision-making process to allocate resources and to develop policies and strategies, (2) the Philippines regarding its participation in the GEF, and (3) the various agencies and organizations involved in the preparation and implementation of GEF-funded projects and activities.

Country portfolio evaluations are useful for a number of reasons. First, no assessments had previously been conducted of the GEF portfolio using a country as a basis for analysis, regardless of GEF focal area or Implementing Agency. Second, the GEF-4 implementation of the Resource Allocation Framework allocating funds to countries for biodiversity and climate change would mean that the GEF

should research and assess how it is implemented at the country level. Also, such evaluations bring different experiences and lessons regarding how the GEF is implemented at the national level across a wide variety of countries to the Council's attention.

2.3 Key Questions

GEF country portfolio evaluations are guided by a set of key questions to be answered based on analysis of the information and perceptions collected during the evaluation exercise. The questions guiding the Philippines country portfolio evaluation were as follows.

- **Relevance of GEF support and activities**
 - Is GEF support relevant to the national sustainability development agenda and environmental priorities, national development needs and challenges, and action plans for the GEF's national focal areas?
 - Are the GEF and its Agencies supporting the environmental and sustainable development prioritization and decision-making processes of the country?
 - Is GEF support in the country relevant to the objectives of the different global environmental benefits (biodiversity, greenhouse gases, international waters, POPs, land degradation, ozone)?
 - Is the country supporting the GEF mandate and focal area programs and strategies with its own resources and/or support from other donors?
- **Efficiency of GEF support**
 - How much time, effort, and money are needed to develop and implement projects, by GEF support modality?
 - What are the roles, types of engagement, and coordination mechanisms among different stakeholders in project implementation?

- How successful is dissemination of GEF project lessons and results?
- What synergies exist between GEF project programming/implementation and GEF Agencies, national institutions, GEF projects, and the projects and activities of other donors?
- What is the level of sustainability of GEF-supported activities?

- **Results and effectiveness**

- What are the results (outcomes and impacts) of completed projects?
- What are the aggregated results at the focal area and country levels?
- What is the likelihood that objectives will be achieved for those projects that are still under implementation?

Each of these questions is complemented by a short list of indicative aspects to be explored and potential sources of information. These are presented in matrix form in annex B.

2.4 Focus and Limitations

Focus

The country portfolio evaluation in the Philippines focused on all types of GEF-supported activities in the country (30 national projects, including enabling activities and 2 selected regional projects with major and measurable outputs within the Philippines) at all stages of the Activity Cycle (in pipeline, ongoing, and completed) and implemented by all GEF Agencies in all focal areas, in addition to GEF corporate activities such as the SGP. A complete list of activities funded by the GEF in the Philippines is presented in annex C; these activities make up the GEF portfolio in the Philippines. The evaluation's focus on each project was determined by its status (see table 2.1).

Table 2.1**Focus of Evaluation by Project Status**

Project status	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
In pipeline	Expected	Processes	NA	NA

Note: NA = not applicable. The main focus of the evaluation was on relevance and efficiency; the evaluation only explored possible methodologies on how to evaluate project effectiveness and results.

The context within which these projects were developed and approved and are being implemented constituted another focus of the evaluation. This included a historical assessment of the national sustainable development and environmental policies, strategies, and priorities; the legal environment in which these policies are implemented and enforced; GEF Agency country strategies and programs; and GEF policies, principles, programs, and strategies.

Limitations

The way the GEF operates imposes several difficulties on the conduct of this type of evaluation. For example, because the GEF does not have country programs, there is no GEF framework against which to assess results or effectiveness. Similarly, the government of the Philippines has no GEF country strategy, and the GEF focal areas do not have a clear set of indicators that can be used at the country level to assess country portfolio performance. Furthermore, GEF support rarely works in isolation but is instead administered through partnerships with many institutions, which makes the issue of attribution difficult to determine. On the positive side, the assessment provided important insights that may allow the GEF to become more effective at the country level and within the context of RAF operationalization.

By mid-2006, the beginning of the RAF process is expected to lead the way toward more country

programming or at least prioritization of projects or areas in which the government determines how it would like to focus GEF support. In the Philippine context, this process has just begun with the country's first national GEF country dialogue, which was held by the GEF operational focal point in January 2007.

In general, regional and global projects were not considered in this evaluation. Inclusion of such projects would increase the complexity of the evaluation, since these are developed and approved in a different context and are thus reflective of regional/global policies and strategies, rather than country. Given the limited time and financial resources provided to the conduct of country portfolio evaluations, regional and global projects were included in this evaluation only if the project implementation unit was located in the Philippines and the project featured a clearly defined Philippine project component. Annex D provides a list of regional and global projects not included in this evaluation but in which the Philippines has participated.

The evaluation only includes projects approved by the GEF Chief Executive Officer that were in the GEF-4 pipeline as of December 2006. All other projects previously considered part of the pipeline but not approved are not included in the evaluation.

2.5 Methodology

The country evaluation was conducted by staff of the GEF Evaluation Office and an international consulting firm (Nordic Agency for Development and Ecology) and local consultants (who made up the evaluation team) between December 2006 and April 2007. The methodology included a series of components using a combination of qualitative and quantitative methods and tools. The **qualitative** aspects of the evaluation included a desk review of existing documentation such as GEF

project documents; policy and strategy documents from national, GEF, and convention levels; relevant scientific literature; and GEF Agency national strategic frameworks (particularly those related to the GEF focal areas). Additionally, extensive interviews were conducted with GEF stakeholders, a consultation workshop was held to present the evaluation's first draft, and selected field visits were made to a limited number of project sites representative of GEF focal areas and of the variety of executing agencies (government, private sector, and NGO). A list of stakeholders interviewed and workshop attendees, and the documents and literature reviewed, are presented in annexes E and F, respectively.

The **quantitative** analysis used indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (for example, linkages with national priorities, time and cost of preparing and implementing projects) and to measure GEF results (such as progress toward achieving global environmental impacts) and performance of projects (including implementation and completion ratings).

The evaluation team developed a variety of tools and protocols. For example, a project review protocol was prepared to conduct the desk and field reviews of GEF projects; questionnaires were developed to conduct interviews and guide focused group discussions with different stakeholders.

The country evaluation was primarily based on the review of existing information and on additional available information gathered for the purpose of this evaluation. The sources of information included the following:

- At the project level, project documents, project implementation reports, terminal evaluation reports, reports from field visits, the relevant scientific literature
- At the country level, national sustainable development agendas, environmental priorities and strategies, GEF focal area strategies and action plans, the GEF-supported National Capacity Self-Assessment, global and national environmental indicators, literature review
- GEF Agency country assistance strategies and frameworks, and their evaluations and reviews
- Evaluative evidence at the country level from GEF Evaluation Office evaluations
- Interviews with GEF stakeholders and beneficiaries
- Information from a national consultation workshop held in April 2007
- Comments received on the draft evaluation report from the national stakeholders

Notes

1. *Relevance*: the extent to which the objectives of the GEF activity are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies; *efficiency*: a measure of how economically resources/inputs (funds, expertise, time, and so on) are converted to results.
2. *Effectiveness*: the extent to which the GEF activity's objectives were achieved or are expected to be achieved, taking into account their relative importance; *results*: the output, outcome, or impact (intended or unintended, positive and/or negative) of a GEF activity.

3. Context of the Evaluation

The preceding chapter highlighted the fact that one of the fundamental objectives of the country evaluation was to analyze the relevance of GEF support both for the Philippines and for the GEF itself. This chapter presents a brief summary of the context for the evaluation in terms of both the environmental framework in the Philippines and the mandate and operations of the GEF. Background literature is listed in annex F.

3.1 General Description

The Philippines is an island nation with a total land area of approximately 300,000 square kilometers (including 2,800 square kilometers of water bodies), of which 49 percent is classified as forest (although only 21 percent is actually under forest cover) and 34 percent is under agricultural cultivation. As the world's second largest archipelago country after Indonesia, the Philippines includes more than 7,100 islands with a total coastline of over 36,000 kilometers within 1.93 million square kilometers of oceanic waters (World Bank 2006). It is located in the tropical Southeast Asian westernmost Pacific Ocean, just north of the equator.

The country has a relatively high population density—280 inhabitants per square kilometer—and an estimated total population of 84.25 million (as of 2004); approximately 60 percent of the populace lives along the coastal areas, with another 40 percent in urban areas. The annual population growth rate is high, about 2.36 percent as of 2000.

The Philippines ranks 84th out of 175 countries on the UNDP Human Development Index (UNDP 2005). A country profile based on selected socioeconomic indicators making up the index is provided in table 3.1.

Table 3.1

Socioeconomic Data for the Philippines

Indicator	Value
Life expectancy at birth, total (years)	71.0
Child mortality rate (per 1,000)	33
Total adult literacy rate (%)	92.6 (2004)
Primary school completion rate (% of relevant age group)	96.6
Gross domestic product (current US\$)	98.4 billion
Gross national income per capita, Atlas method (current US\$)	1,290
Gross domestic product growth (annual %)	5.0
Inflation, gross domestic product deflator (annual %)	6.2
Improved water source (% of population with access)	86 (2000)
Improved sanitation facilities, urban (% of urban population with access)	76 (2000)

Source: World Development Indicators database. Data are for 2005, except where indicated.

In 2005, the Environmental Performance Measurement Project ranked the Philippines 125th among 146 nations on the Environmental Sustainability Index, a decline from previous years. This composite index tracks several indicators to

assess countries' performance and ability to protect the environment in coming decades, given their investment in natural resources, past and present pollution levels, environmental management efforts, and ability to improve management. The Philippines's very low rank reflects low performance on issues such as environmental protection capacity, waste generation, and greenhouse gas emissions. It also indirectly reflects the country's perennial problem with corruption and a lack of transparency in management processes and governance. In 2006, the Philippines received a score of 2.5 on the Corruption Perception Index, the eighth lowest ranking score on the index and one which it shares with Honduras, Nepal, Russia, and Rwanda, among others (Transparency International 2006).

Natural disasters in the Philippines have increased over time, signaling the rise in environmental degradation. Major problems are floods in lowlands, massive loss of biodiversity, air and water pollution, along with damage of marine and coastal resources, coral reefs, and mangrove areas. Despite the country's having the largest area of developed estuarine fishponds in Southeast Asia, artisan fishing has been in overall decline; this reflects overfishing of inshore waters. El Niño and La Niña episodes have caused, respectively, protracted droughts and hurricane devastation in many parts of the country.¹

3.2 Environmental Resources in Key GEF Support Areas

Biodiversity and Its Conservation

According to the WWF and Conservation International, the Philippines is one of the 20 most biologically diverse countries, which together account for about 70 percent of the world's biodiversity. Moreover, the Philippines appears to have the highest biological diversity in the world when considered by land area. The country is one of the few nations that is, in its entirety, both a hotspot and a megadiversity country;² this clearly makes it one of the top priority hotspots for global conservation.

The country's biodiversity is also one of the world's most endangered (see table 3.2). Only about 7 percent of its original vegetation cover remains, while the rest of the country has been logged for timber products and cleared for farming and for developments to accommodate the growing population. Many endemic species are confined to these remaining areas; as a result, a very high and increasing number of species are now globally threatened with extinction. These include about 49 percent of the country's endemic mammals and 38 percent of the endemic bird species. The remaining areas of high biodiversity concentrations are found in some (largely) pristine marine,

Table 3.2

Diversity, Endemism, and Threatened Species in the Philippines

Taxonomic group	Species	Endemic species	Percent endemism
Plants	9,253	6,091	65.8
Mammals	167	102	61.1
Birds	535	186	34.8
Reptiles	237	160	67.5
Amphibians	89	76	85.4
Freshwater fishes	281	67	23.8

Source: Conservation International Biodiversity Hotspots–Philippines (www.biodiversityhotspots.org).

wetland, and terrestrial forest ecosystems in the country's 16 distinct terrestrial and 6 marine biogeographical zones.

To protect some of these unique areas, the Philippine government has developed a National Integrated Protected Areas System. The development of this system began in 1992 and includes 101 proclaimed protected areas with a total area of approximately 3.2 million hectares; half of this comprises land-based protected areas, or 5.4 percent of the country's total land area (DENR PAWB 2006). The remaining 1.6 million hectares are marine protected areas. According to the DENR's Protected Areas and Wildlife Bureau Web site, there are more than 200 initial areas for eventual inclusion under the NIPAS, representing about 2.6 million hectares.

In 2006, President Gloria Macapagal Arroyo issued a presidential order establishing a national policy on biological diversity, which directs all concerned government agencies to integrate and mainstream the protection, conservation, and sustainable use of biological diversity into their policies, programs, and development planning. In this regard, 128 critically important biodiversity areas are to be included as new protected areas (CI, DENR, and Haribon Foundation for the Conservation of Nature 2006). The new policy will create a network of biological corridors that is intended to ensure NIPAS effectiveness and viability. These corridors play an important role in the migration and dispersion of plant and animal species, thus reducing the vulnerability of protected areas to global and local threats.

The biological corridor strategy is supported by Critical Ecosystem Partnership Fund initiatives in the Philippines, which are cofunded by the GEF. Similarly, establishment of the protected areas system has received substantial bilateral and multilateral assistance including that of the

GEF, which has supported the conservation and sustainable use of nearly 20 of the country's most critical areas of global importance. Moreover, the GEF Small Grants Programme and the CEPF have provided additional assistance for biodiversity conservation to numerous other Philippine sites of importance.

Contribution to Climate Change and Its Vulnerability

In 1990, total Philippine CO₂ emissions were 168.4 million tons (WRI 1999). The leading sources of emissions are from forest and grassland conversion, energy industries, rice cultivation processes, and transportation. Changes in CO₂ emissions over the 1990–2020 period for the energy, forestry, and agriculture sectors are shown in table 3.3.

Table 3.3

Projected Changes in CO₂ Emissions, 1990–2020

Teragrams

Sector	1990	2000	2010	2020
Energy	40,296	67,136	126,940	238,260
Forestry	81,360	-43,163	-25,448	-2,324
Agriculture	26,718	28,779	29,600	30,547

Source: ADB, GEF, and UNDP 1998.

The growth rate of greenhouse gas emissions is greater for the energy sector than for the forestry and agricultural sectors.³ Projections made under the GEF-supported ALGAS maintain that total emissions from the energy sector would be about 89 percent of the country's total emissions in 2020. In 1990, the forestry sector was the largest CO₂-equivalent emitter, accounting for 50 percent of national GHG emissions. According to the study, the forestry sector will become a carbon sink from 1995 onward,⁴ although the current trend in deforestation rates and reforestation attempts does not suggest that this is currently the

case. The GHG emissions from the agriculture sector come from burning of agricultural residue and livestock production.

The Philippine global and regional contribution to CO₂ emissions are quite low compared to those of other nations, especially those of developed country parties to the United Nations Framework Convention on Climate Change (UNFCCC). The country is not required by its international commitment to control its emissions. However, as an archipelagic country, the Philippines is highly vulnerable to climate change and recognizes the serious impacts GHGs have in terms of global warming, climate change, and sea level rise. In its National Communication to the UNFCCC, the Philippines presented a study on the vulnerability of various sectors to possible climate change impacts. These included (1) **temperature change** with projected negative impacts on fish stocks, fishery production, and marine ecosystems and an increase in the occurrence of typhoons; and (2) a **sea level rise** that could negatively affect a large number of coastal communities. A total area of 129,000 hectares with a total population of at least 2 million might be affected. Change in the coastal wetland ecological situation would also decrease habitats for resident and migratory wildlife and for fish species, among others.

Three main sources provide consumable energy to the Philippines: petroleum derivatives, geothermal and hydropower-generated electricity, and biomass. In 2006, imported hydrocarbons accounted for 61 percent of commercial energy consumption, biomass resources for 22 percent, and sustainable electricity-producing sources for 11 percent (see National Action Plan on Climate Change). Energy demand has increased over the past decade and is projected to continue to do so. In the past, this increase has mostly been answered to by importing hydrocarbons and, more recently (according

to the Interagency Committee on Climate Change and the Philippine National Communication on Climate Change), by increasing domestic production of energy through a diversification of alternative sources including natural gas, geothermal and hydropower energy, and biofuel production. The installation of natural gas-powered energy plants is projected to reduce GHGs by 271 million tons.

In 2003, 79 percent of the country was electrified. The population without access to electricity is located in highly remote areas where it is not feasible to extend the national grid system. The government has undertaken a rural electrification program to address this need with isolated sources of renewable energy, in cooperation with international agencies and financial support from the GEF.

International Waters

The Philippines contains 1.93 million square kilometers of ocean, of which 689,800 square kilometers are coastal waters. The country stretches more than 2,000 kilometers from south to north and consists of 7,100 islands with a total coastline of over 36,000 kilometers—one of the longest coastlines in the world (World Bank 2006). The country shares its international waters with neighboring countries, which include China, Indonesia, Malaysia, and Vietnam. Ownership of some areas within the international waters, such as the Spratley's Group, are contested by these countries.

The Philippines contains some of the world's richest marine ecosystems, characterized by extensive and species-diverse coral reefs. For example, the number of species of hard stony corals found in the Philippines far exceeds the number found in the Caribbean: 488 and 70 species, respectively (Werner and Allen 2000). Various marine species have migratory routes that pass through the country's oceans; these include commercially valued fish species, sea turtles, whales, and whale sharks.

The annual economic benefit to the Philippines from its marine and coastal ecosystems is estimated at \$3.5 billion. Coral reefs alone contribute at least an estimated \$1 billion annually to the economy (White and Cruz-Trinidad 1998). This estimate would be significantly greater with improved coastal management efforts. The present status of the country's marine and coastal ecosystems is a cause for alarm. Almost all Philippine coral reefs are at risk from human activities, and only about 5 percent remain in excellent condition. The economic costs of environmental degradation of the country's marine resources are significant. Overfishing and pollution-caused algae bloom alone cost the country \$155 million each year in lost revenues. The government has responded by implementing an integrated coastal resource management framework which may significantly accelerate the sustainable management and conservation of marine resources.

Transboundary environmental issues such as overfishing, waterborne pollution, and the rapidly growing Southeast Asian regional market for marine products also affect Philippine marine resources and biodiversity. Strong demand leads to unsustainable rates of harvesting and is threatening an increasing number of marine species. Consequently, the Philippines has entered into a number of regional treaties and action plans. Additionally, the GEF, through several global, regional, and national initiatives, has funded a variety of transboundary and multifocal projects to mitigate negative impacts. (For a summary listing of GEF regional and global projects in the area, see annex D.)

Another response to these international waters issues has been the creation of marine protected areas. Biodiversity and natural resources are safeguarded by at least 362 such areas of varying sizes (see table 3.4), accounting for about 1.6 million

hectares established under 335 local ordinances and 27 integrated protected area system acts. However, most of these areas have yet to be managed effectively (World Bank 2006).

Table 3.4

Number of Marine Protected Areas by Size Distribution

Size	Number
Small (<15 hectares)	201
Medium (15–30 hectares)	81
Large (31–100 hectares)	40
Very large (>100 hectares)	40
Total	362

Source: World Bank 2006.

Persistent Organic Pollutants

The Philippines is a signatory to the major international conventions on chemical pollutants: those of Basel, Rotterdam, and Stockholm. Consistent with these conventions, the Philippines has, through numerous policy orders, prohibited the production, importation, transportation, registration, use of, and trade in, raw materials and manufactured products that contain polychlorinated or polybrominated biphenyls (PCBs or PBBs), heptachlor, pentachlorophenol, aldrin, clordane, DDT, dieldrin, endrin, mirex, or toxaphene. As a party to the Stockholm Convention on Persistent Organic Pollutants, the Philippines has prepared a comprehensive National Implementation Plan that outlines the government's programs to meet its obligations under the convention, as well as address the country's specific POPs-related issues. The country has completed an initial inventory of its toxic substances, developed an action plan for them, and created the organizational structures and capacities needed to work effectively in this area. PCB decombustion or removal will be one of the first actions taken; this is a GEF-supported initiative.

Land Degradation

The Philippines ratified the United Nations Convention to Combat Desertification in 2000 and finalized its National Action Plan in response to the convention in 2004. The plan will be implemented by four government departments: Environment and Natural Resources, Agriculture, Agrarian Reform, and Science and Technology; further, it has been integrated into the national poverty reduction strategy, and 10 projects related directly or indirectly to the convention are currently under implementation.

In the Philippines, 45 percent of the arable land has been moderately to severely eroded, triggering the movement of subsistence farmers into fragile ecosystems. Similarly, approximately 5.2 million hectares are seriously eroded, resulting in a 30 to 50 percent reduction in soil productivity and water retention capacity; this makes the land vulnerable to recurrent drought and El Niño. Another type of land degradation is soil mining, due to the country's long-term use of urea as a fertilizer. The result has been a serious nutrient imbalance, expressed in terms of depleted soil quality and micronutrients. The net impact of soil mining is an increased cost of fertilization and a decrease in farmers' income.

Land degradation and drought have become prominent and recurring environmental problems as a result of both natural and human-induced factors including volcanic eruptions, poor drainage, and extensive use of chemical fertilizers. The GEF has recently begun supporting mitigation of land degradation while continuing to address draught phenomena through interventions aimed at increasing resilience to the adverse impacts of climate.

3.3 The Environmental Legal and Policy Framework

The Philippines has a well-developed and generally up-to-date system of environmental laws, with

adequate provisions that incorporate advanced concepts such as participatory environment and natural resource management; recognition of ancestral domains, including indigenous peoples' rights and the tenure of long-term migrants in public lands; citizens' suits; and environmental quality standards comparable to developed country standards and polluter-pays principles. Significant laws address protected areas and wildlife conservation, air and water, and solid and toxic waste management. Some of these policies are beginning to have a positive impact by encouraging the integration of environmental concerns and improved sustainable resource use and ecosystem protection in the country's development planning and targets.

Environmental legislation in the Philippines has come in bursts, with the first set of laws following the Stockholm Declaration of the United Nations Conference on the Human Environment in 1972, and the next after the UN Conference on Environment and Sustainable Development in 1992. Only recently has environmental law become a recognized field in the country; such legislation was previously known as natural resources law and mostly dealt with rules on extraction.

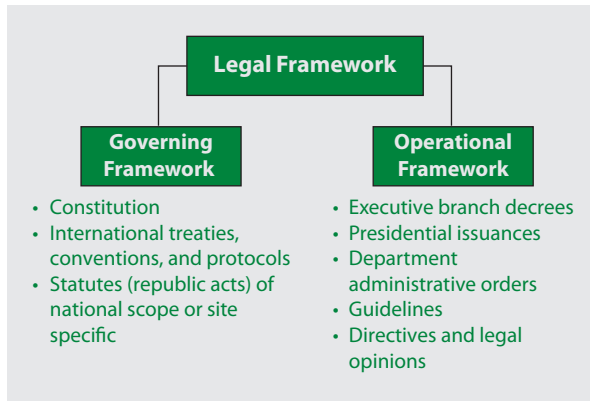
The Constitution

Philippine laws are based on a civil law tradition, and the hierarchy of legal rules in the Philippines is in line with this tradition. That hierarchy is set out in the constitution, as shown in figure 3.1. The national legal system consists of statutes enacted by the legislative body. Implementing rules and regulations are issued by the relevant government departments to draw up procedures and technical clarifications.

In February 1987, the Constitution of the Philippines took effect after approval by a nationwide plebiscite. It contains many provisions relating to the environment, notably section 16, article II, which maintains that "The State shall protect and

Figure 3.1

Philippine Legal Framework



advance the right of the people to a balanced and healthful ecology in accord with the rhythm and harmony of nature.”

Other provisions on access to natural resources are aimed at balancing benefits for disadvantaged groups and regulating access by non-Filipinos. These provisions include the enumeration of what constitutes the property of the state and accords rights to indigenous peoples over their ancestral domain and the rights of other special groups in accessing resources, particularly subsistence fishermen and peoples’ organizations that pursue and protect their legitimate rights within a democratic framework.

Supreme Court decisions form precedents and are therefore policy. The Supreme Court has considered the constitutional right to ecology as a fundamental as well as enforceable right, but subsequent decisions on the environment and natural resource access have relied on relevant statutes rather than on the constitution in according rights.

The Environmental Legal Framework

The Philippine Environmental Policy and Environmental Code, passed in 1977, clearly states the general principles that should be applied by

the government in managing and regulating the environment and its resources. Since 1988, a large number of new environmental laws have been passed. The basic framework for land-based, as well as coastal and marine, management is found in the laws listed in table 3.5. In addition to these, important bills on sustainable forestry and national land use to rationalize land ownership and management in the country have been pending in Congress for the last decade. A majority of Philippine environmental laws do not have provisions appropriating adequate funds for their implementation, relying instead on trust funds and revolving funds established under the law to support expenses. In practical terms, implementation is often supported by multilateral organizations, such as the GEF, or bilateral development assistance.

As noted, the constitution provides for the right to a balanced and healthy ecology and mandates the government to conserve the nation’s natural resources. However, the large number of statutes and regulations passed since 1988 indicates the lack of a single law directly integrating environment and natural resource management and thereby hindering institutional integration. For example, more than 20 government agencies exercise separate management powers and mandates over coastal resource uses and sectors.

The government has recently undertaken reforms to enhance the policy and institutional framework for the management of the environment and natural resources. The initiatives include a move by the Department of Environment and Natural Resources toward a more programmatic approach. Despite these important initiatives, many barriers remain to overcoming the threats to the natural resource base and environmental management, including weaknesses in local resource planning, weak enforcement for compliance, and sector

Table 3.5**Legal Framework for the Philippines Environment Sector**

Year	Republic act
1988	Comprehensive Agrarian Reform Law (RA 6657)
1990	Toxic Substances and Hazardous and Nuclear Wastes Control Act (RA 6969)
1991	National Integrated Protected Areas System Act (RA 7586)
1992	Local Government Code (RA 7160)
1992	Strategic Environmental Plan Law of Palawan (RA 7611)
1992	Department of Energy Act (RA 7638)
1995	Mining Code (RA 7942)
1997	Agriculture and Fisheries Modernization Act (RA 8435)
1997	Indigenous Peoples' Rights Act (RA 8371)
1998	Fisheries Code (RA 8550)
1999	Clean Air Act (RA 8749)
2001	Ecological Solid Waste Management Act (RA 9003)
2001	National Caves and Cave Resources Management and Protection Act (RA 9072)
2001	Electric Power Industry Reform Act (RA 9136)
2003	Conservation and Protection of Wildlife Resources (RA 9147)
2004	Clean Water Act (RA 9275)
2007	Biofuels Act (RA 9637)

plans with insufficiently integrated biodiversity concerns. Major challenges thus remain to ensuring that the sustainable use and management of the environment and natural resources are fully reflected in the implementation of future development plans and targets.

The Environmental Policy Framework

The first concentrated move toward sustainable development related to the principle of environmental sustainability was initiated with the Philippine Strategy for Sustainable Development in 1987. The strategy's overall goal is "to achieve economic growth with adequate protection of the

country's biological resources and its diversity, vital ecosystem functions and overall environmental quality." This was furthered in 1992 with the creation of the Philippine Council for Sustainable Development, launched in conjunction with the United Nations Conference on Environment and Development (UNCED). The council was responsible for the 1996 formulation of a national plan of action for sustainable development for the 21st century—the Philippine Agenda 21.

The Philippine Agenda 21 is a wide-ranging, multidimensional strategy, which looks to integrate sustainable development concerns in all decision-making structures within both the government and civil society. It advocates a fundamental shift in development approach and aims at introducing an ecosystem-based and people-centered approach. The action agenda is based on the concepts of integration, multistakeholdership and consensus building, and operationalization and improved management to be applied to

- forest and upland areas,
- agricultural and lowland areas,
- urban areas,
- coastal and marine ecosystems,
- freshwater ecosystems,
- improved management of biodiversity and mineral resources.

The strategy establishes implementation mechanisms, as well as time-bound qualitative and process-related targets for the next 30 years, for the relevant institutions (all stakeholders, including donor institutions, are identified in the strategy). The action measures are mostly limited to the environmental field and subsumed into the country's medium- and long-term development plans (the duration of each MTDP coincides with the six-year term of each administration; the long-

term plan is for 2000–25). Thus, the 1993–98 MTDP integrated a number of priority actions from UNCED, and the 2004–10 MTDP explicitly states that the country will honor the international commitments made at UNCED.

This environmental legal framework has remained in effect in the Philippines despite the shifting political dynamics and periodic changes in government that have occurred since the ratification of the 1987 constitution. Public participation and national discussion on environmental issues are a fundamental aspect of the environmental political framework in the Philippines, contributing to a high level of awareness of and involvement in decision making, mostly by urban civil society. Social capital is particularly notable in the environmental sector, and the Philippines arguably has one of the highest numbers of registered environmental NGOs in the world.

Some of the statutes, decrees, and orders were created in response to obligations contracted under international conventions (such as the landmark National Biodiversity Strategy and Action Plan). Among the plans and strategies adopted pursuant to the new laws and international obligations and relevant to this evaluation are the following:

- National Wetland Action Plan (1992)
- National Biodiversity Strategy and Action Plan (1997)
- Revised Master Plan for Forestry Development (2000)
- Integrated Air Quality Improvement Framework and Air Quality Action Plan (2000)
- Philippine Biodiversity Conservation Priorities (2002)
- National Action Plan to Combat Desertification, Land Degradation, Drought and Poverty (2004–10)
- Draft National Action Plan on Climate Change (2005)
- National Implementation Plan on the removal of POPs (2005)
- Action Plan of the Coordinating Body of the Seas of East Asia (2006)
- Framework Plan for Environment and Natural Resource (2006)

The various action plans call for concerted efforts by government, NGOs, and research and academic institutions to gather secondary and primary data on the various themes and to develop participatory and comprehensive plans for implementation. The completed plans often suffer from a lack of appropriations, and their implementation relies heavily on raising the revenues provided for under the law and international cofinancing such as that provided by the GEF. Constraints in policy implementation can also be attributed to systemic considerations such as conflicting and inconsistent developmental and conservation policies. Unclear mechanisms affect policy implementation and, sometimes, project results.

Relevant International Treaties, Conventions, and Protocols

Along with regional environment treaties, the Philippines has signed and ratified most international treaties and conventions related to environmental issues (see table 3.6).

As described above, the Philippines has a highly developed legislative system, and several environment laws have been in accordance with—and sometimes ahead of—international commitments. The Philippines has a good record of ratification of conventions and treaties, even though it does not have a fully developed system for monitoring compliance.

Implementation problems are greatly mitigated by GEF enabling activity projects that facilitate the development of national reports and action plans. This support makes it possible to develop projects linked to Philippine long- and medium-term development plans, as well as alignment of national action plans to international commitments by keeping these in the forefront of bureaucratic priorities. Note, for example, the major environmental changes in the MTDPs since UNCED in 1992 and the Johannesburg Conference in 2002.

The National Economic and Development Authority is the coordinating body for social and economic development planning and policy in the Philippines. It is responsible for the formulation of the country's MTDPs and for setting priority targets for environmental and natural resource management. The president of the Philippines is the chair of NEDA's board, and the heads of all major government departments and agencies are NEDA members. The board is assisted by five cabinet-level interagency committees: Development Budget Coordination, Infrastructure, Investment

Table 3.6

Major International Conventions and Treaties Ratified by the Philippines

Focal area/international agreement	Year of ratification
Biodiversity	
Convention on International Trade in Endangered Species of Wild Fauna and Flora	1981
United Nations Convention on Biological Diversity	1993
Accession to the Convention on Wetlands of International Importance	1994
Convention on the Conservation of Migratory Species of Wild Animals (Bonn Convention)	1993
Cartagena Biosecurity Protocol	2006
International Treaty on Plant Genetic Resources	2006
Climate change	
Ratification of the United Nations Framework Convention on Climate Change	1994
Kyoto Protocol of the United Nations Framework Convention on Climate Change	2003
POPs and hazardous wastes	
Montreal Protocol	1993
Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal (Basel Convention)	1993
Stockholm Convention on Persistent Organic Pollutants	2004
Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade (Rotterdam Convention)	2006
International waters	
United Nations Convention on the Law of the Sea	1984
Convention on Oil Pollution Preparedness, Response and Cooperation	1995
Convention for the Prevention of Pollution from Ships	2001
Convention on the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean and Its Annexes	2005
Land degradation	
United Nations Convention to Combat Desertification	2000

Coordination, Tariff and Related Matters, and Social Development. Two of these committees are of particular importance for natural resource management:

- **Development Budget Coordination Committee.** This committee advises the president on annual government spending, spending for development activities, and capital outlays for specific investments and infrastructure projects. It thus plays a major role in determining budgets for agencies, programs, and projects involving environmental and natural resource management.
- **Investment Coordination Committee.** This committee advises the president on domestic and foreign borrowing and evaluates and reports on the fiscal, monetary, and balance of payments implications of major national projects. It thus plays an important role in determining which foreign-assisted projects involving environmental and natural resource management go forward.

NEDA also chairs the Philippine Council for Sustainable Development, which has a subcommittee on biodiversity conservation headed by the DENR Protected Areas and Wildlife Bureau. NEDA is also represented in the Interagency Committee on Climate Change.

While NEDA's purview does not specifically extend to agency-level implementation, its mission clearly gives it some measure of authority to intervene in ensuring that projects are sufficiently integrated into agency and national systems so

as to maximize and extend benefits and impacts beyond project life. This role derives from planning required for the next MTDP and is therefore not bound by the time lines of specific projects. Further, NEDA's involvement with the Philippine Council for Sustainable Development facilitates its playing a large role in the identification, preparation, and monitoring of project performance and impacts.

Notes

1. El Niño and La Niña are part of a climate cycle referred to as the El Niño Southern Oscillation. During El Niño, warmer than average sea surface temperatures occur in the equatorial central and eastern Pacific; during La Niña, cooler than average sea surface temperatures predominate. This cycle is an important component of the global climate system, and its phases affect weather on a global scale.
2. A *biodiversity hotspot* is a biogeographic region that is both a significant reservoir of biodiversity and is threatened with destruction. Twenty-five biodiversity hotspots have been identified by Conservation International around the world. A *megadiversity country* is one of the small number of countries, located largely in the tropics, that account for a high percentage of the world's biodiversity by virtue of containing very large numbers of species.
3. In fact, in 2004, the emissions were about 77 million tons, which is lower than projected by the ALGAS project. See United Nations Statistical Databases.
4. Carbon sinks are forest and other ecosystems that absorb carbon, thereby removing it from the atmosphere and offsetting CO₂ emissions.

4. Activities Funded by the GEF in the Philippines

Over the past 15 years, the GEF has supported a wide and diverse range of activities in the Philippines together with its national and multinational partners. The support has, to some extent, been characterized by stand-alone projects scattered throughout the island state. Thus, the country portfolio has evolved through individual project efforts and has not been guided by an overall country program. Also influencing the portfolio have been the individual country strategies the GEF Agencies have executed over the years. This situation has changed in recent years, and there is now an emerging tendency toward a more programmatic approach, such as, for example, the World Bank's Environment and Natural Resources Management program.

Several sector and thematic evaluations have concluded that, in spite of massive support to the Philippine environment and natural resource sector, its overall status and trend is one of decline (DENR and UNDP 2002, World Bank 2004, ADB 2004). This has led to attempts to formulate an overall framework for future support to the sector (World Bank 2005; DENR and UNDP 2002, 2005). However, the present country portfolio still consists of projects or groups of projects that have evolved as individual activities. On the other hand, the Small Grants Programme in the Philippines has been guided by a country program

strategy since 1997. The most recent country SGP strategy has six main goals and covers the period 2005–08. Chapter 6 discusses if and how these projects—with and without a unifying strategy—have been relevant to and supportive of Philippine environmental priorities and the national sustainable development agenda.

For the purposes of this evaluation, GEF support to the Philippines was considered in the following six categories:

- All national projects either completed or under implementation; this includes both full-size projects (FSPs) and medium-size projects (MSPs)
- Project development facility grants (PDF-A, PDF-B, and PDF-C), which constitute the country's project "pipeline"
- Enabling activities
- The Small Grants Programme
- Regional projects (shared by the Philippines and other Southeast Asia countries)
- Global projects (shared by the Philippines and countries on other continents)
- Support to the GEF operational focal point

A complete list of the activities funded by the GEF in the Philippines can be found in annex C.

4.1 Activities Considered in the Evaluation

The evaluation did not include all the activities supported by the GEF in the Philippines. Primarily, it excluded regional and global projects not based in the Philippines and projects still in the pipeline. Two criteria were used to select the activities that were assessed: (1) the activity was carried out

exclusively in the Philippines, and (2) the activity was either completed or is still active. These criteria were used to define a group of homogeneous and feasible activities to be analyzed with available resources of budget and time. The group of activities considered in this evaluation is presented in table 4.1. Annex D presents the list of projects that were not included in the evaluation, specifically, five regional projects and seven global projects.

Table 4.1

GEF-Supported Activities in the Philippines Included in the Evaluation

Project title	Focal area	GEF Agency/ national executing agency	Modality
Completed activities (16)			
Conservation of Priority Protected Areas	Biodiversity	WB/DENR & NIPA	FSP
Preparation of the Philippines First National Report to the CBD and Establishment of a CHM	Biodiversity	UNDP/DENR	EA
Assessment of Capacity Building Needs for Biodiversity Conservation and Management in the Philippines	Biodiversity	UNDP/DENR	EA
Coastal and Marine Biodiversity Conservation in Mindanao	Biodiversity	WB/DENR	FSP
Samar Island Biodiversity Project: Conservation and Sustainable Use of the Biodiversity of a Forested Protected Area	Biodiversity	UNDP/DENR	FSP
Sustainable Management of Mount Isarog	Biodiversity	UNDP/CARE	MSP
Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site	Biodiversity	UNDP/WWF	MSP
Critical Ecosystem Partnership Fund–Philippines	Biodiversity	WB/CI	FSP
Asia Least-Cost Greenhouse Gas Abatement Strategy	Climate change	UNDP/DENR	EA
Preparation of the National Communication Program in Response to Its Commitments to UNFCCC	Climate change	UNDP/DENR	EA
Additional Financing for Capacity Building in Priority Areas	Climate change	UNDP/DENR	EA
Leyte-Luzon Geothermal	Climate change	WB/PNOC & NPC	FSP
Initial Assistance to the Philippines to Meet Its Obligations under the Stockholm Convention on POPs	POPs	UNDP/DENR	EA
National Capacity Self-Assessment for Global Environmental Management	Multifocal	UNDP/DENR	EA
Prevention and Management of Marine Pollution in the East Asian Seas	Int'l waters	UNDP/PEMSEA	FSP
Building Partnerships for the Environmental Protection and Management of the East Asian Seas	Int'l waters	UNDP/PEMSEA	FSP
Activities under implementation (13)			
Asian Conservation Company Tranche I	Biodiversity	WB-IFC/ACC	FSP
Asian Conservation Company Tranche II	Biodiversity	WB-IFC/ACC	FSP

(continued)

Table 4.1

GEF-Supported Activities in the Philippines Included in the Evaluation (continued)

Project title	Focal area	GEF Agency/ national executing agency	Modality
Biodiversity Conservation and Management of the Bohol Islands Marine Triangle	Biodiversity	UNDP/FPE	MSP
Integrated Coastal Resources Management Project	Biodiversity	ADB/DENR & LGU	FSP
Palawan New and Renewable Energy and Livelihood Support Project	Climate change	UNDP/DOE	MSP
Efficient Lighting Market Transformation Project	Climate change	UNDP/DOE	FSP
Metro Manila Urban Transport Integration Project - Marikina Bikeways	Climate change	WB/LGU Marikina	FSP
CEPALCO Distributed Generation Photovoltaic Power Plant	Climate change	WB-IFC/DOE	FSP
Rural Power	Climate change	WB-UNDP/DOE	FSP
Capacity Building to Remove Barriers to Renewable Energy Development	Climate change	UNDP/DOE	FSP
Philippines Sustainable Energy Finance Program	Climate change	WB-IFC	FSP
Electric Cooperative System Loss Reduction Project	Climate change	WB/DOE	FSP
Implementation of Available, Non-Combustion Technologies for Destroying Persistent Organic Pollutants	POPs	UNDP-UNIDO/DENR	FSP
Activities in the pipeline (2)			
Climate Change Adaptation Project ^a	Climate change	WB/DENR	
Mindanao Rural Development Program Phase II—Coastal and Marine Ecosystem Conservation Component ^b	Multifocal	WB/DENR	

Note: CI = Conservation International; EA = enabling activity; LGU = local government unit; WB = World Bank.

- a. Project identification form approved October 2006.
- b. Project identification form approved December 2006.

Activities by GEF Agency and National Executing Agency

Of the 10 GEF Implementing and Executing Agencies, only two—the World Bank and UNDP—have a significant number of projects in the Philippines. The third GEF Implementing Agency, the United Nations Environment Programme, is only involved in regional projects; the Executing Agencies ADB and UNIDO have only just begun to implement GEF projects in the Philippines. While the World Bank and UNDP have participated in the same number of activities, the World Bank projects tend to have larger budgets than UNDP’s. Figure 4.1 shows GEF support in the Philippines distributed by Agency and focal area; figure 4.2 shows shares of Agency support.

The World Bank has implemented the following GEF initiatives in the Philippines:

- 10 FSPs in four focal areas, representing about 64 percent of GEF portfolio funding in the Philippines (\$91.29 million)
- 4 projects—two in biodiversity and two in climate change—executed through the World Bank’s International Finance Corporation (IFC), with total funding of \$13.83 million
- 1 FSP in biodiversity, the Critical Ecosystem Partnership Fund, which is managed in the Philippines by Conservation International, for \$1.75 million

UNDP participation has included all the funding modalities available through the GEF. In particu-

Figure 4.1

GEF Funding in the Philippines by GEF Agency and Focal Area

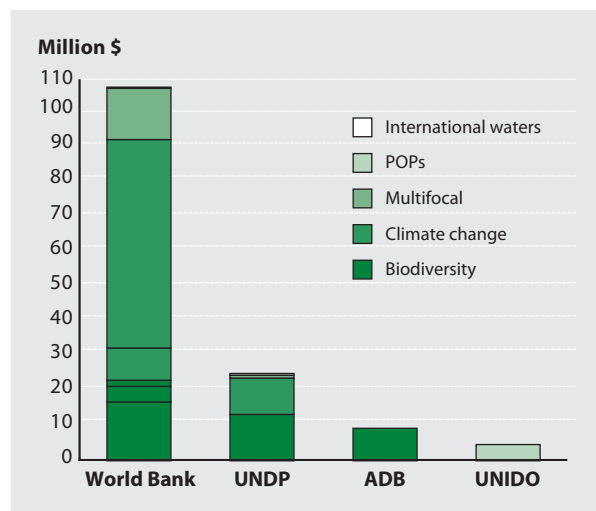
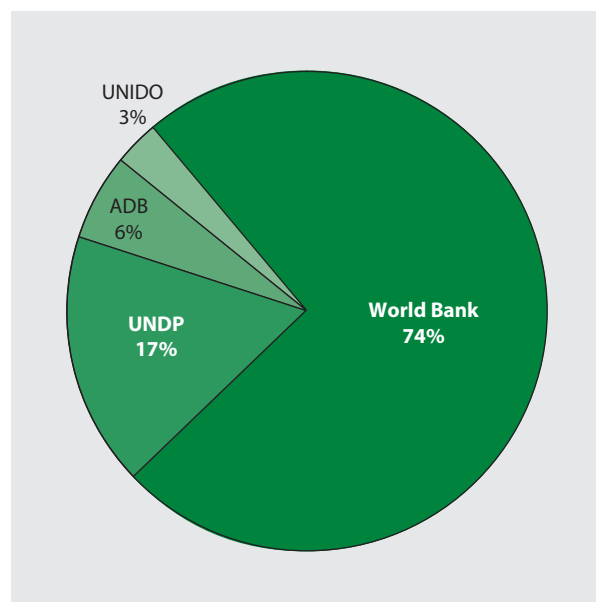


Figure 4.2

Distribution of GEF Funding in the Philippines by GEF Agency



lar, UNDP has implemented 15 activities in four focal areas through the following funding modalities: three FSPs, four MSPs, six enabling activities, and one PDF-B. Additionally, UNDP has disbursed \$5.78 million to about 208 projects through the

SGP. In all, UNDP GEF projects in the Philippines total \$24.89 million, or about 17 percent of total GEF funding.

ADB became a GEF Agency with direct access to the GEF only in 2004 and has thus had limited participation in the GEF portfolio in the Philippines. ADB is implementing one FSP in biodiversity for \$9.43 million; this represents about 7 percent of GEF funding in the Philippines.

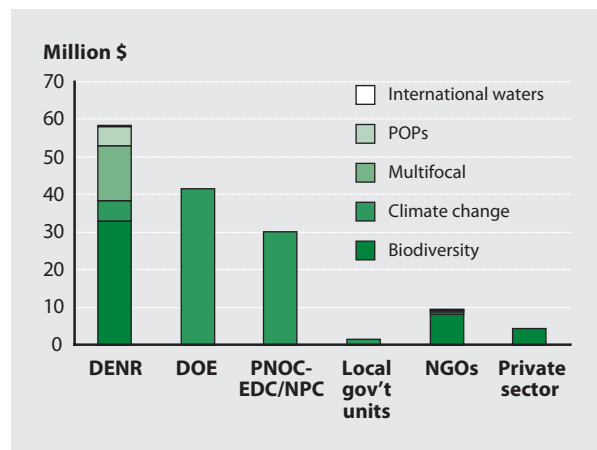
UNIDO, another new GEF Agency, is beginning joint implementation of a POPs project with UNDP worth \$4.57 million, or about 3 percent of GEF funding in the Philippines.

The Philippines Department of Environment and Natural Resources and Department of Energy are the primary national executing agencies, although others are involved as well, as detailed below. Figure 4.3 shows the activities supported by the GEF in the Philippines distributed by executing agency and focus area; figure 4.4 shows shares of total support by executing agency.

- As the main executing agency and GEF OFF, the DENR has executed 15 activities in four focal areas, sometimes in collaboration with local NGOs, such as the Conservation of Priority Protected Areas project. In all, the DENR has executed nine FSPs and six enabling activities totaling \$58.49 million, or about 40 percent of GEF funding.
- The DOE has been particularly active in executing GEF climate change projects. In all, it has executed six such activities: five FSPs, two of which are jointly executed with the private sector through IFC; and one MSP/enabling activity. The total budget executed has been \$41.46 million, or about 29 percent of GEF funding.
- The Philippine National Oil Company-Energy Development Corporation/National Power Company (PNOC-EDC/NPC) has executed one proj-

Figure 4.3

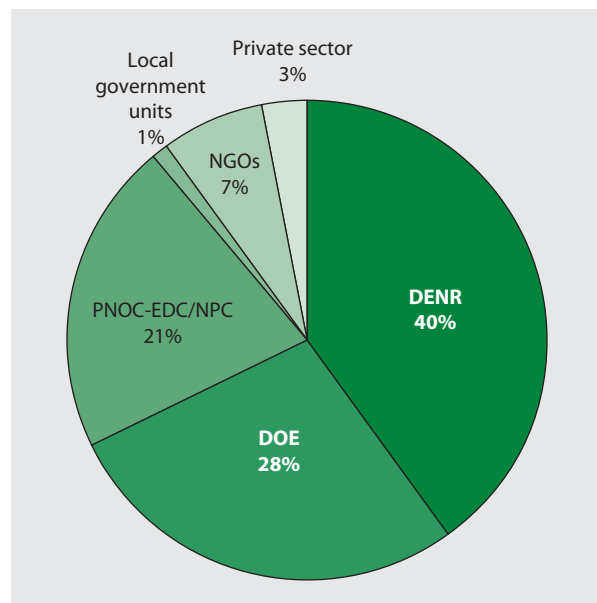
GEF Funding in the Philippines by National Executing Agency



- The private sector is executing two Philippine activities, with a combined budget of \$4.50 million, or about 3 percent of total GEF support. Two DOE-executed projects also include financing for private sector activities.
- Local government units, in conjunction with NGOs, have executed only one project, with a total GEF funding of \$1.48 million. Several GEF projects target local government units; however, the exact amount of project funding that has been executed by local government units under these projects could not be determined based on the information available for the evaluation.

Figure 4.4

GEF Support by National Executing Agency



ect, the Leyte-Luzon Geothermal climate change initiative. This was executed with \$30 million in GEF support, or about 21 percent of total.

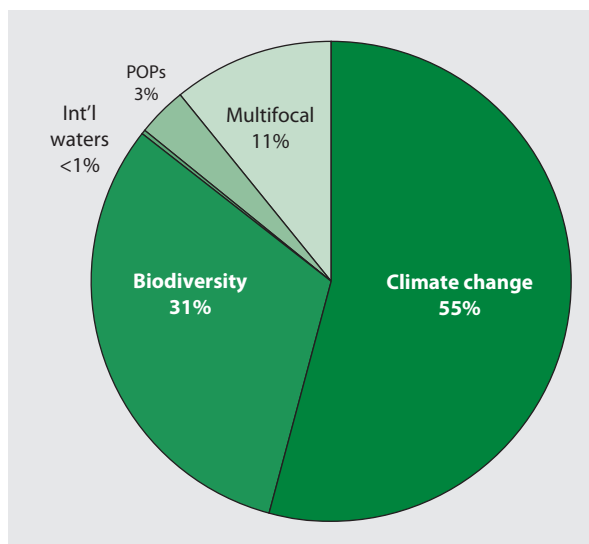
- Collectively, NGOs have executed five projects, all in biodiversity, through two FSPs and three MSPs for a total of \$9.74 million or 7 percent. NGOs have also been the main executors of SGP initiatives.

Activities by Focal Area

The largest focal area supported in the GEF portfolio is climate change, which accounts for about 55 percent of the supported activities. Biodiversity follows, which accounts for about 31 percent of GEF funds in the Philippines. The multifocal area accounts for about 11 percent of funds; the remaining funds are for POPs and international waters projects (see figure 4.5).

Figure 4.5

GEF Support to the Philippines by Focal Area



- **Climate change.** Thirteen activities have been or are in the process of being executed—seven by the World Bank, including two by IFC; and five by UNDP. Nine are FSPs, one is an MSP, two are enabling activities. The last one is supported through the SGP.
- **Biodiversity.** Fourteen activities have been or are in the process of being executed—eight by UNDP; four by the World Bank, including two by IFC; one by ADB; and one by NGOs. Seven are FSPs; three are MSPs; two are enabling activities; and two are PDFs, one granted through the SGP, and the other through the CEPE.
- **Multifocal.** Four multifocal activities have been or are in the process of being executed—two by the World Bank (FSPs), one by UNDP (enabling activity), and another project through the SGP.
- **POPs.** Two activities have been or are in the process of being executed—one each by UNDP and UNIDO. One is an FSP; the other, an enabling activity.

Activities by Objective

The specific objectives addressed in the activities supported by the GEF in the Philippines are summarized in table 4.2. A more detailed presentation of project objectives related to global benefits and

Table 4.2

Main Objectives of GEF-Supported Activities Included in the Evaluation

Focal area	Activity objective			
	FSP	MSP	Enabling activity	SGP
Biodiversity	<ul style="list-style-type: none"> • Terrestrial and marine protected areas establishment and management • Capacity development • Ecosystem management • Alternative livelihood generation • Policy and action plans development • Biodiversity monitoring • Private partnerships for biodiversity conservation • Integrated coastal resources management 	<ul style="list-style-type: none"> • Rehabilitation of ecosystems • Strengthening law enforcement • Payment for environmental services • Legislation • Collaborative protected areas management 	<ul style="list-style-type: none"> • Preparation of the Philippines First National Report to the United Nations Convention on Biodiversity • Establishment of a clearing-house mechanism • Capacity needs assessment 	Projects related to all focal areas
Climate change	<ul style="list-style-type: none"> • Climate change adaptation • Solar energy • Geothermal energy • Energy efficiency • Cleaner energy • Reduction of energy loss • Increased access to local sources of financing for renewable energy and energy efficiency 	Removing barriers to commercial utilization of renewable energy systems to substitute for the use of diesel generators in Palawan	<ul style="list-style-type: none"> • Preparation of the National Communication to the UNFCCC • Additional capacity building on climate change 	
Multifocal	<ul style="list-style-type: none"> • Institutional strengthening • Ecosystem management • Payment for ecosystem services 		National capacity self-assessment to manage the global environment	
POPs	Implementation of available noncombustion technologies for destroying POPs		Preparation of the national plan for implementing the Stockholm Convention	

local environmental impacts is in annex G, which includes this information for relevant GEF-supported regional and global projects as well.

Small Grants Programme

The GEF SGP in the Philippines was initiated in 1992. An independent national steering committee determines the overall SGP strategy in the country, screens projects, provides technical support, and oversees the program’s management. The committee’s members are drawn from various disciplines and include scientists, academics, environmental and development practitioners, and government representatives. Table 4.3 presents the evolution of the SGP portfolio during the different phases of the program. Table 4.4 shows the distribution of grants to FSPs and smaller planning activities by focal area.

Table 4.3

Number of Projects by Focal Area and SGP Phase

Focal area	Phase				Total
	Pilot	1	2	3	
Biodiversity	27	13	64	29	133
Climate change	3	7	19	4	33
POPs				3	3
Multifocal	5	3	22	7	37
Not classified			1	1	2
Total	35	23	106	44	208

Table 4.4

SGP Funding for Full Projects and Planning Grants, by Focal Area

Focal area	Full	Planning	Total
Biodiversity	4,150,442	81,150	4,231,592
Climate change	789,912	38,551	828,464
POPs	0	6,853	6,853
Multifocal	500,435	162,000	662,435
Not classified	48,000	2,497	50,497
Total	5,488,789	291,051	5,779,840

Since 1997, the SGP has operated with a country program strategy, which has been revised several times. The latest strategy incorporates both GEF focal areas and a geographical focus:

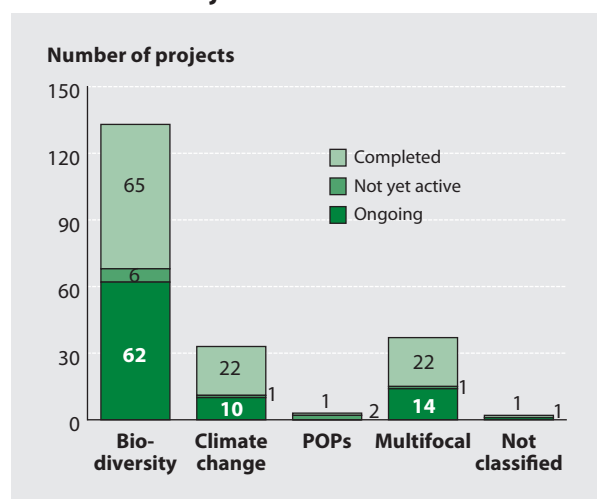
- Support actions that promote biodiversity conservation in selected/priority biogeographic regions, specifically, Sierra Madre (Luzon), Liguasan Marsh (Mindanao), Cebu (Visayas), and Negros-Panay (Visayas).
- Address concerns of indigenous peoples; in particular, strengthen support for their knowledge systems in recognition of the role of indigenous people as guardians of the rich and fragile biodiversity areas.
- Integrate education and awareness activities and advocacy work in projects.
- Institutionalize a system that will allow grassroots organizations to choose who they can access for technical needs.
- Support projects that take a proactive “green courts” approach (that is, environmental judiciary activism), for example, in partnership with the Philippine Judicial Academy under the Supreme Court of the Philippines.
- Ensure the protection of international waters from environmental impacts of activities from within the territorial boundaries of the Philippines.
- Help mitigate climate change through the promotion of renewable and sustainable energy in rural areas.
- Conduct active documentation and research work in support of SGP modeling, replication, and up-scaling, including working for full-scale sharing of lessons and experiences within and outside the Philippines.
- Promote environmentally sound management of POPs and other chemicals.

The SGP has been and continues to be an important venue for civil society and its participation in seeking solutions to critical environmental problems. Additionally, in recent years, the SGP has succeeded in entering into cofunding schemes—for example, with the governments of the Netherlands and New Zealand.

The present status of SGP projects in the Philippines by focal area and implementation status is shown in figure 4.6.

Figure 4.6

Status of SGP Projects as of December 2006



4.2 Evolution of GEF Funding to the Philippines

The GEF has had a long-term presence in the Philippines, and each replenishment period has seen new initiatives and trends develop.

- Two large FSPs began in the GEF pilot phase: the Conservation of Priority Protected Areas and the Leyte-Luzon Geothermal projects. These two initiatives account for almost 33 percent of total GEF support to the Philippines.
- During GEF-1 (1995–98), no projects per se were approved, only two enabling activities.

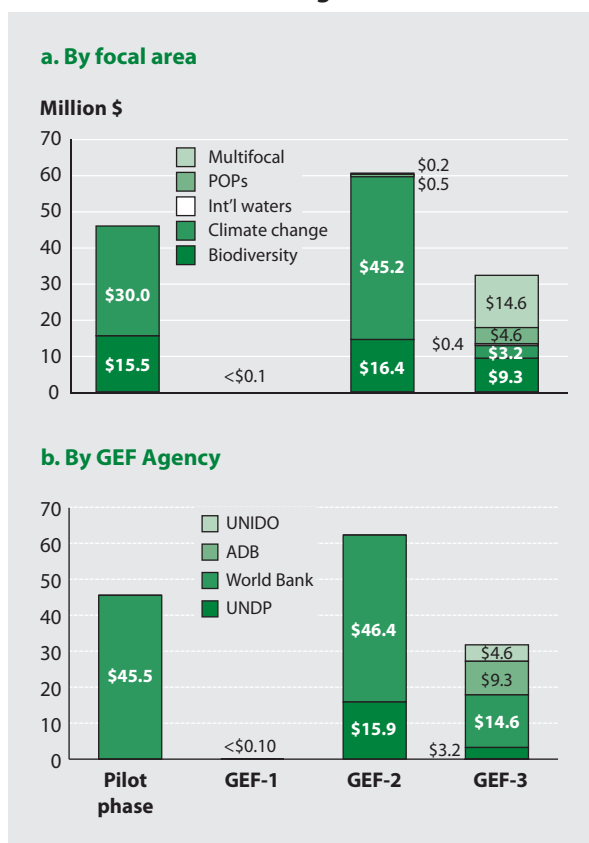
Reasons for this relative inactivity were that (1) a large amount of GEF funding had been invested in the area in the previous period; and (2) numerous administrative changes were being made, including installation of a new GEF focal point and restructuring of the GEF itself.

- GEF-2 (1999–2002) witnessed a surge in project approvals and subsequent fund allocation: 44 percent of total GEF funding to the Philippines in all.
- In GEF-3 (2003–06), there was a more diverse distribution of funds over four focal areas.

Figure 4.7 shows how GEF support by focal area and Agency has changed over time.

Figure 4.7

Distribution of GEF Funding across GEF Phases



Note: Does not include SGP.

Cofinancing

Cofinancing has varied substantially over time, dropping dramatically from a level of 28.73 (almost \$29 received from other donors for every \$1 provided by the GEF) in the pilot phase to 0.33 in GEF-1 (see table 4.5). This particular difference can be explained by the high level of cofinancing—one of the largest for any GEF project worldwide—provided to the Leyte-Luzon Geothermal project in the pilot phase, contrasted with the absence of major activities in GEF-1. The ratio for GEF-2 in the Philippines is slightly above the 2005 global average: 4.7 versus 4.1. In GEF-3, the ratio is slightly above the average level for East Asia and the Pacific, which in 2005 was 6.8 (GEF EO 2006). The East Asia and Pacific region historically provides more cofinancing than the rest of the world.

Table 4.5

Cofinancing Total and Ratio by GEF Replenishment Period

GEF phase	Cofinancing (million \$)	Ratio
Pilot	1,308.13	28.73
GEF-1	0.02	0.33
GEF-2	292.98	4.71
GEF-3	223.26	6.96
Total	1,824.39	13.05^a

Note: Cofunding to regional projects is not included.

a. Average ratio; calculated by dividing total cofinancing by the GEF contribution.

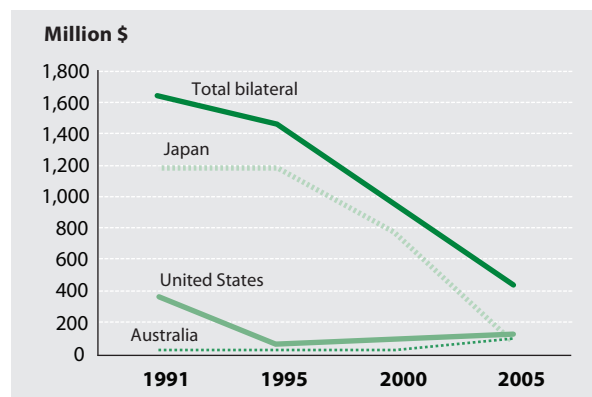
Changes in International Cooperation Assistance to the Philippines

While some neighboring countries (Vietnam, for example) have experienced steep increases in official development assistance (ODA) during the past 15 years, the Philippines has not. From 1991 to 1999, the annual average ODA commitment to the Philippines was \$1.3 billion; this dropped by 42 percent for the 2000–05 period to \$0.75 billion

per year. The decline in ODA is most evident with regard to Japanese aid to the Philippines. Although Japan remains the country's top ODA donor, its annual average commitment of \$1.05 billion from 1991 to 1999 fell by 58 percent during the 2000–05 period to \$446 million.¹ The trend in ODA commitments to the Philippines is illustrated in figure 4.8. (Note that the figure includes all ODA committed to the Philippines, not just aid to the environmental sector.) A complete overview of ODA commitments and disbursements to the Philippines for the period 1991–2005 is provided in annex H.

Figure 4.8

International Bilateral Aid Commitments to the Philippines, 1991–2005



GEF support to the Philippines has, on average, been approximately \$9 million annually for the past 15 years. With overall ODA commitments in decline, GEF support is becoming increasingly important to fulfillment of the national agenda and environmental and natural resource priorities.

Note

1. Japan's net ODA has been on a downward trend since 2000, but the country has indicated it will increase its ODA volume by \$10 billion in aggregate over 2005–09 (DCD-DAC 2007).

5. Results of GEF Support to the Philippines

This chapter reviews the results, in terms of outcomes and impacts, from the various GEF-supported projects in the Philippines that have been completed (see annex I) or are near completion. The origins of these projects are also reviewed so as to assess whether the projects have helped advance the policy debate in the country. Results were measured using the following parameters:

- Global environmental impacts
- Catalytic and replication effects
- Institutional sustainability and capacity building

Information on results was compiled from final or near-final project evaluations and interviews. The documentation focused mostly on outcomes and provided only limited information on impacts, suggesting that the existing documentation may not be an efficient tool for identifying and evaluating project impacts.

5.1 Global Environmental Impacts

Biodiversity

Because terrestrial and marine biodiversity is clustered in unique ecological regions, it is useful to specify a country's biodiversity in relationship to such ecoregions. According to WWF definitions, the Philippines has four such regions: Philippines Moist Forests, Palawan Moist Forests, Philippines Freshwaters, and Sulu-Sulawesi Seas. Using the biogeographical distinctions discussed

in chapter 3, the Philippines has 16 terrestrial biogeographical zones or subregions and 6 marine subregions, each of which represents distinct and unique clusters of species found nowhere else in the world. The distribution of these species is complex and highly uneven, making it difficult to assess threats to them across the ecosystems of the world, both within and across countries. Moreover, reliable and comprehensive data are not uniformly available. In recognition of these limitations, the GEF has established a Benefits Index for Biodiversity, which incorporates the following elements:

- Magnitude of taxonomic variability at the species and higher levels, by recognizing species richness with special emphasis on threatened species. As speciation is correlated with genetic diversity, it also recognizes variability at the genetic level.
- Large and unique ecoregions that provide opportunities for expansion in the global network of protected areas, both by area and species representation.
- Explicit inclusion of marine and terrestrial biodiversity, recognizing their distinct contributions to ecosystems in these spheres.
- Recognition that all biodiversity is important and provision of opportunities for sustainable use and the maintenance of ecosystem services

at various scales, by ensuring a minimum level of resources to all countries.

In line with the above, the evaluation established four levels of assessing possible achievements to determine the global benefits derived from GEF support in the area of biodiversity:

- Conservation of species and genetic diversity is addressed and diversity maintained or improved through project interventions.
- Project interventions are addressing conservation of critical ecosystems and habitats within representative priority global ecoregions and unique biogeographic regions.
- Ecosystem management approach is taken in project design and implementation.
- Environmental sustainability and sustainable use are addressed and improved.

Context

Almost 24 percent, or about 7.162 million hectares, of the Philippines is still forested; this, together with the country's 26,000 square kilometers of coral reef ecosystems, contributes greatly to global biodiversity benefits—this is especially true for the country's 829,000 hectares of primary forest, the most biologically diverse form of Philippine ecosystem (Butler 2006).

At the species level, the Philippines contributes to global environmental benefits by hosting at least 10,600 described plant and land vertebrate species, of which 63 percent is confined to the Philippine ecoregion. Similarly, the coral reef ecosystems, with more than 17,000 described marine species, represent an extremely high level of biodiversity endemism.

Given this high level of biodiversity, project interventions are needed in each of the country's regions and their representative major ecosystems, which

range from upper mountain to lowland forest systems and from freshwater wetlands to coastal and marine ecosystems).

Achievements in Biodiversity

- **Conservation of species and genetic diversity is addressed and diversity maintained or improved through project interventions.** GEF-supported projects have been implemented in 10 of the 16 Philippine biogeographic regions (see table 5.1), thereby targeting conservation at the species and subspecies levels, including the majority of the country's endemic and threatened species. However, in-scale projects have largely targeted only about seven of the regions, and only the SGP and CEPF initiatives have focused to some degree on the regions where most of the critical threatened species are located. Coastal and marine projects have been or are about to be implemented in five of the six marine regions.

The project documents seldom describe what species or number of species the projects aim to conserve. Similarly, the terminal evaluation reports rarely describe what has been accomplished in terms of species management and conservation. Despite the lack of documentary evidence, it is safe to conclude that numerous species have benefited from project outcomes in the form of management and policy interventions. GEF-supported projects have, for example, resulted in decreased hunting or fishing and gathering of threatened species, slowed the destruction of habitats for numerous species, and established no-take zones and better enforcement of in-place legislation to protect rare and vulnerable species. For land-based biodiversity, a number of single-species populations are documented to have been better maintained, including the critical threatened Philippine eagle, Cebu flowerpecker, and Phil-

Table 5.1**Biogeographic Distribution of GEF Funding to Biodiversity-Specific Projects in the Philippines, 1992–2006**

Biogeographic region/zone	FSP	MSP	SGP	CEPF
Terrestrial regions				
1. Batanes	X	–	–	–
2. Babuyan	–	–	–	X
3. Greater Luzon	X	X	X	X
4. Lubang	–	–	–	–
5. Greater Mindoro	–	–	X	X
6. Greater Palawan	X	–	X	X
7. Burias	–	–	–	–
8. Sibuyan	–	–	X	–
9. Romblon–Tablas	–	–	–	–
10. Greater Negros–Panay	X	–	X	X
11. Greater Mindanao	X	X	X	X
12. Camotes	–	–	–	–
13. Siquior	–	–	X	–
14. Camiguin	–	–	X	–
15. Greater Sulu	–	–	–	(X)
16. Sibutu	–	–	–	–
Total	5	2	8	6
Marine regions				
1. Northern Philippine Sea	X	–	X	–
2. South China Sea	X	–	X	–
3. Visayan Sea	X	X	X	–
4. Sulu Sea	–	X	–	–
5. Sulawesi Sea	X	–	–	–
6. Southern Philippine Sea	–	–	–	–
Total	4	2	3	0

Note: (X) = partial distribution; – = not covered.

ippine crocodile; some, including the Philippine cockatoo, have even increased their population. Among marine species, similar results have been reported for sea turtles, corals, and dolphins, among others.

The establishment of a GEF-supported participatory local biodiversity monitoring system under the DENR is a contributing factor to

enabling documentation of trends on a number of key indicator species or species under threat. The focus of the monitoring efforts has been on numerous land and resource uses and on conservation-dependent threatened species in several protected areas. A result reported from just one GEF-supported project, Conservation of Priority Protected Areas, notes that more than 150 corresponding management initiatives were taken by the local-level managers and communities over a period of less than three years (Danielsen and others 2007).

- **Project interventions are addressing conservation of critical ecosystems and habitats within representative priority global ecoregions and unique biogeographic regions.** The seven completed and near-completed full- and medium-size biodiversity projects have triggered substantial global benefits in about 7 out of 16 of the Philippine land-based biogeographic regions and 5 of the 6 marine regions. The projects have often been concentrated in larger priority areas in urgent need of conservation action.

Major results include expansion of the protected area network with more than 2 million hectares of protected areas and at least 25 fishery marine protected areas being designated or gazetted as a result of GEF-supported interventions. It is particularly noteworthy that one project, Conservation of Priority Protected Areas, facilitated the country's first five republic acts, which permanently established 5 of 10 project sites as protected areas.

Some GEF-supported sites have received global or regional recognition as a result of their significance. These include two sites that have been designated under the Ramsar Convention, one that obtained status as a World Heritage Site under UNESCO (Tubbataha Reef Marine National Park), and one declared as 1 of 11

Association of Southeast Asian Nations Heritage Sites (Mount Apo National Park). Additionally, the Turtle Islands Heritage Protected Area became the world's first transboundary marine protected area.

- **Ecosystem management approach is taken in project design and implementation.** There are no measurable outcomes or impacts noted in the project documentation regarding use of an ecosystem management approach. The focus on such an approach has shifted over the years, and it was particularly strong during the GEF pilot phase. Only very recently have GEF Agencies and the Philippine government begun to design projects integrating marine to upland ecosystems in a single project package and implementation approach. The shift is now seen in the inclusion of integrated conservation and development projects under the GEF multifocal area program. A more integrated approach in natural resource management is also a result of lessons learned from previous GEF projects.
- **Environmental sustainability and sustainable use are addressed and improved.** Several projects have been able to catalyze policy action to strengthen natural resource management at the local and national levels, supporting new and strengthening existing institutions to enhance good governance and transparency in decision making involving natural resources, bolstering civil society capacity both of individual and networks of NGOs, and increasing knowledge regarding the status of biodiversity in the Philippines.
- The major achievements supported by the GEF in this area include the establishment of more democratic and participatory management boards for protected areas and development of management plans and tenure instruments. For

example, as a result of the CEPE, a recent presidential executive order declared all key biodiversity areas of global importance to biodiversity to be critical habitats for management and protection. These include 128 areas defined for 209 globally threatened and 419 endemic species of freshwater fish, amphibians, reptiles, birds, and mammals, as well as for 62 species of congregatory birds. The areas cover approximately 20 percent of the total land area of the Philippines.

Further Opportunities

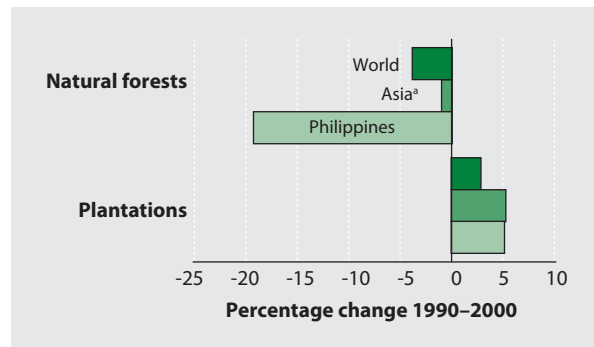
While impressive, the GEF impact involving protected areas appears to be fragile, and the results may not be sustained. The vast majority of Philippine biodiversity and ecosystems continue to be under massive use and severe pressure due to the needs of increasing populations, inequitable land distribution, unsustainable resource and land use practices, and uneven distribution of wealth derived from biodiversity-related extraction.

Concurrent with the 1990–2005 expansion of 2 million hectares in protected areas, the Philippines lost approximately 3.4 million hectares—about 32 percent—of its forest cover. Measuring the total rate of habitat conversion from 1990 to 2005, the Philippines lost 7.9 percent of its forest and woodland habitat (Butler 2006). Figure 5.1 shows the decline in natural forests in the 1990–2000 decade.

Unfortunately, the national budget for protected areas and the human resources to manage them remain insufficient to maintain even those areas declared as protected prior to the GEF program, much less those created or expanded with GEF support. Given the scale of the protected areas network expansion, a better approach might have been to support a concerted effort involving other donors, the major conservation NGOs, and the DENR and to put in place a national long-term

Figure 5.1

Percentage Change in Forest Area by Type, 1990–2000



a. Asia does not include the Middle East.

financing mechanism for protected areas of global importance. However, there are currently no agreements within the government and the donor community as to what should be the long-term biodiversity-unique priority areas for external assistance. Attempts to manage and sustain biodiversity are therefore fragmented, and assistance to areas of critical importance takes place under different portfolios and without a government program approach.

The GEF-supported projects mostly focus on the larger Philippine islands. This means that little or no attention is devoted to the unique ecosystems and extremely vulnerable biodiversity found on such islands as Sulu and Sibuyan, Romblon-Tablas, and Siquior and Camiguin, even though this is where the country's highest numbers of threatened species occur and where all natural habitats are nearly depleted or soon to be fully converted. Conservation funding for these islands had been difficult to access in recent years due to the focus of limited resources on the longer term promise of conservation in the few remaining larger forested landscapes in the Philippines. Only the CEPF and, to a lesser extent, the SGP have financed some small-scale interventions within these biogeographic regions.

The biodiversity interventions supported by the GEF have probably slowed the downward trend for a number of the country's threatened species, and the numbers and threat levels appear to have stabilized—at least for the time being (Posa and others 2007). However, the number of globally threatened fauna and flora in the Philippines at risk of extinction stands as one of the highest of any country in the world, and several subspecies have already become extinct (IUCN 2006).

The general lack of skilled staff in natural resource and biodiversity management means that capacity development efforts are generally standard outputs of GEF projects. Current training initiatives feature the application of a mix of nonformal training methods and development of needs-based project training materials. Evaluation results reveal, however, that little documentation exists of what was achieved, by how many and how, or if the capacity development effort improved capacities at individual or institutional levels. In general, the projects have failed to get a better grasp of what kind of new institutional and university curriculum arrangements are needed to address biodiversity and natural resource management capacity constraints and, in this way, transfer capacity-building efforts and responsibilities away from project portfolios and to the main government agencies and universities responsible for the country's educational system.

Most of the protected areas created or expanded with GEF support contain numerous communities and significant agricultural area. While this approach encourages a broad range of participation in resource use issues through a protected area management board, it also potentially complicates management objectives and risks mission drift. Moreover, the protected areas are severely understaffed, and only a very few ecologists have been assigned to guide conservation management.

A large proportion of the Philippine population lives in or adjacent to the resource-rich areas, and a significant percentage of local subsistence livelihood and protein intakes of the people is derived from forest, wetland, and marine resources. The Philippines is thus culturally and economically closely linked to and highly dependent on natural ecosystems. Improving livelihoods has been a crucial part of biodiversity projects as a consequence. Successful initiatives under the coastal- and marine-based projects have been able to contribute to increased income for local people while enabling them to shift their sources of income away from depleted species and thereby reduce pressure on the resources. This appears not to be the case for the land-based projects, which have largely failed to achieve success.

In many of the critical conservation areas supported by the GEF, there are numerous small- and medium-size livelihood-focused development projects. Up until now, there has been insufficient emphasis on cofinancing and managing livelihood activities. Many projects in the same area are often implemented in isolation—and even duplication, as noted during the evaluation field visits—and without linkages to local development strategies. To some extent, the development of livelihood activities seems to have become a livelihood strategy on its own, with some local organizations shifting from one donor to another once the source of funds dries up. A programmatic approach that would integrate development programs with biodiversity and natural resource management programs in the key priority areas should be established. In this context, it should be noted that the GEF FSPs and MSPs do not coordinate with the SGP projects operating in the same areas, even though these address livelihood support activities.

Climate Change

GEF projects in climate change aim to help developing countries and economies in transition to contribute to the overall objective of the United Nations Framework Convention on Climate Change. The objectives of the support are to minimize climate change damage by reducing its risk and/or adverse effects through climate change mitigation and climate change adaptation.

The GEF operational strategy for climate change placed initial emphasis on four operational programs addressing long-term program priorities to mitigate climate change.¹ The nine full- and medium-size climate change projects in the Philippines have focused on the following:

- Promoting the adoption of renewable energy by removing barriers and reducing implementation costs (four projects)
- Removing barriers to energy conservation and energy efficiency (three projects)
- Reducing the long-term costs of low-GHG-emitting energy technologies (one project)
- Promoting sustainable transport (one project)

In addition, the Climate Change Adaptation Project, which was in the pipeline at the time of the evaluation, will focus on adaptation aspects of climate change including enhanced resilience to the adverse impacts of climate change for vulnerable sectors.

Context

The GEF Benefits Index for Climate Change seeks to determine the potential global benefits that can be realized from climate change mitigation activities in a country. It is constructed from two indicators: baseline GHG emissions for the year 2000 in tons of carbon equivalent and a carbon intensity adjustment factor computed as the ratio of carbon

intensity in 1990 to that in 2000. In keeping with current GEF programs and strategies, only carbon emissions from fossil fuel combustion and cement and the emission of other GHGs are included in the baseline emissions. GHG emissions associated with land use changes have not been included in the baseline figures, although this would have been highly relevant in the case of the Philippines.

The distribution of baseline GHG emission levels across eligible GEF recipient countries is highly skewed, with 30 countries accounting for 85 percent of total GHG emissions, and the remaining 137 countries accounting for 15 percent. The Philippines belongs to the group of countries with least emissions, at the level of India, and lower than, for example, Samoa as measured by CO₂ emission equivalents in tons per person: 1.37 for the Philippines, and 2.47 for Samoa as of 1994 (DENR 1999).

Achievements in Climate Change

The Philippines has, with support from the GEF, initiated several enabling activities to produce global climate change benefits. In particular, the country has been able to

- identify and implement strategies that reduce GHG emissions and improve local air quality while meeting public health and economic development objectives;
- provide stakeholders with quantitative estimates of global and local cobenefits of GHG-reducing policies and technologies;
- engage national stakeholders to lay the groundwork for the adoption of cost-effective alternative renewable energy;
- build analytical, institutional, and human capacity for multidisciplinary monitoring and analysis of GHG mitigation and environmental impacts of alternative strategies;

- put in place necessary legislation and policies enabling increased energy conservation and energy efficiency through reduced costs of low-GHG-emitting technologies.

Thanks to new, innovative laws and a strategic shift toward environmentally friendly energy diversification—in turn due to the enabling assistance provided by a number of donors, including the GEF—substantial progress in this focal area is being made. GHG emissions have been reduced or avoided through project interventions, and the impact of GEF-supported projects are now permanently reducing the country's CO₂ emissions to about 2.26 million tons per year. Compared to alternative coal-fired-based plants, this would imply incremental CO₂ emissions at the same level. Measured against the 1990 baseline, this represents about 6 percent of the national annual emission level.

The achievements made in expanding the network of forested protected areas under the biodiversity focal area are also contributing to reducing CO₂ emissions: more than 2 million hectares of protected forest is neutralizing carbon emissions while maintaining unique global biodiversity. Similarly, a secondary benefit of the Leyte-Luzon Geothermal climate change project is that 31,000 hectares of the forest where the plant is located are effectively protected and function as a climate change carbon sequestration area.

GEF support has piloted several initiatives. These include significant offset of GHG emissions through a range of renewable technology options (mini-hydro subprojects, geothermal energy, and solar power energy) and innovative approaches to reducing geothermal CO₂ emissions by reinfusion of CO₂ to underground geothermal wells; this promising technology may be replicated elsewhere, even though it did not prove successful in the Leyte-Luzon plant because of the particu-

lar chemistry of this site. One rural pilot project seems promising in reducing the long-term costs of low-GHG-emitting energy technologies by bringing together the solar and river-flow potential of developing countries in an environmentally friendly way. The project's power plant is the first demonstration of its kind anywhere in the world and serves as a model for replication throughout the prospective global market.

The greatest potential global benefit of some of these innovative pilot projects lies in their long-term emission-reduction potentials. More strategic reductions that several of the GEF-supported projects will bring about are helping to reduce costs, remove barriers, and expand markets for renewable energy in both the Philippines and globally. Such developments are expected to produce far greater reductions in future GHG emissions.

Further Opportunities

Although the energy sector contributes significantly to GHG emissions, accounting for about 49 percent of the national total, a relatively large portion of GHG emissions stems from the agricultural sector, particularly through land degradation and conversion of forest. From a strategic point of view, the GEF Agencies in partnership with government and the private sector could be expected to pilot more multifocal area projects that could address climate change mitigation as well as the reasons behind land degradation and conversion of forest land. This may include more efficient forest management linked to a strategic approach to carbon sequestration at the local and national levels.

Climate change adaptation has become, albeit belatedly, a top priority in the Philippine development agenda. The late focus in building up adaptive resilience to the adverse impacts of climate change comes perhaps at a high economic price

given that climate change trends have been well documented by the Intergovernmental Panel for Climate Change. The GEF-supported adaptation project that is about to be implemented may contribute substantially to the government's focus on widescale adaptation to the development problems that increases in temperature and sea level and changes in weather patterns are creating.

Although promotion of sustainable transport was piloted through one project intervention and its introduction of nonmotorized transport alternatives has been moderately successful, it has not been replicated elsewhere in the country. New approaches to alternative transport are greatly needed, but legislation is still pending. The issue comes down to resolving whether encouragement of bicycling in a hot, humid country merits large-scale replication or if the electrified mass transportation that the country is presently backing would bring about significant local environmental benefits and contribute to global benefits.

International Waters

GEF projects to reverse the degradation of international waters are informed by, and help to realize the objectives of, a mosaic of regional and international waters agreements. These projects enable countries to recognize and learn more about the water-related challenges they share, find ways to work together, and undertake important domestic changes in order to solve problems. The primary global environmental benefits are incremental marine environmental improvements demonstrated through working models on marine pollution reduction/prevention and risk management.

Context

Except for a few SGP projects, there have been no national GEF-supported projects implemented under the international waters operational program. However, the Philippines does participate in

both regional and global GEF-supported projects aimed at addressing national and transboundary water pollution through local and regional agreements, implementation of protection measures of fishery habitats, and unsustainable exploitation of fisheries through participatory partnership and on-the-ground actions.

Among the regional projects supported by the GEF are four national components under the PEMSEA umbrella. Because its regional program office is located in the Philippines (housed in the DENR), this is the only international waters program included in this evaluation. The PEMSEA program is intended to reverse environmental degradation trends and to generate benefits in different GEF focal areas including cross-cutting issues on land degradation, water bodies, contaminants, and development and implementation of public-private partnerships in environmental investments. It has established a regional strategy and framework—the Sustainable Development Strategy for the Seas of East Asia—and a regional implementing mechanism which includes an intergovernmental, multisectoral partnership council. Twelve countries, including the Philippines, participate in the PEMSEA program.

Achievements

PEMSEA has established a network of national and subregional integrated environmental management programs throughout the East Asian seas, facilitated a critical mass of national and regional multidisciplinary technical expertise in environmental and marine and coastal management, and established integrated coastal zone management sites. In the Philippines, PEMSEA has a demonstration site at Batangas City and two parallel integrated coastal zone management projects in the provinces of Bataan and Cavite. An integrated Manila Bay action plan has been developed, and technical assistance is being provided to a number

of coastal local government units to provide a platform for scaling up and replication in the country. The initiatives have been institutionalized at the national and local levels of government and serve as valuable examples of how GEF support has facilitated improved governance and enabled the respective governments and stakeholders to confront and overcome many of the challenges and constraints to sustainable development of marine and coastal resources.

Further Opportunities

International waters activities are often catalytic and difficult to evaluate. Although the overall sustainability of project outcomes and impacts at the national level appears highly likely, sustainability may not be likely at the regional level, which would provide the program's main global environmental benefits. No regional framework was developed to allow immediate GEF withdrawal: given the complexity, magnitude, and geographic size of the project site, substantial efforts will be required to build a policy environment, working models, and innovative approaches and methodologies.

POPs

The objective of GEF's support in this focal area is to help reduce and eliminate releases of 12 POPs, including pesticides and industrial chemicals as well as unintentionally produced POPs. Aside from one enabling activity, no projects have yet been implemented in this area. A National Implementation Plan has been adopted, intervention barriers have been removed, and there is an enhanced capacity to implement enabling projects to destroy POPs. One project was planned for implementation in 2007.

Multifocal Areas

Support to multifocal projects in the Philippines is new, and there are only two approved projects

awaiting implementation in this area. They are therefore not included in this assessment. The objectives of these projects fall within the biodiversity (coastal, marine, and freshwater ecosystems and forest ecosystems), multifocal (integrated ecosystem management), and sustainable land management operational programs.

5.2 Catalytic and Replication Effects

GEF Agencies and external reviews have produced no documentation or in any way highlight efforts made in the areas of catalytic and replication effects. This information gap obviates a full analysis. Based on the information available, the overall result is less than satisfactory when it comes to synergy, coordination, and replication between and among GEF Agencies, donors, and government agencies.

About 60 percent of the projects reviewed appeared not to have had any form of synergetic approach and thereby missed opportunities for catalytic and replication effects. Even less satisfactory results are shown across sectors, and between GEF and government agencies. Nevertheless, there are a number of examples of GEF-supported activities that had catalytic and replication effects among government programs or between projects, notably the following:

- The catalytic effect of the pilot regional Asian Least-Cost Greenhouse Gas Abatement Strategy project aims at ensuring that the energy sector starts reducing future GHG emissions in the Philippines.
- Some of the Philippine enabling activities have a strong catalytic effect, bringing together a wider audience from all sectors of society, with potential replication across sectors. For example, while designed to comply with the requirements of the Stockholm Convention, enabling

activities addressing POPs have also served as catalysts for application of the Basel and Rotterdam Conventions, thus helping merge key components of hazardous chemical management policy into a single process among different agencies.

- The National Capacity Self-Assessment enabling activity is intended to be integrated or linked to other relevant GEF-funded projects and activities such as the biodiversity, POPs, and climate change add-on enabling activities and the recently approved Capacity Building to Remove Barriers to Renewable Energy Development Project.
- From the GEF grant for the Leyte-Luzon Geothermal project, PNOC-EDC/NPC was able to replicate the methodology in quantifying the protection afforded by natural vegetation that serves as a sink to CO₂ in the atmosphere. The methodology established in the project was used in other company geothermal projects in Southern Negros and Mindanao.
- Solar-powered voltaic projects were designed to complement ongoing GEF photovoltaic projects, which are primarily aimed at the off-grid market. They also complement IFC-GEF initiatives targeting efficient use of electricity in the Philippines, as well as GEF-financed renewable energy projects and programs.
- The lessons learned on biodiversity monitoring systems for protected areas institutionalized this requirement of the United Nations Convention on Biological Diversity within the DENR, and the system has since been replicated by other donor projects and NGOs not only in the Philippines but in other regions of the world as well.
- The regional PEMSEA program is largely catalytic, with replication taking place across

a number of countries in the region including the Philippines. The program has established a regional strategy and implementing mechanism which have been adopted by all 12 participating countries. The strategy allowed for replication and scaling up of best practices from one country to another—and even within a country, as seen in the integrated coastal zone management demonstration site.

- The GEF-supported CEPF approached integration of spatial regional development planning with conservation priority setting and establishment of landscape-protected biodiversity corridors. This approach has had a substantial replication effect, with the CEPF having demonstrated the value of bringing together the full breadth of local stakeholders, including government, academia, and specialized civil society groups, all working together toward a common set of objectives at multiple scales. Alliances driven by common interests, particularly where a broad constituency shares directly in the benefits, are more likely to replicate and sustain best practices.
- At the GEF Agency level, designing site-level portfolios or clusters such as in Mindanao which hosts several projects of varying sizes is often more effective than one large project. The cluster approach is seen in some of the World Bank rural development projects blended with GEF grants. These have allowed for site-level components around sites of different ecosystems being implemented by local stakeholders with diverse capacities. This approach may provide a promising alternative in meeting the challenges of the integrated conservation and development project concept rather than have a donor make a large grant to a single organization to implement a wide range of interventions meant to yield conservation and development benefits at the site level.

5.3 Capacity Building and Institutional Sustainability

Projects' capacity development aspects were assessed through document review and selected interviews. These findings, along with those of other relevant Office evaluations, will be further detailed in a forthcoming Evaluation of GEF Capacity Development Activities. The overall assessment for the Philippines is that capacity development results are mixed. In some projects, such as Coastal and Marine Biodiversity in Mindanao, capacity building has been achieved with positive results and impacts; in others, such as the NPC training component of the Leyte-Luzon Geothermal project,² the results were clearly unsatisfactory.

In general, all projects in the GEF portfolio include a capacity development element, and institutional capacity building in particular is the focus of many projects. The element is often linked directly to the objectives and has specific outputs. However, only a limited number of documents describe the capacity-building effort and results in detail—delineating, for example, the number of people to be trained, training impacts, monitoring follow-up on results, and lessons learned. Documentation is lacking on the impacts of this training and follow-up, such as looking into how the training is being applied and if the capacity building has improved institutional performance. This lack of information makes it difficult to assess the full results of the training effort and hinders future replication of good practices. Further, it may limit the exchange of lessons learned across government agencies and GEF Agencies.

The evaluation found that, in some cases, the training had not been well designed and trainers not sufficiently qualified. Of the Samar Island Biodiversity Project, for example, the final review concluded:

Training and education on biodiversity conservation and livelihood is not a one-shot deal. It necessitates a well-tailored plan and careful step-wise implementation so that the project will know where to begin, what to do next and where to end. The project's training activity lacks clear direction to support its goal for livelihood development and biodiversity conservation (Luna and others 2006).

The same project had a strong focus on changing forest-dependent livelihoods into agriculture-based livelihoods. But the project was not sufficiently aware of the many dimensions of the original forest-based livelihood, which resulted in the development of an alternative that did not cover the needs of the target group.

With regard to institutional sustainability, the evaluation found that GEF support has enhanced the capacity to better fulfill obligations under relevant international instruments, but has perhaps been less successful in enhancing capacity to achieve national objectives and targets for sustainable development. For example, the GEF helped achieve a substantial increase in the number of protected areas but not in the amount of human resources needed to manage these areas. Pilot projects and enabling activities helped demonstrate what is needed at the national level in terms of frameworks and capacity and how the government may overcome such challenges, but the response has been weak. If management capacities are weak at the national and/or local levels, then the likelihood of sustaining or scaling up projects after GEF support ends is greatly reduced.

Overall, it was difficult to assess how institutional capacity building has been designed, since there seems to be limited use of institutional capacity assessments. Development of a rapid institutional capacity screening tool should be considered for use in the preparation of proposals involving institutional capacity development. An approach

to institutional capacity development that is both **process oriented** (focused on facilitating institutional functional changes, the capacity-building and development process, sensitive to changes in requirements and needs, and so on) and **output oriented** (focused on producing tangible results, which will ensure that activities are linked to action on the ground and testing of best practices in the relevant focal area) is needed.

Capacity development in GEF support should therefore be approached in a more strategic manner with a focus on longer term, permanent training initiatives that would gradually transfer ad hoc capacity-building efforts away from the GEF and other donor project portfolios to the main departments and universities responsible for the country's natural resource management and educational outcomes.

As noted, the lack of systematic documentation of capacity development in GEF support hampers the sustainability of these results. Development of a common format and practice for reporting and documenting capacity-building activities should be considered. This would improve the availability of approaches and methodologies that have proven successful or that can be adapted to become successful in the relevant context.

Notes

1. GEF-4 (2007–10) introduced new strategic priorities, but these were not in place at the time of this evaluation.
2. One objective of the Leyte-Luzon Geothermal project was to strengthen NPC capabilities in environmental and social impact analyses. To this end, the project included a component for NPC technical assistance and training. According to the project's 2000 implementation completion report, "This objective was not achieved. NPC's capacity for social impact analysis is weak."

6. Relevance of GEF Support to the Philippines

This chapter reviews the relevance of GEF support in the Philippines in the context of both the country's own and the GEF's goals and priorities. The evaluation asked, and this chapter summarizes its findings about, the following:

- Is GEF support within the country's sustainable development agenda and environmental priorities? Does it have country ownership and is it country driven? What is its level compared to other official development assistance in the environmental sector?
- Does GEF support help development needs (technology transfer, income generation, capacity building) and reduce challenges (gaps in capacity building)? Are the various GEF modalities and project instruments (FSPs, MSPs, enabling activities, small grants, and so on) pertinent to the country's needs and challenges?
- Is GEF support linked to the Philippines National Biodiversity Strategy and Action Plan, National Communication to the United Nations Framework Convention on Climate Change, National Implementation Plan on POPs, and National Capacity Self-Assessment for Global Environmental Management?
- Are project outcomes and impacts related to the RAF Global Benefit Indexes for Biodiversity and Climate Change and to other global indicators for POPs, land degradation, and international waters?
- Do GEF activities, country commitments, and project counterparts support the GEF mandate and focal area programs and strategies?

6.1 Relevance to Country's Sustainable Development Agenda and Environmental Priorities

Relevance to Country Agenda and Priorities

The Philippine development agenda and national priorities are expressed in the country's various medium-term development plans. Since GEF support was first initiated in 1992, the country has been guided by three such plans plus a revised plan. The relevance of GEF support to these development plans is detailed in annex J.

By number of projects, GEF support has been fairly evenly divided between activities in the biodiversity and climate change areas. By funding level, however, support has been mainly channeled to climate change activities, which have primarily involved energy. This focus is very much in line with MTDP priorities, which promote both energy efficiency and renewable energy. Since the Philippines is an island state, renewable energy systems such as those based on solar and wind power are considered the most cost-effective means of making power available in remote areas. In the present MTDP (for 2004–10), the Philippines aims to

become a world leader in geothermal energy, plus a wind and solar power leader in Southeast Asia.

The GEF has supported various activities related to renewable energy, such as the large Leyte-Luzon Geothermal project, the Palawan Renewable Energy and Local Livelihood Support Project (solar energy), Capacity Building to Remove Barriers to Renewable Energy, and the Rural Power project (solar energy). With regard to the priority area of energy efficiency, GEF support is also found to be highly relevant. Two ongoing projects address removal of barriers to energy efficiency and seek to increase investments in energy-efficiency activities.

A leading source of CO₂ emissions in the Philippines is urban transportation. This issue has been addressed in the Metro Manila Urban Transport Integration Project, a component of which supported establishment of bikeways in the municipality of Marikina.

The Philippines is vulnerable to impacts from climate change such as increasing severe weather conditions, changes in storm patterns, and sea level rise. In the MTDPs, the prevention of natural disasters is given high priority, and GEF support is relevant to this priority. Adaptation to climate change has yet to be addressed, but a capacity-building and technology transfer project is now in the pipeline. Several of the biodiversity and multi-focal area projects have also been relevant for climate change adaptation though their support to watershed protection and community-based sustainable land and other natural resources management.

GEF support to biodiversity is found to be highly relevant to the national agenda and was instrumental in the establishment, development, and consolidation of the National Integrated Protected Areas System. All the MTDPs place high priority

on the environment and natural resource management, and they all contain concrete goals and lines of action regarding biodiversity. Through GEF support of the NIPAS, the country has been able to expand the system considerably. Another priority on the national agenda has been (and continues to be) the development of ecotourism and payment for environmental services. GEF support is relevant to these priorities as well, as is exemplified by the Samar Island Biodiversity and Bohol Marine Triangle Projects.

The SGP has also been highly relevant to the national agenda and MTDP priorities on environment and biodiversity. SGP support has mainly been focused on biodiversity activities, often in relation to the NIPAS. Many projects have combined elements of conservation, sustainable use, and local livelihoods, which is in line with the MTDPs. SGP projects have supported civil society participation in the national sustainable development agenda. They have also, in many cases, provided complementarity with larger GEF projects—for example, in the climate change focal area, where awareness and capacity development were conducted, in some cases, through SGP activities.

Although the evaluation found that GEF support is highly relevant to the Philippine national agenda, it also determined that some project documentation fails to establish specific links to the MTDP and how the respective activity supports it.

The newest generation of activities are taking steps toward a more programmatic approach. In the World Bank's National Program Support to Environment and Natural Resources Management Project, this translates into budget support to the DENR long-term investment plan and its major final outputs. The plan forms part of the environmental agenda and priorities set out in the national MTDP 2004–10.

Country Base and Ownership

The review of completed and ongoing projects clearly revealed that almost all project ideas and proposals have originated from Philippine stakeholders. Project originators have been national agencies (such as the DOE and the DENR), local authorities (including the Metro Manila Development Authority), NGOs (such as CARE and the World Wildlife Fund), or local stakeholders (such as those involved in the Tubbataha Reefs National Marine Park and World Heritage Site). There seems to be national ownership and local drivenness behind the majority of GEF support. Many activities are based on existing initiatives and have been demand driven. The evaluation screened for government and civil society commitment to the projects and their results, and found that, in general, most of the projects in the portfolio had good commitment from both government and civil society.

GEF and Other Official Development Assistance

Chapter 4 described how overall ODA commitments to the Philippines are on the decline and that, consequently, the relative importance of GEF support might be increasing. Most of the GEF support is cofunded, which, in some cases, includes funding from multilateral and bilateral donors. For example, the Sustainable Management of Mount Isarog project has ODA support from the European Union and the governments of Austria and the United Kingdom. The SGP has been very successful in getting substantial cofunding from bilateral donors, including the government of the Netherlands.

GEF support may also generate further support, as with the Conservation of Priority Protected Areas project, where additional and substantial support was provided by the Danish government during the implementation phase. Significant support through the World Bank has been in the form of blended projects, where GEF support is linked to a loan.

6.2 Relevance to Country's Development Needs and Challenges

Development Needs

All the projects in the Philippine portfolio have a capacity development component; some also involve technology transfer. In general, capacity building is found to be relevant in meeting both the objectives of support and the needs of the country. In this regard, the evaluation found that Philippine climate change activities supported the introduction of monitoring technology and helped develop needed capacity to operate the equipment and use the results. But for the most part, the evaluation desk study found that project documentation was largely silent regarding projects' major capacity development aspects and impact. The absence of documentation on capacity development limits the possibilities for replication and highly increases the risk of inefficient use of GEF funds.

The GEF has extensively supported capacity development efforts in the Philippines. Nonetheless, a recent World Bank evaluation of the environment and natural resources sector concludes that there are still substantial gaps in capacity and capabilities, especially at the local level (World Bank 2004). Local-level DENR and local government units and their environment and natural resource units tend to be relatively weak and lack capacity and capabilities on many important aspects related to the implementation of sustainable natural resource management.

A large proportion of GEF biodiversity projects in the Philippines has included components on income generation and livelihood improvement. While the results of these components are mixed, the combination of conservation with sustainable use and alternative income generation is found to be highly relevant to the country's development

needs. As mentioned in chapter 5, the combination may be relatively easy to implement in marine areas but highly difficult in land areas. One reason for this is that protection of marine ecosystems may result relatively quickly in increased fish stocks that can be harvested as a buy-in to conservation approaches linked to sustainable resource management. Land-based ecosystems and natural resources tend to respond at a much slower rate to increased management efforts. Hence, successful incentives to integrate conservation with alternative sustainable livelihoods are fewer. In addition, the illegal logging organized by the wealthy segments of Philippine society contributes as a disincentive for upland communities to preserve their forest.

Modalities of Support

The Philippine portfolio has used most of the GEF modalities for support. Most GEF focus areas have been supported, except for land degradation and climate change adaptation.

The quality of the projects has improved over the GEF phases. The newer projects tend to have focused objectives and realistic results and are more embedded in the national framework (see annex K). Although many of the projects have been prepared through PDF funding blocks (A or B) with the aid of national consultants, consultancy trust funds have also been used to bring in needed international expertise.

The SGP is a vital support modality in securing a forum for civil society participation. Such opportunities are diminishing as a result of ODA donor harmonization policies and the trend toward channeling funds to support national institution budgets and plans. The proliferation of such trends may necessitate distinguishing between the role of the state and that of civil society. The state is always the central player in the development process,

and the role of civil society is that of an active and critical voice. Support to civil society has the aim of ensuring popular participation in the formulation and implementation of national policies, with the goal of improving state services and making them more efficient. In the case of the Philippines, with its strong NGO sector and traditional civil society participation, the decline in bilateral ODA combined with donor harmonization will affect civil society participation. It will thus be critical to maintain and perhaps even strengthen the SGP as a modality for civil participation in the environment sector. Attention might also be given to focusing the SGP toward advocacy and social audit functions with the objective of enhancing social control and transparency in the environment sector. Stronger involvement of NGOs as social actors and advocates could lead to improved compliance with environmental laws and regulations.

6.3 Relevance to National Action Plans within GEF Focal Areas

National Biodiversity Strategy and Action Plan

The Philippines National Biodiversity Strategy and Action Plan, with support from the GEF, was formulated and approved in 1997. GEF-supported projects in biodiversity formulated after the plan's completion were all found to be within its objectives. All projects make explicit references to the plan, its objectives, and its lines of action.

Communication to the UNFCCC

The initial National Communication to the UNFCCC was forwarded in 2000. It highlighted the risk of increased extreme rainfall events and droughts and identified agriculture, forestry, water resources, coastal resources, and human health as the most vulnerable sectors. The Philippines is currently preparing its Second National Communica-

tion, which will include more extensive work on climate change adaptation. After the initial communication, several workshops were held to create awareness, and a climate change information center was established to help disseminate information. These activities have led to the formulation of a new GEF project to support climate change adaptation through capacity building, institutional development, coordination, and information.

National Action Plan on Climate Change

The Philippines was one of the first countries to prepare a National Action Plan on Climate Change; this occurred in 1997. GEF support to climate change is highly relevant to the plan. For example, the Metro Manila Urban Transport—Marikina Bikeways Component is in accord with the plan's recommendation that the transport sector shift from low-occupancy private transport modes to high-occupancy and mass public transport modes and to nonmotorized modes such as bicycling and walking.

National Implementation Plan for the Stockholm Convention on POPs

The Philippines ratified the Stockholm Convention in 2004 and formulated the National Implementation Plan in 2005. This led to formulation of a Philippine component of a GEF-supported global POPs project implemented by UNIDO and UNDP which began in 2006. The project's main objectives are to demonstrate the viability of available non-combustion technologies to destroy POPs, show how the barriers to deployment of these technologies may be removed, and deploy an immediately available and proven technology to the Philippines to destroy 4,547 tons of PCB wastes.¹

National Capacity Self-Assessment for Global Environmental Management

The Philippine National Capacity Self-Assessment was undertaken in 2005. The results have led, for

example, to a proposal for improving the coordination functions of the GEF operational focal point.

6.4 Relevance to Global Environmental Indicators

Because the GEF does not have standardized indicators to measure global environmental benefits, the evaluation used the RAF criteria for biodiversity and climate change as indicators of potential environmental benefits.

Biodiversity

The GEF global benefits for biodiversity are presented in section 5.1. As noted in chapter 5, GEF-supported projects have largely been implemented in 7 of the 16 Philippine biogeographic regions. The support has targeted conservation at the species and subspecies levels and addresses the majority of the country's endemic and threatened species. In coastal and marine areas, GEF support has been targeted to five of the country's six marine biogeographic regions.

Projects have often been concentrated in larger priority areas with urgent needs for conservation action, covering a considerable slice of the areas of unique biogeographical regions and a substantial number of globally threatened species. The focus of the GEF-supported projects is mostly on the biogeographic regions located on the larger islands of Mindanao and Luzon. The unique ecosystems and extremely vulnerable biodiversity of the nine biogeographic regions located on the small islands in the western Philippines received little attention, even though this area contains the country's greatest number of critical threatened species and all natural habitats here are nearly depleted.

Future GEF support should aim to include the small island biogeographic regions as an imminent and urgent priority.

Climate Change

The GEF Benefits Index for Climate Change provides a relative ranking of countries in terms of their meeting RAF climate change objectives. The index is derived from the following indicators:

- **Greenhouse gas emissions.** The index uses year 2000 GHG emissions from fossil fuels, cement production, and other sources; emissions from changes in land use are not considered.
- **Carbon intensity adjustment factor.** Carbon intensity is the amount of carbon equivalent emitted per unit of economic activity (kilograms carbon/\$1 gross domestic product); the adjustment factor is the ratio of carbon intensity in 1990 to carbon intensity in 2000. This factor is multiplied by the level of the above emissions. This seeks to reward countries that have reduced carbon intensity levels through energy efficiency or increased use of renewable energy sources.

GEF support is clearly aligned with the RAF climate change index. The climate change projects reviewed in the Philippine portfolio focus on elec-

tricity generation using renewable sources (geothermal, wind, and solar power) and thus help reduce carbon emissions and carbon intensity. The Metro Manila Urban Transport–Marikina Bicycles Component seeks to reduce greenhouse gas emissions by promoting the use of zero-emission bicycle and pedestrian transport in Marikina.

6.5 Relevance of the GEF Portfolio to Other Global and National Organizations

GEF support to the Philippines has a relatively high level of cofinancing, which often predicts the involvement of other donors in the projects. Table 6.1 shows the involvement of other donors and cofinancing organizations in selected GEF projects.

Note

1. Unfortunately, the planned technology to be applied does not work as intended, and the project was resubmitted in January 2007 to address the comments of GEF Council members, the GEF Secretariat, and the GEF Scientific and Technical Advisory Panel.

Table 6.1**Selected GEF-Supported Projects Relative to Other National and International Support**

Project	Status and size	Other national and international support
Samar Island Biodiversity Project	Completed FSP	<ul style="list-style-type: none"> • U.S. Agency for International Development • Foundation for the Philippine Environment • Church-based NGOs
Palawan New and Renewable Energy and Livelihood Support Project	Active FSP	<ul style="list-style-type: none"> • Shell Solar Philippines Corporation has provided guarantee funds to Cooperative Bank of Palawan (local financial institution) • Cofinancing from Provincial Government of Palawan
Leyte-Luzon Geothermal	Completed FSP	<ul style="list-style-type: none"> • Build-operate-transfer private power generation contractors • Export-Import Bank of Japan • Swedish International Development Cooperation Agency • Swedish Agency for International Technical and Economic Cooperation • Eurobond investors
Coastal and Marine Biodiversity Conservation in Mindanao	Completed FSP	Cofinancing by World Bank (International Bank for Reconstruction and Development)
Sustainable Management of Mount Isarog	Completed MSP	<ul style="list-style-type: none"> • European Union • CARE USA • Government of Austria • British Embassy
Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site	Completed MSP	<ul style="list-style-type: none"> • Packard Foundation • WWF
Rural Power	Active FSP	Renewable energy components, with GEF Trust Fund implemented by the World Bank for the rural electrification subprojects and capacity building (\$9 million) and by UNDP for the partial credit risk guarantee component (\$1 million); cofinancing with the government, Development Bank of the Philippines, private investors, and consumers (\$9.6 million)
Asian Conservation Company I	Active FSP	<ul style="list-style-type: none"> • Cofinancing through private sector investments • Cofinancing from WWF/bilateral donors
Integrated Coastal Resources Management Project	Active FSP	Cofinancing from ADB
Environment and Natural Resources Management Program, Phase 1	Active FSP	Cofinancing by World Bank (International Bank for Reconstruction and Development)
Philippines Sustainable Energy Finance Program	Active FSP	<ul style="list-style-type: none"> • Government • Bilateral donors • NGOs

7. Efficiency of GEF-Supported Activities in the Philippines

This chapter reviews the efficiency of GEF-supported activities in the Philippines as measured by the following indicators:

- Time, effort, and funds needed to develop and implement a project, by type of GEF support modality
- Roles and responsibilities of different stakeholders in project implementation
- The GEF operational focal point mechanism
- Lessons learned across GEF projects
- Synergies among GEF stakeholders and projects

Consistent with the findings of other GEF Evaluation Office reviews, the foremost issue facing this evaluation was the absence of baseline project information, particularly Activity Cycle details. This type of information has yet to be properly compiled and systematized.

7.1 Time and Effort in Project Development and Implementation

The review included the original documents including project documents, GEF CEO endorsement letters, GEF Secretariat emails, GEF CEO correspondence, project implementation reviews, and final evaluations. In some cases, there were inconsistencies between documents, which created information gaps.¹

The evaluation looked at how long projects spent in various phases of the GEF Activity Cycle, which is shown in figure 7.1. These calculations are presented in table 7.1 for completed full-size projects.

As the table shows, there is considerable variation in the time it takes for a proposed FSP to move from one phase to another. On average, it takes about 24 months from entry into the GEF pipeline to CEO approval (points A to C in the Activity

Figure 7.1

GEF Activity Cycle

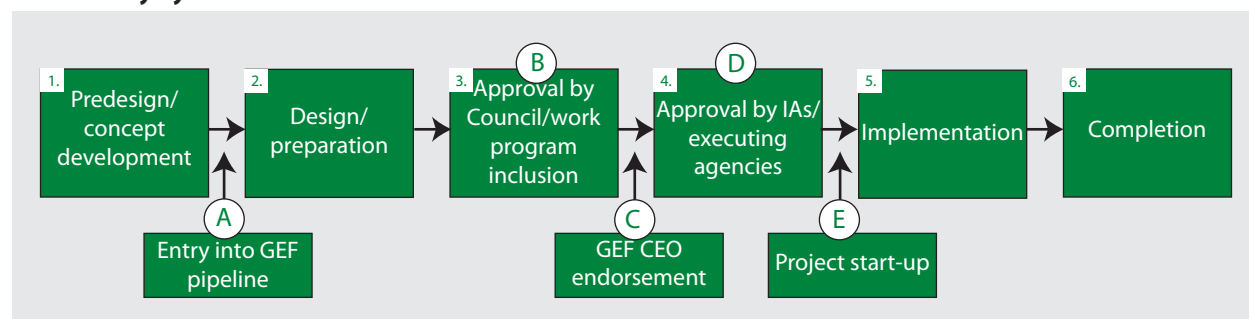


Table 7.1**Duration in Days of the Activity Cycle in GEF-Supported FSPs in the Philippines**

Project	Project phases		
	A–C	C–E	A–E
Samar Island Biodiversity Project	696	2	698
Palawan New and Renewable Energy and Livelihood Support Project	Not available	488	488
Conservation of Priority Protected Areas	1,100	162	1,262
Leyte-Luzon Geothermal	736	664	1,400
Coastal and Marine Biodiversity Conservation in Mindanao	477	102	579
Asian Conservation Company Tranche I	637	163	800
Average, all completed FSPs	729	263	992

Cycle), and an additional 8.7 months to project start (points C to E). Total time from entry to start-up averages 2.8 years. This duration is comparable to that for Costa Rica, where the average FSP took 2.9 years (1,056 days) to move from point A to point E. NGO respondents to the evaluation survey cited a similar time frame for medium-size projects, which they said could take up to a year to move from point A to point C, with the complete process (points A through E) taking up to three years. No data are available to calculate the length of the Activity Cycle for enabling activities; in general, enabling activities have a duration of two years.

The long processing period for FSPs and MSPs creates a difficulty in that stakeholders who proposed the project may not be available at the time the project is actually implemented. The long gestation period also increases the risk of intervening policy changes and operational setbacks that could render project outputs obsolete or irrelevant or diminish stakeholder commitment. Several attempts have been made to address the issue; unfortunately, the project cycle continues to be a major problem.

A few conclusions can be drawn from these small data sets on time lag in the GEF Activity Cycle for the Philippines projects. For FSPs, there are long time lags at various stages of the cycle; these are

due to delays on the part of either the GEF Secretariat or the GEF Agencies. For both FSPs and MSPs, more scrupulous and detailed recordkeeping is apparent at the beginning and end of the cycle rather than during its interim. For this reason, and given the small amount of available data, at this point, no consistent patterns regarding time lags can be discerned.

Access to Procedural Information

The OFP position in the Philippines is not institutionalized, as is further discussed in section 7.3. This circumstance has led to weaknesses in capacity for understanding and conveying information on GEF procedures and strategies. Notwithstanding recent initiatives by the OFP—such as the issuance of circulars defining parameters for prioritizing biodiversity and climate change projects to be endorsed to the GEF—the rapid turnover in the OFP position often makes for a lack of familiarity with GEF review criteria and an inability to determine the “GEF-ability” of a submitted concept. Similarly, GEF concepts, criteria, procedures, and programs are often regarded as too complicated for a non-GEF specialist. Consequently, project proponents and GEF Agencies frequently hire focal area specialists with previous GEF experience to provide the appropriate GEF language in proposals that will facilitate their approval.

Lack of information regarding the requirements, norms, and mechanisms of the GEF Activity Cycle and the progress of proposal reviews within the cycle was cited as a problem by several of the stakeholders interviewed. Where information was available, several respondents noted that it was of poor quality. It is difficult to find out what stage a proposal is in, which requirements or priorities are set by the GEF and which by the GEF Agencies, and so on. This information gap is a leading source of confusion and frustration. The absence of a clear, publicly accessible proposal tracking mechanism is a critical shortcoming.

In addition, there is general confusion about the implementation of the RAF, particularly regarding how projects are dropped from the pipeline. Stakeholders do not understand the criteria utilized to make these decisions and perceive inconsistencies and arbitrariness. Furthermore, information about RAF implementation, although available, is not clear, leaving much room for interpretation by different sectors.

Actual Project Completion Dates

Table 7.2 compares the start-up date and actual closing date as reported in the project completion reports. The average planned length of implementation for the FSPs was 58 months. In comparison, the actual average implementation period was about 76 months, or 6.3 years. For MSPs, the average planned implementation period was 51 months, which in reality became 54.5 months, or 4.5 years, with the extensions.

7.2 Stakeholder Roles and Responsibilities in Project Implementation

Evaluation of stakeholder roles and responsibilities in project implementation focused on the following:

- Who implements projects?
- Are stakeholder roles and responsibilities clear?
- How is coordination among projects handled?

Table 7.2

Planned and Actual Duration of FSPs and MSPs in the Philippines

Project (size)	Target completion date	Actual completion date	Planned duration	Extension
			(months)	
Samar Island Biodiversity Project (FSP)	December 1, 2004	December 31, 2006	54	25
Palawan New and Renewable Energy and Livelihood Support Project (FSP)	December 1, 2002	December 1, 2005	34	36
Conservation of Priority Protected Areas (FSP)	June 30, 2002	June 30, 2002	94	0
Leyte-Luzon Geothermal (FSP)	June 30, 1999	March 31, 2000	53	9
Coastal and Marine Biodiversity Conservation in Mindanao (FSP)	December 1, 2002	December 1, 2005	40	36
Asian Conservation Company I (FSP)	August 27, 2010	Ongoing	74	NA
Sustainable Management of Mount Isarog (MSP)	December 1, 2004	May 5, 2005	54	6
Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site (MSP)	September 1, 2004	October 1, 2004	48	1

Note: NA = not applicable. Enabling activities were not included because of insufficient information.

Who Implements Projects?

The primary GEF Agencies in the Philippines are the World Bank and UNDP, which together have implemented about 81 percent of the country portfolio. The World Bank has implemented only FSPs, while UNDP has implemented projects across all GEF modalities. The national executing agencies are dominated by the DENR (15 activities) and the DOE (6 activities); together, these two departments have executed 68 percent of GEF funding. Other national government agencies (PNOC-EDC and NPC) have executed one project, accounting for almost 21 percent of GEF funding. NGOs have executed five projects—two FSPs and three MSPs—representing 7 percent of funding; they have also been the main executors of the country’s Small Grants Programme. Local government and the private sector executed only about 4 percent of GEF funding, all through FSPs (see table 7.3). (For detailed information, see annex C.)

The SGP is the main vehicle for support to civil society, including to NGOs. As noted earlier, the current trends of donor harmonization and institutional budget support mean that support for civil society could easily be overshadowed by that to government agencies; it is thus important to

maintain opportunities for continued support to NGOs and civil society.

Are Stakeholder Roles and Responsibilities Clear?

This question was analyzed by reviewing reports on completed projects. In several projects, social preparation had been insufficient, including clarification of roles and responsibilities. For example:

- The review of the Samar Island Biodiversity Project observed that the inception period should be used to explain and clarify the project’s purpose and objectives, and the roles and responsibilities of the different stakeholders among project management office, partners, and key stakeholders because at project start-up, there had been different assumptions and understandings.
- The 2004 midterm evaluation report of the Bohol Marine Triangle Project concluded that project preparation must be improved, noting:

The participation and engagement of all significant stakeholders, particularly the national, provincial and municipal governments, must be secured during pre-project conceptualization and design, and through the implementation stages, in order to

Table 7.3

GEF-Supported Activities in the Philippines Executed by NGOs and the Private Sector

Project title	GEF Agency	National executing agency	Phase	GEF funding (million \$)
Conservation of Priority Protected Areas	World Bank	NIPA Inc.	Pilot	12.650
Asian Conservation Company Tranche I	World Bank-IFC	Asian Conservation Company	GEF-2	1.600
Asian Conservation Company Tranche II	World Bank-IFC	Asian Conservation Company	GEF-2	2.900
Sustainable Management of Mount Isarog	UNDP	CARE	GEF-2	0.750
Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site	UNDP	WWF	GEF-2	0.770
Biodiversity Conservation and Management of the Bohol Islands Marine Triangle	UNDP	Foundation for Philippine Environment in partnership with the Bohol Alliance of NGOs	GEF-2	0.740
Small Grants Programme	UNDP	Various	Ongoing	5.779

enhance the effectiveness of the project and the sustainability and replication of the overall initiative.

- The World Bank's 2003 evaluation of support to the environment sector, *Governance of Natural Resources in the Philippines: Lessons from the Past, Directions for the Future*, found that in order to be more effective, the stakeholders—including World Bank staff, NGOs, local community leaders, and participant farmers—must have clearly defined roles.

The conclusion is that roles and responsibilities among stakeholders are not always sufficiently clear and that there is a need for improving this aspect during project preparation and implementation. The long time period noted in table 7.1 from when a project is entered into the GEF system until actual start-up could be used for this kind of preparation.

How Is Coordination among Projects Handled?

This question was analyzed by reviewing reports of completed projects and through interviews with stakeholders. In general, and despite the few stakeholders involved, there seems to be limited coordination among the GEF Agencies working in the Philippines—a problem that is exacerbated by not having a GEF country program and fostering competition rather than collaboration among stakeholders. This circumstance sometimes leads to the preparation of overlapping projects. For example, UNDP helped the DENR develop a programmatic framework for support and management in the environment sector (Framework Plan for Environment and Natural Resources Management). In parallel, the World Bank developed the Natural Resources Governance: Way Forward Action Plan for DENR, which has the same goal as the UNDP work, namely to achieve a more programmatic approach in the environment and natural resources sector.

Lack of coordination is mentioned in several donor project reviews. For example, in the review of the European Union's National Integrated Protected Areas Programme, one observation pointed to a need for improving donor coordination in the project areas and noted that the national executing agency (the DENR) was not adequately prepared to fulfill this responsibility. During the evaluation, several stakeholders raised the question of whether the National Economic and Development Authority should handle coordination among the various donors.

7.3 The GEF Focal Point Mechanism in the Philippines

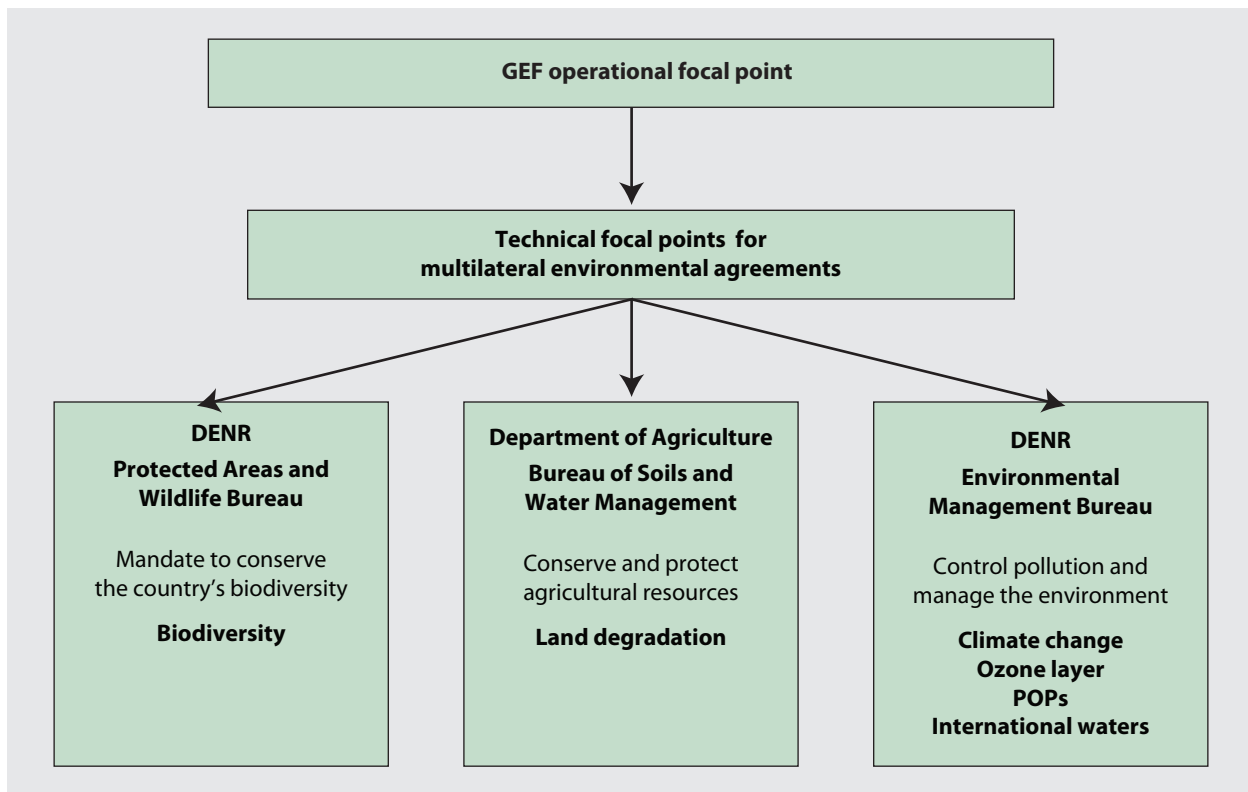
The GEF OFP operates out of the DENR, specifically in the Foreign Assisted Projects Office. In 1996, technical focal points for each GEF focal area were created within the relevant DENR and Department of Agriculture bureaus to undertake technical assessment of GEF projects (see figure 7.2).

The OFP position in the Philippines is not institutionalized. Since 1992, there have been at least eight different OFPs, most whom were politically appointed undersecretaries. In more recent years, the OFP position has been restaffed almost every other year. Technical interagency committees for biodiversity, land degradation, and climate change serve as a forum for information sharing and to facilitate recommendations of projects for GEF funding. The technical focal points for multilateral environmental agreements supporting the OFP are spread across a number of bureaus and drawn from technical staff already occupied with numerous other assignments.

The present OFP office has an insufficient number of staff members to cope with the challenges identified, and their capacity to develop concept

Figure 7.2

Current Coordination Mechanism for the GEF OFF (2007)



proposals and project briefs/documents or to conduct monitoring and evaluation is inadequate. Consequently, the DENR tends to use substantial and costly consultant assistance through project development facility grants.

The DENR has not established a GEF project database and has no GEF monitoring and evaluation system in place that links to the more efficient M&E system of the National Economic and Development Authority. Despite obvious advantages, the DENR has not fully involved the NEDA in ex ante GEF activities unless these are blended with loan-funded projects. NEDA inputs are requested, if at all, in the ex post evaluation of GEF projects. Considering the development priorities of the government and NEDA's strong M&E capacities, there seems to be a disconnect.

In addition, definitive strategies and plans for utilizing GEF resources are lacking, although the RAF would appear to trigger a new approach. No macrolevel framework for the GEF in the Philippines has yet materialized, even though several attempts have been made. Consequently, the GEF focal areas, review criteria, and other guidelines appear to be inadequately understood. These weaknesses may produce the impression of a lack of clear leadership from the DENR, which affects the overall guidance and execution of GEF support. To this end, the evaluation has identified a need for support to strengthen the OFP office.

The lack of an overall strategic framework makes for competition among the GEF Agencies in obtaining proposal endorsements. In this regard, the location of the GEF OFF within the

DENR is seen by some as a conflict of interest when proposals that originate (or that will be implemented) within DENR subagencies are endorsed as opposed to those originating in other departments.

In a recent presentation, the OFP outlined some of its problems and challenges in the Philippines; these included the following:²

- The technical focal points for the multilateral environmental agreements and other stakeholders have yet to be fully oriented on GEF strategies to expand coordination to include more NGOs.
- The coordination system for developing projects in the international waters, biosafety, and POPs focal areas needs improvement.
- The country's M&E system and GEF project database are both limited.
- The existing monitoring mechanisms of the GEF Implementing and Executing Agencies (such as project implementation reviews) need to be linked with the monitoring activities of the OFP.

To meet these challenges, the OFP recommended the following:

- Begin building a database.
- Develop M&E systems and procedures for GEF projects in the Philippines.
- Institutionalize and strengthen a coordination mechanism.
- Focus more intently on defining specific national priorities in line with GEF programs and strategies.
- Strengthen the capacities of the OFP and the multilateral environmental agreement technical focal points.

- Establish knowledge- and information-sharing mechanisms (for instance, a GEF Philippines Web site).

7.4 Lessons Learned across GEF Projects

In the first phases of GEF support to the Philippines, lessons learned from other projects were infrequently applied to the design of new projects. Furthermore, because no formal modality exists for exchanging lessons learned across the GEF portfolio, these lessons and best practices are learned and applied across GEF Agencies in a random manner; consequently, many opportunities for replication and scaling up of best practices have been lost, which puts the effectiveness and efficiency of GEF support at risk.

This situation may be changing, partly because of recent critical external evaluations and also because there is now more documentation of best practices in multilateral and bilateral assistance. GEF projects in the Philippines have been subject to these influences, as illustrated by the new project, National Program Support for Environment and Natural Resources Management, whose program document states that the project's design generally reflects key findings from the World Bank studies *Governance of Natural Resources in the Philippines* and *Natural Resources Governance: Way Forward Action Plan*, as well as lessons learned from completed projects and GEF evaluations. The design also addresses issues and concerns related to environmental impact assessments, solid waste, and air and water pollution.

Similarly, the Philippine energy sector has apparently incorporated lessons learned from multilateral and bilateral donor initiatives both in its design of new energy projects and the Philippine national energy plan. For example, the Rural Power project incorporates lessons learned from

the World Bank/GEF review, the GEF Solar PV Portfolio: Emerging Experience and Lessons.

7.5 Synergies among GEF Stakeholders and Projects

Attempts have been made to establish a mechanism for strategic planning, coordination, and lessons learned in an effort to increase synergies among the portfolios of the various GEF Agencies and the effectiveness of GEF investments. Results have been mixed, however. Staff from one GEF Agency note that it is very hard to get the other Agencies to participate and that this can be attributed to a lack of leadership on the part of the Philippine government. Coordination must be initiated within the government, which means that the government must have a clear idea of the direction in which it is moving and be able to communicate this to donors.

In general, the GEF Agencies tend to have coordinated well with their own partners within gov-

ernment agencies but are less successful in coordinating with other donors' implementing agencies. The relatively numerous interagency meetings and workshops held in the environment and natural resources sector are a proven venue for formal and informal exchange among representatives of GEF Agencies and other stakeholders. In addition, GEF Agencies use bilateral meetings with experts to help in design and implementation. A final tool for synergy building used by all the GEF Agencies is publication and dissemination of reports containing lessons learned.

Notes

1. One of the biggest challenges in preparing this evaluation was a pervasive lack of information. The GEF Secretariat and GEF Agencies have not been able to coordinate a solution to this recurrent problem.
2. Undersecretary Francisco S. Bravo, GEF OFP, GEF Subregional Consultation Workshop, April 2–3, 2007.

Annex A. Terms of Reference

A.1 Background and Introduction

The GEF Council has requested the GEF Evaluation Office to conduct evaluations of the GEF portfolio at the country level: GEF country portfolio evaluations. The Office conducted its first such evaluation in 2006 in Costa Rica on a pilot basis with the objective of assessing the feasibility and cost effectiveness of this type of evaluation and to develop, based on the experience, methodologies to fully implement this type of evaluation in subsequent years.

The objective of these evaluations, as requested by the Council, is twofold: (1) to provide the Council with additional information on the results of GEF-supported activities and how these activities are implemented, and (2) to evaluate how GEF-supported activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF. The Council is thus interested in using this type of evaluation primarily to assess and report on experiences across different types of countries.

There are several other reasons to conduct country portfolio evaluations in the GEF. First, although the GEF has been in existence for more than a decade, no assessments have ever been conducted of a GEF portfolio using a country as a basis for analysis, regardless of GEF focal area or Implementing Agency. Second, given the new

Resource Allocation Framework which allocates funds to countries, the GEF will need to further research and assess how the GEF is implemented at the country level. Finally, these evaluations will provide additional opportunities for the GEF Evaluation Office to collect evaluative evidence to be incorporated into other evaluations conducted by the Office or reviews conducted by the GEF Secretariat and for the Office to collaborate with the evaluation offices of GEF partners that are conducting country evaluations of their own programs and/or strategies.

Based on the experience in Costa Rica, the GEF Evaluation Office prepared standard terms of reference for country portfolio evaluations; these were approved by the Director of the Office on October 27, 2006. This document presented the objectives, main questions, scope, and methodology of the country portfolio evaluations. It is proposed that these evaluations be conducted fully and independently by the GEF Evaluation Office and, when possible, in partnership with other Implementing Agency/Executing Agency (IA/ExA) evaluation offices, governments, or NGOs. Even though every country portfolio evaluation during GEF-4 will be conducted following these standard terms of reference, particular terms of reference will be developed for each selected country. In addition to the key issues, these specific terms of reference will include particular questions relevant to the

selected country and other relevant evaluations under implementation by the Office at the time of the evaluation.

There are about 160 GEF-eligible countries. The GEF Evaluation Office cannot evaluate all their portfolios. Straightforward and transparent criteria have thus been developed by the Evaluation Office to conduct the selection of countries for each year. The criteria ensure that all of the 160 countries have a fair chance of being chosen. The GEF Evaluation Office will attempt to conduct at least two such evaluations per year. Where possible, cost efficiencies will be applied, such as combining two countries in one region or combining a large portfolio with a small one. In addition, the Evaluation Office will take into account the fact that many GEF recipient countries are presently (at the beginning of GEF-4) conducting self-assessment exercises so as to be ready for implementation of GEF-4 and the RAF. For fiscal

year 2007 (July 2006–June 2007), two countries were selected for evaluation: the Philippines and Samoa.

In the Philippines, the GEF has, through the World Bank, UNDP, United Nations Environment Programme, and ADB, invested about \$146.32 million for environmental management. Most of these activities are recent, and are focused heavily on climate change (54 percent, or about \$78.39 million), with a smaller amount targeted at biodiversity conservation (30 percent, or \$43.9 million). The main Implementing Agencies are the World Bank and UNDP. Table A.1 provides details on the Philippine portfolio.

A.2 Objectives of GEF Country Portfolio Evaluations

The purpose of GEF country portfolio evaluations is to provide the GEF Council with an assessment of how the GEF is implemented at the country

Table A.1

The Philippines GEF Portfolio

GEF portfolio (as January 2007)	Number of projects		GEF support (million \$)	
	Approved	Pipeline	Approved	Pipeline
By focal area				
Biodiversity	11	4	43.66	9.19
Climate change	13	1	78.39	3.40
International waters	1	3	16.22	16.1
Persistent organic pollutants	1	0	0.50	0
Land degradation	0	0	0	0
Multifocal	2	0	7.55	0
Total	28	8	146.32	28.69
By IA/ExA				
World Bank	8	3	86.7	22.72
UNDP	13	4	18.95	1.96
World Bank–UNDP	1	0	10.35	0
ADB	1	0	9.35	0
IFC	4	0	13.83	0
UNIDO	1	1	4.77	3.92

level, report on results from projects, and assess how these projects are linked to national environmental and sustainable development agendas as well as to the GEF mandate of generating global environmental benefits within its focal areas. These evaluations thus have the following objectives:

- Independently evaluate the *relevance* and *efficiency* of GEF support in a country from several points of view:¹ national environmental frameworks and decision-making processes, the GEF mandate and achievement of global environmental benefits, and GEF policies and procedures.
- Assess the *effectiveness* and *results* of completed projects aggregated by focal area.²
- Provide additional evaluative evidence to other evaluations conducted or sponsored by the GEF Evaluation Office.
- Provide *feedback* and *knowledge sharing* to (1) the GEF Council in its decision-making process to allocate resources and to develop policies and strategies, (2) the country on its participation in the GEF, and (3) the different agencies and organizations involved in the preparation and implementation of GEF-funded projects and activities.

Furthermore, these evaluations are conducted to bring to the Council's attention different experiences and lessons on how the GEF is implemented at the national level in a wide variety of countries. Country portfolio evaluations do not have the objective of evaluating the performance of Implementing Agencies, Executing Agencies, national governments, or individual projects.

A.3 Key Evaluation Questions

GEF country portfolio evaluations are guided by a set of key questions that should be answered based

on analysis of the evaluative information and perceptions collected during the evaluation exercise. These questions are as follows:

● Relevance of GEF support and activities

- Is GEF support relevant to the national sustainability development agenda and environmental priorities, national development needs and challenges, and action plans for the GEF's national focal areas?
- Are the GEF and its Agencies supporting the environmental and sustainable development prioritization and decision-making processes of the country?
- Is GEF support in the country relevant to the objectives of the different global environmental benefits (biodiversity, greenhouse gases, international waters, POPs, land degradation, ozone)?
- Is the country supporting the GEF mandate and focal area programs and strategies with its own resources and/or support from other donors?

● Efficiency of GEF support

- How much time, effort, and money are needed to develop and implement projects, by GEF support modality?
- What are the roles, types of engagement, and coordination mechanisms among different stakeholders in project implementation?
- How successful is dissemination of GEF project lessons and results?
- What synergies exist between GEF project programming/implementation and GEF Agencies, national institutions, GEF projects, and the projects and activities of other donors?
- What is the level of sustainability of GEF-supported activities?

- **Results and effectiveness**

- What are the results (outcomes and impacts) of completed projects?
- What are the aggregated results at the focal area and country levels?
- What is the likelihood that objectives will be achieved for those projects that are still under implementation?

Each of these questions is complemented by a short list of indicative aspects to be explored and potential sources of information. Annex B presents a table of evaluation guidelines with these indicative aspects and sources of information.

A.4 Focus and Limitations

The country portfolio evaluations will focus on all types of GEF-supported activities in a country at all stages of the Activity Cycle (pipeline, ongoing, and completed) and implemented by all IA/ExAs in all focal areas, including applicable GEF corporate activities such as the Small Grants Programme. The aggregate of these activities constitutes the GEF portfolio. Project status will determine the evaluation’s expected focus (see table A.2).

Table A.2

Focus of Evaluation by Project Status

Project status	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
In pipeline	Expected	Processes	NA	NA

Note: NA = not applicable. The main focus of the evaluation will be relevance and efficiency; it will explore possible methodologies on how to evaluate project effectiveness and results.

The context in which these projects were developed and approved and are being implemented constitutes another focus of the evaluation. This includes a historical assessment of the national

sustainable development and environmental policies, strategies, and priorities; the legal environment in which these policies are implemented and enforced; IA/ExA country strategies and programs; and GEF policies, principles, programs, and strategies.

The way the GEF operates imposes several difficulties in conducting this type of evaluation. For example, the GEF does not have country programs, so there is no GEF framework against which to assess results or effectiveness. Furthermore, GEF support rarely works in isolation but instead through partnerships with many institutions. This makes the issue of attribution difficult to determine. On the positive side, an assessment with the objectives as described above may provide important insights which may allow the GEF to become more effective at the country level and within the context of RAF operationalization.

The GEF has not yet used (as of the beginning of 2007) country strategies or programs; therefore, and in significant contrast with other agencies such as the World Bank, UNDP, and the regional banks, there is no GEF program to be used as a reference. Similarly, the GEF focal areas do not have a clear set of indicators that can be used at the country level to assess country portfolio performance.

The initiation of the RAF process is expected to lead the way toward more country programming or at least prioritization of projects or areas in which a government determines it would like to focus GEF support. The GEF Evaluation Office may encounter countries in which these exercises have been completed, which will provide an additional context in which to assess the GEF portfolio.

The inclusion of regional and global projects potentially increases the complexity of this type of evaluation, since these projects are developed

and approved in a different context (that is, in accordance with regional or global policies and strategies). Given the limited time and financial resources available to conduct country portfolio evaluations, they will in principle not be included unless the project implementation unit is located in the country under evaluation. In each specific case, the feasibility of including regional and global projects and their relevance for the national portfolio will be looked at when preparing the terms of reference for the specific evaluation.

A.5 Methodology

GEF country portfolio evaluations will be conducted by staff of the GEF Evaluation Office and international and local consultants; this will constitute the evaluation team.

The methodology includes a series of components using a combination of qualitative and quantitative methods and tools. The *qualitative* aspects of the evaluation will include a desk review of existing documentation such as GEF project documents; policy and strategy documents from national, GEF, and convention levels; relevant scientific literature; IA/ExA national strategic frameworks (particularly those related to the GEF focal areas); extensive interviews with GEF stakeholders; consultation workshops; and field visits to a few project sites. The *quantitative* analysis will use indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (linkages with national priorities, time and cost of preparing and implementing projects, and so on) and to measure GEF results (progress toward achieving global environmental impacts) and project performance (implementation and completion ratings).

The evaluation will develop different tools and protocols. For example, a *project review protocol* will be prepared to conduct the desk and field reviews of GEF projects, and *questionnaires* will

be developed to conduct interviews with different stakeholders. Examples of both protocols have been prepared but will need to be adapted to the particular year of the country portfolio evaluation so as to include particular issues related to the country or to the GEF Evaluation Office work program.

Country portfolio evaluations will primarily be based on the review of existing information and on additional information gathered for the purpose of this evaluation. The expected sources of information to be utilized include the following:

- At the *project level*, project documents, project implementation reports, terminal evaluations, reports from field visits, scientific literature
- At the *country level*, national sustainable development agendas, environmental priorities and strategies, GEF focal area strategies and action plans, GEF-supported national capacity self-assessment, global and national environmental indicators, literature review
- At the *IA/ExA level*, country assistance strategies and frameworks and their evaluations and reviews
- *Evaluative evidence* at the country level coming from GEF Evaluation Office evaluations, GEF Second and Third Overall Performance Studies, and national evaluation organizations
- *Interviews* with GEF stakeholders and beneficiaries
- Information from national consultation *workshops*

The methodology for the Philippines country portfolio evaluation will include the following steps:

1. Initial GEF Evaluation Office visit to do the following:
 - Secure government support, in particular from GEF focal points. The focal point

will be requested to provide support to the evaluation, such as identification of key people to be interviewed; support to organize interviews, field visits, and meetings; and identification of main documents.

- Identify a local consultant. The consultant should qualify under the GEF Evaluation Office Ethical Guidelines.
 - Identify local evaluators/evaluation associations as possible partners in the evaluation.
 - Conduct a first workshop to present the evaluation and receive comments to develop country-specific terms of reference.
2. Prepare country-specific terms of reference.
 3. Collect information and conduct literature review to extract existing reliable evaluative evidence.
 4. Prepare specific inputs to the country portfolio evaluation:³
 - *GEF portfolio database*, which describes all GEF-supported activities within the country, including basic information (IA/ExA, focal area), implementation status, project cycle information, GEF and cofinancing financial information, major objectives and expected (or actual) results, key partners per project, and so on.
 - *Country environmental framework*, which provides the context in which GEF projects have been developed and implemented (this framework may already be available, prepared by IA/ExAs or national governments). This document will be based on information on environmental legislation, environmental policies of each government administration (plans, strategies, and so on), and the international agreements signed by the country presented and

analyzed through time so as to be able to connect with particular GEF support. The experience in Costa Rica showed that this analysis should preferably be done by an environmental lawyer.

- *Global environmental benefits assessment*, which provides an assessment of the country's contribution to the GEF mandate and its focal areas based on appropriate indicators, such as those used in the RAF (for biodiversity and climate change) and others used in project documents.
5. The evaluation team conducts the evaluation, including at least one visit by GEF Evaluation Office representatives.
 6. Prepare draft report.
 7. The GEF Evaluation Office conducts a visit to present the draft report at a second consultation workshop with major stakeholders.
 8. Prepare final report, which incorporates comments and is then presented to the GEF Council and the recipient government.

A.6 Output and Timetable

The main output of the evaluation will be a report, the GEF country portfolio evaluation. Following GEF Evaluation Office practice, the report will be discussed with the government of the Philippines, other national stakeholders (including project staff), the GEF Secretariat, and the GEF Agencies. Comments will be requested from them on factual issues. The final report, a document from the GEF Evaluation Office, will be presented to the Council for its information.

The evaluation will be conducted between January and May 2007, with the final report to be presented to Council at its June 2007 meeting. The key milestones of the evaluation are presented in table A.3.

Table A.3**Evaluation's Key Milestones**

Milestone	Deadline
1. Desk review of country and IA/ExA information	January 8, 2007
2. GEF Evaluation Office field mission to finalize terms of reference with international consultants; conduct consultation workshops with government officials, project coordinators, and NGOs; and conduct field visits to projects	January 15–19, 2007
3. Project review protocol and questionnaires	January 23, 2007
4. Global environmental benefits assessment for the Philippines	February 28, 2007
5. Desk review of all 25 national GEF projects (16 under implementation and 9 completed)	February 1–March 15, 2007
6. Interviews with stakeholders	January 15–February 28, 2007
7. Interviews with GEF Secretariat, World Bank, and UNDP in New York and Washington, D.C.	February 2007
8. Draft report	March 12–25, 2007
9. First draft	March 31, 2007
10. National workshop to present preliminary conclusions and results	April 10, 2007
11. Prepare final country portfolio evaluation report, which incorporates comments from stakeholders	April 27, 2007
12. Presentation to Council	June 1, 2007

Notes

1. Relevance: the extent to which the objectives of the GEF activity are consistent with beneficiaries' requirements, country needs, global priorities, and partner and donor policies; efficiency: a measure of how economically resources/inputs (funds, expertise, time, and so on) are converted to results.
2. Results: the output, outcome, or impact (intended or unintended, positive and/or negative) of a GEF activity; effectiveness: the extent to which the GEF activity's objectives were achieved or are expected to be achieved, taking into account their relative importance.
3. These inputs are working documents and are not expected to be published as separate documents.

Annex B. Evaluation Matrix

Key question	Indicators/basic data	Sources of information	Methodology component
Is GEF support relevant to...			
Country's sustainable development agenda and environmental priorities?	<ul style="list-style-type: none"> • GEF support is within the country's sustainable development agenda and environmental priorities • GEF support has country ownership and is country based (in terms of project origin, design, and implementation) • Level of GEF funding compared to other official development assistance in the environment sector • National committee to coordinate GEF support • Relevance of GEF focal point 	<ul style="list-style-type: none"> • Country level over time • Interviews with government officials • Project reviews • National consultation workshops 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project-level information • National consultation workshops • Interviews
Country's development needs and challenges?	<ul style="list-style-type: none"> • The GEF supports development needs (such as technology transfer, income generation, capacity building) and reduces challenges (for example, gaps in capacity building) • The GEF's various modalities, project components, and instruments (including FSPs, MSPs, enabling activities, small grants, IA/ExA blended projects, technical assistance, microcredits) are applied according to the country's needs and challenges 	<ul style="list-style-type: none"> • Country-level and IA/ExA strategies • Interviews with government officials • Project reviews 	<ul style="list-style-type: none"> • Desk review of relevant country-level information • Desk review of project-level information • Desk review of IA/ExA country strategies • National consultation workshops • Interviews
National GEF focal area action plans (enabling activities)?	GEF support is linked to the National Biodiversity Strategy and Action Plan, National Communication to the UNFCCC, National Implementation Plan on POPs, National Capacity Self-Assessment	<ul style="list-style-type: none"> • GEF-supported enabling activities • Interviews with government, NGOs, IA/ExAs • Project reviews 	<ul style="list-style-type: none"> • Interviews
Global environmental indicators and vice versa (biodiversity, GHGs, international waters, POPs, land degradation)?	Project outcomes and impacts are related to the GEF Benefits Indexes for biodiversity and climate change and to other global indicators for POPs, land degradation, and international waters	<ul style="list-style-type: none"> • Country level • Project reviews 	Desk review of project-level information

Key question	Indicators/basic data	Sources of information	Methodology component
GEF mandate and focal area programs and strategies?	GEF activities, country commitment, and project counterparts support GEF mandate and focal areas programs and strategies (catalytic and replication)	<ul style="list-style-type: none"> Project reviews Interviews with GEF Secretariat staff and IA/ExA technical staff 	Desk review of project-level information
Is GEF support efficient?			
Time, effort, and money required to develop and implement a project, by type of GEF support modality	<ul style="list-style-type: none"> Process indicators: project processing timing (according to Activity Cycle phases), preparation and implementation cost by modality; Activity Cycle phases in the Philippines Project dropouts from PDF and cancellations 	<ul style="list-style-type: none"> Project reviews Interviews with GEF Secretariat, IA/ExAs, and government Field visits 	Desk review of project-level information and project field visits
Roles, engagement, and coordination among different stakeholders in project implementation	<ul style="list-style-type: none"> Full participation Clear roles and responsibilities Coordination among projects 	<ul style="list-style-type: none"> Project reviews Interviews with project staff Field visits 	<ul style="list-style-type: none"> Desk review of project-level information Extensive interviews Consultation workshops
Lessons learned across GEF projects	Project design, preparation, and implementation have fully incorporated lessons from previous projects within and outside the GEF		
Synergies among IA/ExAs for GEF support programming and implementation	<ul style="list-style-type: none"> Acknowledgment of each others' projects Communication Technical support 	<ul style="list-style-type: none"> Project reviews Interviews with IA/ExAs 	
Synergies among national institutions for GEF support programming and implementation		<ul style="list-style-type: none"> Project reviews Interviews with project staff Field visits 	
Synergies between GEF projects and other donors' support		<ul style="list-style-type: none"> Project reviews Interviews with NGOs and bilateral donors Field visits 	
What are the methodologies to measure the results and effectiveness of GEF support?			
Project level	<ul style="list-style-type: none"> Project outcomes and impacts according to GEF programs Existing ratings for project outcomes (self-ratings; independent ratings) Changes in global benefit indexes and other global environmental indicators Attribution to the GEF 	<ul style="list-style-type: none"> Project reviews Field visits Evaluative evidence 	<ul style="list-style-type: none"> Desk review of projects Field visits Interviews with government officials
Aggregate level (portfolio/program) by focal area and IA/ExA	<ul style="list-style-type: none"> Aggregated indicators from above Catalytic and replication effects Attribution to the GEF 		
Country level	<ul style="list-style-type: none"> Aggregated indicators from above Overall outcomes and impacts of the GEF Catalytic and replication effects 		

Annex C. GEF-Funded Activities in the Philippines

GEF id. no.	Project title	GEF phase	Modality	GEF Agency/ executing agency	GEF funding (mil. \$)	Co-financing (mil. \$)
Biodiversity					45.508	93.066+
79	Conservation of Priority Protected Areas	Pilot	FSP	WB/DENR & NIPA Inc.	15.520	1.130
432	Preparation of the Philippines First National Report to the CBD and Establishment of a CHM	GEF-1	Enabling activity	UNDP/DENR	0.036	0.020
1440	Assessment of Capacity Building Needs for Biodiversity Conservation and Management in the Philippines	GEF-2	Enabling activity	UNDP/DENR	0.160	0.040
653	Coastal and Marine Biodiversity Conservation in Mindanao	GEF-2	FSP	WB/DENR	1.250	5.310
1089	Asian Conservation Company Tranche I	GEF-2	FSP	WB-IFC/ACC	1.600	15.300
2345	Asian Conservation Company Tranche II	GEF-2	FSP	WB-IFC/ACC	2.900	2.200
836	Critical Ecosystem Partnership Fund–Philippines	GEF-2	FSP	WB/CI	1.750	5.250
1102	River Basin and Watershed Management Program (Liguasan Marsh Wetland Biodiversity Conservation (canceled))	GEF-2	PDF-B	UNDP/DENR	0.350	0
2	Samar Island Biodiversity Project: Conservation and Sustainable Use of the Biodiversity of a Forested Protected Area	GEF-2	FSP	UNDP/DENR	6.110	7.120
798	Sustainable Management of Mount Isarog	GEF-2	MSP	UNDP/CARE	0.750	1.487
799	Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site	GEF-2	MSP	UNDP/WWF	0.770	0.830
913	Biodiversity Conservation and Management of the Bohol Islands Marine Triangle	GEF-2	MSP	UNDP/FPE	0.740	0.379
1185	Integrated Coastal Resources Management Project	GEF-3	FSP	ADB/DENR & LGU	9.340	54.000
	Small Grants Programme – 133 projects		SGP	UNDP	4.232	
Climate change					79.253	1,570.456+
328	Preparation of the National Communication Program in Response to Its Commitments to UNFCCC	GEF-1	Enabling activity	UNDP/DENR	0.015	0
854	Climate Change: Additional Financing for Capacity Building in Priority Areas	GEF-2	Enabling activity	UNDP/DENR	0.100	0

GEF id. no.	Project title	GEF phase	Modality	GEF Agency/ executing agency	GEF funding (mil. \$)	Co-financing (mil. \$)
80	Leyte-Luzon Geothermal	Pilot	FSP	WB/PNOC & NPC	30.000	1,303.600
652	CEPALCO Distributed Generation Photovoltaic Power Plant	GEF-2	FSP	WB-IFC/DOE	4.030	1.780
785	Metro Manila Urban Transport Integration Project– Marikina Bikeways	GEF-2	FSP	WB/LGU Marikina	1.480	86.150
1071	Rural Power	GEF-2	FSP	WB-UNDP/ DOE	10.350	26.500
1532	Electric Cooperative System Loss Reduction Project	GEF-2	FSP	WB/DOE	12.350	50.300
2108	Philippines Sustainable Energy Finance Program	GEF-2	FSP	WB-IFC/DOE	5.300	20.000
3243	Climate Change Adaptation Project (pipeline)	GEF-2	FSP	WB/DENR	5.370	50.000
29	Palawan New and Renewable Energy and Livelihood Support Project	GEF-2	MSP	UNDP/DOE	0.750	1.800
1264	Capacity Building to Remove Barriers to Renewable Energy Development	GEF-2	FSP	UNDP/DOE	5.450	18.326
1103	Efficient Lighting Market Transformation Project	GEF-3	FSP	UNDP/DOE	3.230	12.000
	Small Grants Programme – 33 projects		SGP	UNDP	0.828	
International waters					0.350	0
2759	Manila Third Sewerage Project (PDFs pending; need PIF for further processing)	GEF-3	FSP	WB/DENR	0.350	0
POPs					5.077	7.345+
1449	Initial Assistance to the Philippines to Meet Its Obligations under the Stockholm Convention on POPs	GEF-2	Enabling activity	UNDP/DENR	0.500	0.083
2329	Demonstration of the Viability and Removal of Barriers That Impede Adoption and Successful Implementation of Available, Non-Combustion Technologies for Destroying Persistent Organic Pollutants	GEF-3	FSP	UNDP-UNIDO/DENR	4.570	7.262
	Small Grants Programme – 3 projects	GEF-3	SGP	UNDP	0.007	
Multifocal					15.482	150.100+
2159	National Capacity Self-Assessment for Global Environmental Management	GEF-2	Enabling activity	UNDP/DENR	0.200	0.100
2761	Environment and Natural Resources Management Program, Phase 1	GEF-3	FSP	WB/DENR & LGU	7.350	80.000
2975	Mindanao Rural Development Program Phase II– Coastal World Bank and Marine Ecosystem Conservation Component (Pipeline)	GEF-3	FSP	WB/DENR	7.270	70.000
	Small Grants Programme – 37 projects		SGP	UNDP	0.662	
Unspecified					0.050	+
	Small Grants Programme – 2 projects	GEF-2 GEF-3	SGP	UNDP	0.050	
Total					145.720	1,820.967+

Note: CI = Conservation International; LGU = local government unit; WB = World Bank. Completed projects are in green.

Annex D. GEF-Funded Activities Not Included in Evaluation

Project	Focal area	Modality	GEF Agency	GEF funding (million \$)
Regional				
Biodiversity Indicators for National Use	Biodiversity	MSP	UNEP	0.848
Emergency Response Measure to Combat Fires in Indonesia and to Prevent Regional Haze in South East Asia	Multifocal	MSP	UNEP	0.750
Reversing Environmental Degradation Trends in the South China Sea and Gulf of Thailand (PEMSEA)	Int'l waters	FSP	UNEP	16.749
East Asian Seas Region: Development and Implementation of Public Private Partnerships in Environmental Investments (PEMSEA)	Int'l waters	MSP	UNDP	1.000
Marine Aquarium Market Transformation Initiative	Int'l waters	FSP	IFC	6.915
Global				
Biodiversity Country Studies–Phase I	Biodiversity	Enabling activity	UNEP	5.000
Harnessing Multi-Stakeholder Mechanisms to Promote Global Environmental Priorities	Biodiversity	MSP	UNDP	0.750
Fuel Cells Financing Initiative for Distributed Generation Applications–Phase 1	Climate change	FSP	World Bank	6.575
Efficient Lighting Initiative	Climate change	FSP	World Bank	5.650
Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies	Climate change	MSP	UNEP	1.000
Demonstrating and Promoting Best Techniques and Practices for Reducing Health-Care Waste to Avoid Environmental Releases of Dioxins and Mercury	POPs	FSP	UNDP	11.051
Reduction of Environmental Impact from Tropical Shrimp Trawling through Introduction of By-catch Technologies and Change of Management	Int'l waters	FSP	UNEP	4.780

Note: UNEP = United Nations Environment Programme; World Bank = World Bank.

Annex E. People Interviewed and Workshop Participants

E.1 National Government Institutions

Department of Foreign Affairs

Bernarditas Muller, GEF Political Focal Point Representative, DFA-UNIO
Fritz Fernandez

DENR

Francisco Bravo, Undersecretary, GEF OFP
Analiza Rebuelta-Teh, Assistant Secretary, FASPO and Assisting OFP
Cristina Regunay, Division Chief, Multilateral Investment Program, FASPO, DENR
Gloria Arce, Monitoring and Evaluation Division, FASPO
Elma L. Elena, FASPO
Lieell Bobadilla, Head Executive Assistant, FASPO
Eda Soriano, Technical Staff, FASPO, DENR
Joy Goco, National Technical Focal Point on Climate Change, EMB and, IACCC
Gigi Merillo, EMB and IACCC
Consolacion Crisostomo, EMB
Ella Deocadiz, EMB-POD
Mundita Lim, Director and National Technical Focal Point on Biodiversity, PAWB
Meriden Maranan, Division Chief, PAWB Planning Bureau
Nancy Corpuz, PAWB Planning Bureau
Angie Brabrante, Project Manager and National Technical Focal Point on POPs, EMB
Florendo Barangan, Director, CMMO
Robert Jara, Coordinator International Waters Program, CMMO

Jesus Javier, Section Chief Reforestation Division, FMB
Isabelita Austria, FMB
Alicia Castillo, FMB

Department of Agriculture

Gina Nilo, Director and National Technical Land Degradation Focal Point, BSWM
Rogelio Concepcion, BSWM
Carmencita Kagoan, Division Chief, Bureau of Agricultural Research
Marico Ramos, Bureau of Agricultural Research

NEDA

Rolando Tungpalan, Assistant Director General
Gem Santos, Public Investment Staff
Sheila Encabo, Director, Agriculture Staff
Jan Andrew Zubiri, Agriculture Staff
Luisa Jolongbayan, Agriculture Staff
Adonis de los Reyes, Agriculture Staff
Oliver Abrenilla, Environment and Natural Resources Unit
Violeta S. Corpus, Rural Development Monitoring and Evaluation Division
Armando Andrade
Grace Morta, Project Monitoring Staff
Jesse David, Project Monitoring Staff

Department of Transportation and Communication

Dante Lantin, Assistant Secretary for Land Sector
Ildefonso Patdu, Director

Department of Energy

Lilian Fernandez, Director for Planning Bureau

Mylene Capongcol, Director, Energy Power Industry Management Bureau
Alice de Guzman, Officer in Charge of Rural Electrification Management Division
Nenito Jariel, Senior Science Research Specialist, Geothermal and Coal
Hershey de la Cruz, Energy Cooperation and Collaboration
Francisco Benito, Project Manager, CBRED Project
Raquel Huliganga, Director and Project Director of PELMAT Project
Charo Mojica, Task Specialist on Capacity Bldg, PELMAT Project
Noel Verdote, Project Manager, PELMAT Project
Arturo Zabala, EELS Specialist, PELMAT Project
Agnes C. de Jesus, Vice-President, Environment & External Affairs, PNOC-EDC
Francis M. Dolor, Senior manager, Planning & Control Division, PNOC-EDC
Nelda A. Habacon, Supervisor, Planning & Control Division, PNOC-EDC
Raymond Quiroz, PNOC-EDC
Marianne Paje, PNOC-EDC

E.2 GEF Agencies

Samuel Wedderburn, Senior Operations Officer, GEF Coordination Team, World Bank
Idah Z. Pswarayi-Riddihough, Task Manager, World Bank–International Bank for Reconstruction and Development
Selina Wai Sheung Shum, Task Manager, World Bank–International Bank for Reconstruction and Development
Carol Figueroa-Geron, Senior Operations Officer, World Bank–Manila
Joe Tuyor, Operations Manager, World Bank–Manila
Maya Villaluz, Environment Operations Officer, World Bank–Manila
Jesse O. Ang, Principal Investment Officer, World Bank–IFC
Catherine Cassagne, Senior Project Officer, Sustainable Business Innovator, World Bank–IFC
Euan Marshall, Country Coordinator, World Bank–IFC
Clarissa Arida, Programme Manager Biodiversity, UNDP–Philippines

Amelia Supetran, Portfolio Manager, UNDP–Philippines
Imee Manal, Programme Manager Climate Change, UNDP–Philippines
Edgardo Policarpio, Programme Assistant, UNDP–Philippines
Francisco Morito, Programme Assistant, UNDP–Philippines
Mala Hettige, Principal Evaluation Specialist, Operations Evaluation Department, ADB
Cristina P. Roldan, Senior Operations Evaluation Assistant, ADB
Jose Padilla, Environment and Social Safeguards Division, ADB
Richard Bolt, Senior Economist, Economics and Research Department, ADB
Joven Balbosa, ADB
Jamilur Rahman, Principal Project Specialist, Agriculture, Environment and Natural Resources Division, ADB
Annie Idanan, Consultant, ADB
Axel Hebel, Agriculture and Natural Resources Management Specialist, Agriculture, Environment and Natural Resources Division, ADB
David McCauley, Senior Environment Economist, Regional and Sustainable Development Department, ADB

E.3 Academe, NGOs, Private Sector

Noriel Tiglao, University of the Philippines, National College of Public Administration/National Center for Transportation Studies
Karl Vergel, University of the Philippines, National College of Public Administration/National Center for Transportation Studies
Michael Atrigenio, CEPF Philippines Grant Manager
Artems Antolin, Conservation International–Philippines
Luz Teresa Baskinas, Vice President, WWF–Philippines
Annabelle Plantilla, Executive Director, Haribon Foundation for the Conservation of Nature
Amy Lecciones, Executive Director, Philippine Sustainable Development Network
Christine Reyes, Executive Director, Foundation for the Philippine Environment
Irma Rose C. Marcelo, Executive Director, El Nido Foundation, Inc.

Ramon Faustino Sales Jr., Philippine Network on Climate Change

Helen Mendoza, Philippine Network on Climate Change

Leigh A. Talmage-Perez, Director, Asian Conservation Company

Vincent S. Perez, Chairman, Merritt Partners Pte. Ltd.

E.4 GEF Projects

PEMSEA Project

Chua Thia-Eng, Regional Programme Director

Adrian Ross, Senior Programme Officer

Huming Yu, Senior Programme Officer

PEMSEA ICM Demonstration Site: Batangas Bay

Bresilda M. Gervacio, Technical Officer, PEMSEA

Ronaldo Geron, Provincial Administrator

Socorro Perez, Office the Provincial Planning and Development Office

Ester Mioliñawi, Provincial Agricultural Office

Philip Baroja, Batangas City LGU

Evelyn L. Estigoy, Engineer, Department Head, PG-ENRO

Luis A. Awitan, Assistant Department Head, PG-ENRO

Loreta A. Sollestre, Head, Planning Section, PG-ENRO

Concepcion Dimayuga, Head, Batangas Environment Laboratory, PG-ENRO

Rowell Sandoval, Mayor of Mabini Municipality

Antonio Atienza, Mayor of Tingloy Municipality

Minda Villas, Municipal Environment and Natural Resource Office, Mabini Municipality

Benjamin Espina Jr., President, Batangas Coastal Resource Management Foundation

Noel Mendoza, Coordinator, Batangas Coastal Resource Management Foundation

Representatives of the Badjao Indigenous community, Batangas

Marikina Bikeway Project

Bayani, Mayor, Municipality of Marikina

Lota Contreras, Project Manager

CEPF and SGP Projects

Lisa Maria Paguentalan, Director for Field Operations, CBCF

Madlyn Cordova, Site Coordinator, CBCF

Vitaliano Lingo, CBCF

Godfrey Jakosalem, Field Projects Officer, CBCF

Expeditas S. Lenares, MANRO, LGU, Dalaguete Municipality

Felix Villacosta, SB Member, LGU, Dalaguete Municipality

Edgardo P. Lillo, Instructor, CSCST, Arago Municipality

Pedro Villacita, Forest Warden, Nug-as

Teodoro Amaca, Forest Warden, Nug-as

Henry Bendrilao, Forest Warden, Alcoy, Cebu

Hemres Alburo, Assistant Professor, CSCST, Arago Municipality

Flordeliza P. Geyrozaga, Forester, CENRO, DENR, Arago Municipality

Orencio V. Ambayec, Barangay Captain, Babayon, Dalaguete Municipality

Moreno Isgaroz, CENR Officer, Krelao Municipality

Bohol Marine Triangle Project

Peoro R. Honculada Jr., SB Member, LGU Danis Municipality

Luciano Bongalo, LGU Danis Municipality

Dennis B. Hora, SB Member, Panglad Municipality

Ellen Grace Z. Gallares, Partner, Bangon/FCBFI

Remedios Regacho, CRM Sector Head, Bohol Provincial Environment Management Office

Juanito Obispo, Chairman POFBD, Padayon

Enrique Auxilio, Executive Director, BIDEF

Resti Tejico, Executive Director, PADAYON BMT Management Office

Magda D. Narido, Staff, PADAYON BMT Management Office

Nenita Clenyar, Staff, PADAYON BMT Management Office

Luceline Calotes, Staff, PADAYON BMT Management Office

Mary Ann Tercero, Project Manager, FPE–Bohol Project

Ramie V. Debuayan, Administrative Assistant, FPE–Bohol Project

Amy Araniego, Staff, PADAYON BMT Management Office

Christopher Nistal, Barangay Captain, San Isidro

Jovencid Aranjuez, Barangay Kagawad, President, SIFFO

Fructuoso Mrutan, Barangay Kagawad, Member, SIFFO
Jose A. Nistan, Barangay Kagawad, Member, SIFFO
Rodrigo Eugenio, Barangay Kagawad, Member, SIFFO
Lito Abafal Sr., Barangay Kagawad, Member, SIFFO
Alfredo Mistral, Barangay Kagawad, Member, SIFFO
Pamilacan Island PO Ecotourism Women Association

Leyte-Luzon Geothermal Project

Garry F. Cañete, Operations Engineer
Ruperto R. Villa, Jr., Process Geochemist
Leonita Sabando, Environmental Field Supervisor
Albert M. Azarcom, Senior Forester

Geron P. Wenceslao, Senior Forester
Ulysses Rex Bonita, Production Manager
José Rufino Peñaranda, Deputy Manager
Manuel C. Paete, Resident Manager
Gloria Amboy, Supervisor

Tubbataha Marine National Park Project

Angelique Songco, Park Manager, Tubbataha Reef
Marine National Park & World Heritage Site

Mindanao Coastal Biodiversity Project

Gilbert Braganza, ENR Consultant and Sociologist (previously Operations Manager, World Bank–Manila)

Annex F. Literature Reviewed

F.1 The Philippines and GEF Activities in the Philippines

- Anda, A.D. 2002. "Impacts and Risks from Different Land Uses in Samar Island Forest Reserve." USAID-DENR-REECS. Quezon City, Philippines.
- Asian Conservation Company. 2005. "PES: Sustainable Financing for Conservation and Development. Proceedings from the National Conference on Payments for Environmental Services: Direct Incentives for Biodiversity Conservation and Poverty Alleviation." Manila, March 1–2, 2005.
- Asian Development Bank. 2006. "Philippines Country Visit Report." Unpublished. Pasig City, Philippines.
- Baastel. 2006. "Evaluation of the Environmental Finance (IFC) Group's GEF Funded Initiatives in the Philippines." Final report. Quebec.
- Butler, Rhett A. 2006. "Data on Forest Cover Trends." <http://rainforests.mongabay.com/20philippines.htm>.
- Chua, Thia-Eng, and Nancy Bermas, eds. 1999. "Challenges and Opportunities in Managing Pollution in the East Asian Seas." PEMSEA.
- Chua, Thia-Eng, and others. 1999. "Sharing Lessons and Experiences in Marine Pollution Management." Quezon City, Philippines.
- Collar, N., N.A.D. Mallari, and B.R. Tabaranza. 1999. *Threatened Birds of the Philippines*. The Haribon Foundation/BirdLife International Red Data Book. Makati, Philippines: Bookmark, Inc.
- Conservation International. "Biodiversity Hotspots—Philippines." www.biodiversityhotspots.org.
- Conservation International, Department of Environment and Natural Resources, and Haribon Foundation. 2006. "Priority Sites for Conservation in the Philippines: Key Biodiversity Areas." Quezon City, Philippines.
- Critical Ecosystem Partnership Fund. 2001. "The Philippines Hotspot: Ecosystems Profile."
- . 2006. "CEPF and Poverty Reduction: A Review of the Philippines CEPF Portfolio."
- . 2007. "Assessing Five Years of CEPF Investment in the Philippines Biodiversity Hotspot." Draft.
- Danielsen, Finn, Marlynn M. Mendoza, Anson Tagtag, Phillip A. Alviola, Danilo S. Balete, Arne E. Jensen, Martin Enghoff, and Michael K. Poulsen. 2007. "Increasing Conservation Management Action by Involving Local People in Natural Resource Monitoring." *Ambio* 36(5).
- Daruma Technologies, Incorporated. 2003. "Assessment of Capacity Building Needs for Biodiversity Conservation and Management." Final report. Quezon City, Philippines: DENR PAWB, UNDP, and GEF.
- Department of Energy. 2004. "Philippine Energy Plan 2004–2010." www.doe.gov.ph/PEP/default.htm.
- Departments of Agriculture, Environment and Natural Resources, Science and Technology and Agrarian Reform. 2004. "The Philippine National Action Plan to Combat Desertification, Land Degradation, Drought and Poverty." Quezon City, Philippines
- DENR Protected Areas and Wildlife Bureau. 1992. "National Wetlands Action Plan." Quezon City, Philippines.
- . Data on protected areas. www.pawb.gov.ph.
- . 1997. "National Biodiversity Strategy and Action Plan—Philippine Biodiversity: An Assessment and Action Plan." Makati City, Philippines: Bookmark Inc.

- . 1999. “The Philippines Initial National Communication on Climate Change.” Quezon City, Philippines.
- . 2000. “National Integrated Protected Areas Programme Final Completion Report.” Quezon City, Philippines.
- . 2005. “General Program of Action 2005–2010.” Quezon City, Philippines.
- . 2006. “National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants.” Quezon City, Philippines.
- DENR Forest Management Bureau. Philippine forestry statistics. Quezon City, Philippines.
- DENR GEF Philippine Operational Focal Point. 2005. “Report on the Proceedings of the Write Shop for the GEF Strategy for the Philippines.” Quezon City, Philippines.
- . 2006. “Circular 2006-01. Subject: Defining the Parameters for Prioritizing Projects on Biodiversity to be Endorsed to GEF.” Quezon City, Philippines.
- . 2006. “Circular 2006-02. Subject: Defining the Parameters for Prioritizing Projects on Climate Change to be Endorsed to GEF.” Quezon City, Philippines.
- . 2006. “MOU between UNEP and DENR for Country Support Programme for GEF Focal Points Component under UNEP.” Quezon City, Philippines.
- . 2007. “Briefing on Country Support Programme.” PowerPoint presentation. Quezon City, Philippines.
- . 2007. “Minutes of the First GEF Country Dialogue.” Quezon City, Philippines.
- . 2007. “Review of the GEF4 Pipeline Project under Biodiversity and Climate Change.” PowerPoint Presentation. Quezon City, Philippines.
- DENR and the Haribon Foundation for the Conservation of Natural Resources, eds. 2003. “Building on Lessons from the Field, Protected Areas Management Experiences in Southeast Asia.” Proceedings of the IUCN-World Commission on Protected Areas, Third Southeast Asia Regional Meeting, April 1–5, 2003. Mandaluyong City, Philippines.
- DENR and UNDP. 2006. “Framework Plan for Environment & Natural Resources Management. Volume I.” EarthTrends. 2003. “Country Profiles. Forests, Grasslands, and Dry Lands—Philippines.”
- Environmental Science for Social Change. “Decline of the Philippine Forest.” Environmental Science for Social Change, Inc. and Bookmark, Inc. Quezon City, Philippines.
- Foundation for the Philippine Environment. 2004. *2003 Annual Report*. Quezon City, Philippines.
- GEF Evaluation Office. 2007. “Back to Office Report: Visit to the Philippines and Samoa.”
- . 2007. “Minutes of Meeting March 1, 2007, with IFC Catherine Cassagne, Biodiversity Team Leader, Regarding Country Portfolio Evaluation—Philippines.”
- Griffiths, T. 2005. “Indigenous Peoples and the Global Environment Facility. Indigenous Peoples Experience of GEF Funded Biodiversity Conservation: A Critical Study.”
- International Finance Corporation. 2007. “IFC Response to the Review of IFC’s Global Environment Facility Portfolio: Philippines.” Washington, DC.
- IUCN. 2006. “Red List of Threatened Species.”
- Jensen, Arne E. 2003. “Case Study on Protected Area Management. Main Report and Annexes: Profiles of Mt. Isarog National Park, Puerto Princesa Subterranean River National Park and Northern Sierra Madre National Park.” Washington, DC: World Bank.
- . 2005. “GEF Supported Natural Resources Management Program in the Philippines.” Identification Mission Report. Washington, DC: World Bank.
- Lasco, R.D., and J.M. Pulhin. 2006. “Environmental Impacts of Community-Based Forest Management in the Philippines.” *International Journal for Environment and Sustainable Development* 5(1):46–56.
- Lasmarias, N., and others. 2004. “Mapping Population-Biodiversity Connections in the Philippines.” DENR-PAWB, Conservation International Philippines, and NEDA. Quezon City, Philippines.
- Magraf, Josef, and Paciencia P. Milan. 1997. “Mag-Rainforestation Farming.” Philippine-German Applied Tropical Ecology Program and Visayas State College of Agriculture.
- Manila Observatory. 2005. “Integrated Environmental Strategies. Philippines Project Report. Metropolitan Manila. Focus on the Transport Sector.” Quezon City, Philippines.

- NEDA. 1993. "Medium-Term Philippine Development Plan 1993–1998." Makati City, Philippines.
- . 1996. "Medium-Term Philippine Development Plan 1996–1998. Updated Plan." Makati City, Philippines.
- . 1999. "Medium-Term Philippine Development Plan 1999–2004." Makati City, Philippines.
- . 2004. "Medium-Term Philippine Development Plan 2004–2010." Pasig City, Philippines.
- OECD.Stat Extracts. Creditor Reporting System. <http://stats.oecd.org/WBOS/Default.aspx?DatasetCode=CRSNEW>.
- Ong, P.S., L.E. Afuang, and R.G. Rosell-Ambal, eds. 2002. "Philippine Biodiversity Conservation Priorities: A Second Iteration of the National Biodiversity Strategy and Action Plan." DENR-PAWB, Conservation International Philippines, Biodiversity Conservation Program University of the Philippines Center for Integrative and Development Studies, and Foundation for the Philippine Environment. Quezon City, Philippines.
- Padilla, J.E. 2004. "Sustainability Assessment of Alternative Land Uses for the Proposed Samar Island Natural Park."
- PEMSEA. 2006. "Integrated Coastal Management: Revitalizing the Coastal and Oceans Program in the Philippines." Vol. 2, No. 1. Quezon City, Philippines.
- . 2006. "Securing the Future through ICM: The Case of Batangas Bay Region." Quezon City, Philippines.
- Philippine Council for Sustainable Development. "Philippine Agenda 21." www.psdn.org.ph/agenda21/main.htm.
- Philippine National Statistical Coordination Board. 2003, 2004, and 2006. Socioeconomic data.
- Philippine National Statistics Office. 1993, 1995, and 2003. Socioeconomic data.
- Philippine Strategy for Sustainable Development. www.psdn.org/pienc/pssd.htm.
- Posa, M.R.C., A.C. Diesmos, N.S. Sodhi, and T.M. Brooks. 2007. "Hope for Threatened Tropical Biodiversity: Lessons from the Philippines." *BioScience*. Accepted.
- Primavera, J.H. 2000. "Development and Conservation of Philippine Mangroves: Institutional Issues." *Ecological Economics* 35:91–106
- Renewable Energy Asia. 2005. "Renewable Energy in Asia: The Philippines Report. An Overview of the Energy Systems, Renewable Energy Options, Initiatives, Actors and Opportunities in the Philippines." Manila.
- Roberts, Callum M., and others. 2002. "Marine Biodiversity Hotspots and Conservation Priorities for Tropical Reefs." *Science* 295(5558):1280–84.
- Subida R., M.A. Velas, and others. 2004. "Integrated Environmental Strategies—Philippines Project. Report/Metropolitan Manila: A Focus on the Transport Sector." Manila.
- Talmage-Perez, Leigh. 2005. "Asian Conservation Company and Investment in Ten Knots Group." PCSD Environment and Economic Summit 2005. Palawan.
- . 2005. "Asian Conservation Company and Ten Knots Group: Private Business in El Nido–Taytay Managed Resource Protected Area."
- United Nations. 2002. "Johannesburg Summit 2002—Philippines Country Profile."
- United Nations Statistical Databases. <http://unstats.un.org/unsd/default.htm>.
- World Bank. 2003. "Philippine Country Water Resources Assistance Strategy."
- . 2004. *Governance of Natural Resources in the Philippines: Lessons from the Past, Directions for the Future. Part I*. Manila: World Bank, Rural Development and Natural Resources Sector Unit, East Asia and Pacific Region.
- . 2005. "Governance of Natural Resources in the Philippines: NRM Way Forward Action Plan for the Philippines. Part II." Draft final report. Manila: World Bank, Rural Development and Natural Resources Sector Unit, East Asia and Pacific Region.
- . 2006. "Philippine Environment Monitor 2005: Coastal and Marine Resources." Manila.
- World Resources Institute. 1997. "Carbon Counts: Estimating Climate Change Mitigation in Forestry Projects."
- . 2006. "Earth Trend Environmental Information."

F.2 The GEF

GEF documents can be accessed from the GEF Web site, www.thegef.org; Evaluation Office documents are available at www.gefeo.org.

- GEF. 1997. "GEF Operational Programs."
- . 2001. "Medium Size Projects Evaluation."
- . 2001. "Second Overall Performance Study. Interim Report."
- . 2002. *The First Decade of the GEF: The Second Overall Performance Study*.
- . 2002. "Results from the GEF Climate Change Program."
- . 2003. "Third Study of GEF's Overall Performance (OPS 3) Evaluative Framework, 2003."
- . 2005. "Achieving the Millennium Development Goals, a GEF Progress Report."
- . 2005. "The GEF Resource Allocation Framework."
- . 2005. "Implementing the GEF Resource Allocation Framework."
- . 2006. "GEF RAF Framework: Indicative Resource Allocations for GEF-4 for Biodiversity and Climate Change Focal Areas."
- GEF Evaluation Office. 2004. *Biodiversity Program Study 2004*.
- . 2004. *Climate Change Program Study 2004*.
- . 2004. *Program Study on International Waters 2004*.
- . 2006. *GEF Annual Performance Report*. Report No. 31.
- . 2006. *The GEF Monitoring and Evaluation Policy*. Document No. 1.
- . 2007. *Joint Evaluation of the GEF Activity Cycle and Modalities*. Report No. 33.
- . *GEF Country Portfolio Evaluation: Costa Rica (1992–2005)*. Report No. 32.
- GEF Secretariat. 2000. "Revised Guidelines for Support to Strengthen the National Coordination Activities of the GEF Focal Point through One of Its Implementing Agencies."
- Ong, Perry. 2005. "Overview of GEF in the Philippines. Technical Report." Manila: World Bank.

F.3 World Bank

- World Bank. 1996. "Country Assistance Strategy 1996–1998."
- . 1999. "Country Assistance Strategy 1999–2002."
- . 2003. "Country Assistance Strategy 2003–2005."
- . 2006. "Country Assistance Strategy 2006–2008."

F.4 UNDP

- UNDP. 1997. "Country Cooperation Framework for the Philippines 1997–2001."
- . "Capacity Development Initiative: Country Capacity Development Needs and Priorities: Regional Report for Asia and the Pacific." GEF-UNDP Strategic Partnership.
- . 2002. "Country Cooperation Framework for the Philippines 2002–2005."
- . 2002. "Framework Plan for Environment and Natural Resources Management."
- . 2004. "Common Country Assessment of the Philippines."
- . 2005. "Country Program Action Plan between the Government of the Philippines and the United Nations Development Programme 2005–2009." www.undp.org/ph/casts/cpap/CPAP.pdf.
- . 2005. "The United Nations Development Assistance Framework in the Philippines 2005–2009."
- . 2006. "Country Cooperation Framework for the Philippines 2006–2009."
- . Undated. "MDG7 Progress Towards Environmental Sustainability." www.undp.org/energyandenvironment/sustainabledifference/PDFs/Asia/Philippines.com.pdf.

F.5 ADB

- Asian Development Bank. 1998. "Country Operation Strategy."
- . 2003. "Country Assistance Program Evaluation in the Philippines."
- . 2004. "Country Environmental Analysis for the Philippines."
- . 2005. "Country Strategy and Program 2005–2007."

———. 2006. “Special Evaluation Study on Multilateral Joint Evaluation of GEF Project Process and Implementation of Selected ADB’s GEF Co-Financed Projects Proposed Evaluation Approach.”

F.6 The GEF SGP

GEF Small Grants Programme. sgp.undp.org.

GEF SGP. 2003. “Annex 1 Report of the GEF SGP Global Workshop Executive Summary.” Nairobi.

———. 2003. “Annual Report 2003.”

———. 2003. “Annual Progress Report September 2002–February 2003.”

———. 2003. “Annual Report February–August 2003.”

———. 2004. “Annual Report March–August 2004.”

———. 2005. “GEF Small Grants Programme Philippines: Country Programme Strategy 2005–08.”

———. 2005. “Project Document. Third Operational Phase.”

———. 2006. “DENR Endorsement Letter of SGP to the Global Manager of GEF-SGP for RAF Allocation.”

GEF SGP and Philippine Tropical Forestry. 2005. “Philippines Current Profile July–December 2005.”

UNDP. 1998. “Second Independent Evaluation of the GEF Small Grants Programme: Transition to an Operational Phase. Volume 1: Main Report.” New York.

———. 2003. “Report of the Third Independent Evaluation of the Global Environment Facility Small Grants Programme 1999–2002.” www.undp.org/gef/05/documents/me/SGP3rdIndepEval-20May2003.pdf.

UNDP GEF and Royal Netherlands Embassy. 2003. “Small Grants Programme–Philippines. Summary of Projects.” Makati City, Philippines.

———. 2004. “Small Beginnings, Infinite Possibilities: The SGP through the Eyes of our Partners. A Directory of Grants and Programmed Interventions. Volume 2.” Makati City, Philippines.

F.7 GEF Projects in the Philippines

The list only presents the titles of the documents and not the bibliographic references.

Completed and Ongoing National Projects

Enabling Activities

Enabling the Philippines to Prepare the National Communications Program in Response to its Commitments to the UNFCCC

- Final Project Document
- Philippine National Action Plan on Climate Change
- First Philippine National Communications on Climate Change
- Initial National Communication on Climate Change 1999

Enabling Activity to Prepare the Philippines First National Report to the CBD and Establishment of a Clearing House Mechanism

- Project Brief
- Final Proposal
- First National Report to the Convention on Biological Diversity 1998
- Second National Report to the CBD 2002
- Third National Report to the Convention on Biological Diversity
- National Biodiversity Strategy and Action Plan
- Second Iteration of the National Biodiversity Strategy and Action Plan, Final Report 2002

Climate Change Enabling Activity (additional financing for capacity building in priority areas)

- Project Concept
- Proposal for Review
- Status Report on the CDM in the Philippines

Assessment of Capacity Building Needs for Biodiversity Conservation and Management in the Philippines (add-on)

- Project Brief

Initial Assistance to the Philippines to Meet Its Obligations under the Stockholm Convention on POPs

- Revised Project Brief
- National Implementation Plan for Stockholm Convention on POPs (includes a summary and several chapters)
- Final Report (main report and annexes)

National Capacity Self-Assessment for Global Environmental Management

- Project Brief
- NCSA to Meet the Country’s Obligations to the Three UN Conventions Volumes 1–5.
- Draft NSCA Publication
- Capacity Enhancement for the Global Environment: The Change Report

MSPs and FSPs

Samar Island Biodiversity Project

- Project Document
- Project Inception Report
- Accomplishment Reports 2001–2005
- PIR 2001–2006
- Financial Reports 2001–2005
- Final Report of the Terminal Evaluation Mission
- Perception Survey 2002
- Ecotourism Feasibility Studies for SNBNP
- Ecotourism Feasibility Studies for Pinipisakan Falls, N. Samar
- Harvesting and Utilization Study
- Biological Resource Assessment
- Community Outreach Program Framework Plan
- Information, Education, and Communication and Advocacy Framework Plan
- Forest Protection Plan
- Forest Land Use Planning Framework
- Watershed Planning Framework
- Livelihood Framework
- Project Pre-Implementation Documents
- SAMBIO Final Report

Palawan New and Renewable Energy and Livelihood Support Project

- Final Project Document
- PIR 2005
- PIR 2006
- Midterm Review
- GEF Local Benefits Case Study Working Document

Conservation of Priority Protected Areas

- Project Document
- PIR 2002
- PIR 2003
- Implementation Completion Report
- Terminal Evaluation Review
- Final Report on Improving Biodiversity Conservation in Protected Areas of the Philippines
- Community-Oriented Biodiversity Conservation in the Philippines: Initiatives and Impacts: Case Study on Mt. Canlaon Natural Park
- Community-Oriented Biodiversity Conservation in the Philippines: Initiatives and Impacts: Case Study on Northern Sierra Madre Natural Park
- Community-Oriented Biodiversity Conservation in the Philippines: Initiatives and Impacts: Case Study on Mt. Kitanglad Range Natural Park
- Community-Oriented Biodiversity Conservation in the Philippines: Initiatives and Impacts: Case Study on Apo Reef Natural Park

Leyte-Luzon Geothermal Project

- Final Project Document
- Implementation Completion Report
- Terminal Evaluation Review

CEPALCO Photovoltaic Demonstration Project

- Project Document
- IFC Project Summary
- PIR 2005
- PIR 2006

Coastal and Marine Biodiversity Conservation in Mindanao

- Project Brief
- PIR 2005
- PIR 2005
- Technical Assistance Completion Report
- 2006 Implementation Completion Report for the Grant and Loan Portfolio

Metro Manila Urban Transport–Marikina Bikeways Component

- Project Brief
- Final Project Document
- Tracking Sheet
- PIR 2004
- PIR 2005
- Technical Assistance Completion Report

Sustainable Management of Mount Isarog's Territories Project

- Project Brief
- Project Document
- Project Review
- PIR 2004
- PIR 2005
- Midterm Evaluation
- 2005 Consolidated Participatory Final Review and Evaluation

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

- Project Document
- Project Summary
- Project Implementation Framework
- PIR 2004–2005
- Annual Report 2002
- First Participatory Evaluation of Tubbataha Marine National Park: Process and Results
- Final Report of the Terminal Evaluation Mission
- Research Report 2001–2003 (PDF File)
- GEF Local Benefits Case Study Working Document
- Policy Paper on Fishery Cases
- State of Conservation Report 2004

- Sustainable Financing Business Plan
- Park Management Plan
- Capacity Building and Training Framework Plan
- Information, Education, and Communication Framework Plan
- Sustainable Resource Management and Livelihood Framework Plan for Cagayancillo
- Cagayancillo Coastal Resource Management Plan

Bohol Marine Triangle Project

- PDF-A Project Proposal
- Project Document MSP Grant
- Project Document
- 2004 Midterm Evaluation Report and Annexes
- PIR 2004
- PIR 2005
- PIR 2006

Rural Power Project

- Project Document
- Project Document Annexes
- Background Note
- Talking Points LCF
- Final Aide Memo November 2006
- Technical Assistance Completion Report
- PIR 2005
- PIR 2006
- Implementing Guidelines

Asian Conservation Company Tranche I

- Project Brief
- Project Document
- PIR 2005
- PIR 2006

Philippine Efficient Lighting Market Transformation Project

- Council Document
- Project Document
- PIR 2006

Integrated Coastal Resource Management Project

- Proposal for Entry into Pipeline and PDF-B Grant
- ADB Loan and Project Summary

Capacity Building to Remove Barriers to Renewable Energy Development

- Project Document
- Project Document Annexes
- PIR 2005
- PIR 2006

Electric Cooperative Systems Loss Reduction Project

- Project Document
- Final Project Brief

- PIR 2005
- PIR 2006

Philippine Sustainable Energy Finance Program

- Final Project Brief
- Project Brief Annexes
- Executive Summary

Global Program to Demonstrate the Viability and Removal of Barriers that Impede the Successful Implementation of Available Non-Combustion Technologies for Destroying Persistent Organic Pollutants

- Revised Project Brief
- National Implementation Plan for Stockholm Convention on POPs
- Final Report

Asian Conservation Company Tranche II

- Project Document
- Interview Notes ACC and WWF Philippines

National Program Support for Environment and Natural Resources Management Project

- Project Executive Summary
- Revised Project Brief
- Project Appraisal Document
- GEF Project Implementation Plan
- Aide Memoirs 2005–2006

Global Programme to Demonstrate the Viability and Removal of Barriers That Impede Adoption and Successful Implementation of Available, Non-Combustion Technologies for Destroying Persistent Organic Pollutants

- Final Project Document
- CEO Endorsement

Projects in the Pipeline

Manila Third Sewerage Project

- Revised PDF-B Project Concept

Mindanao Rural Development Project Phase II-Coastal and Marine Biodiversity Component

- Project Identification Form
- PDF Project Concept
- Pipeline Entry and PDF-B Approval
- Environmental Assessment
- Indigenous Peoples Development Framework

Philippine Climate Change Adaptation Project

- PDF-B Document
- Project Identification Form

Regional Projects

Asia Least-Cost Gas Abatement Strategy

- Final Project Document
- ALGAS Country Study Report 1998
- ALGAS TA Completion Report
- Final Report: External Evaluation Study of ALGAS Project
- ADB's Initiative in the Climate Change Area 2004
- ALGAS (PowerPoint)
- Initiative in Renewable Energy, Energy Efficiency and Climate Change (PowerPoint)
- Regional Workshop on Climate Change

Regional Programme on Prevention and Management of Marine Pollution in East Asian Seas

- Program Document
- Final Project Evaluation 1998
- Specially Managed Project Review 2002
- 2004 Manila Bay Refined Risk Assessment
- 2001 Manila Bay Coastal Strategy

Building Partnerships in Environmental Protection and Management for the East Asian Seas

- Project Briefs 1 and 2
- Project Implementation Report 2005–2006
- PEMSEA Terminal Evaluation Report 2006
- PEMSEA Terminal Evaluation Executive Summary

Reversing Environmental Degradation Trends in the South China Sea and Gulf of Thailand

- Final Project Document
- Project Implementation Review Report 2005

Marine Aquarium Market Transformation Initiative

- PDF B Final Proposal
- Project Brief
- Project Document
- CEO Endorsement

East Asian Seas Region: Development and Implementation of Public Private Partnerships in Environmental Investments

- Final Project Document

Annex G. Global and Local Benefits: Achievements at the Project Level

Project title/global objective	Global benefits achieved/intended	Local impacts
Biodiversity		
<p>2 Samar Island Biodiversity Project <i>To conserve a representative sample of the biodiversity of the Philippines by creating a new protected area in the Eastern Visayas biogeographic area</i></p>	<p>Establishment of 428,700-hectare protected area with legal boundary demarcation by presidential proclamation</p>	<ul style="list-style-type: none"> • Functional protected area management board • 10-year management plan • Biodiversity monitoring system partly in place • Protected area bill in Congress
<p>79 Conservation of Priority Protected Areas <i>Conservation and management of resources within 10 globally important biodiversity priority sites under the government's National Integrated Protected Areas System</i></p>	<p>Establishment in 8 out of 10 project sites of more than 1 million hectares of protected area lands, wetlands, and seas with legal boundary demarcation by presidential proclamation</p>	<ul style="list-style-type: none"> • Functional protected area management boards in most of the sites • 10-year management plans for all sites • Biodiversity monitoring system in place at project end in six protected areas • One site became the world's first transboundary marine protected area and is on the UNESCO World Heritage list; another site became a designated Ramsar Site • Project facilitated the country's first five Republic Acts permanently establishing 5 of 10 project sites as protected areas
<p>653 Coastal and Marine Biodiversity Conservation in Mindanao <i>To conserve and restore globally important coastal habitats and related marine biodiversity in Mindanao by mainstreaming biodiversity and marine ecosystem conservation in community development and in the coastal fisheries sector</i></p>	<ul style="list-style-type: none"> • Creation of Paril-Sangay and Bongo Island marine protected area including protected habitats for endangered species such as sea-turtles • Both sites showed a trend with fish population increasing in density, species diversity, and biomass; branching coral cover increased by 27 to 38 percent compared to baseline data 	<ul style="list-style-type: none"> • Increased local-based protection in place and decline in poaching of giant clams and sea-turtle eggs, among others, and in large-scale cutting of mangrove • Local community awareness of the value of coastal and marine biodiversity conservation and protection enormously heightened
<p>798 Sustainable Management of Mount Isarog <i>The biodiversity of Mount Isarog is protected, and effectively and efficiently managed for sustainable use</i></p>	<p>10,100 hectares declared as a protected area by presidential proclamation and with legal boundaries</p>	<ul style="list-style-type: none"> • Formation and strengthening of forest guards; establishment of biodiversity monitoring system • Increased involvement by local government units and water users in protected area management • Decrease in forest destruction • Formation of the Biodiversity Conservation Management Network • Integrated Conservation and Development Project model = IUCN PA Category VI

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>799 Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site</p> <p><i>To conserve the unique and relatively pristine condition of the globally significant biological diversity and ecological processes of the Tubbataha Reefs National Marine Park and to manage the park and its surrounding area</i></p>	<ul style="list-style-type: none"> • At least 22,000 hectares proclaimed and included as UNESCO World Heritage Site and as Ramsar Site • Habitat protection indicators reveal that conservation initiatives are highly effective in conserving biodiversity • Both marine ecosystems and species populations are among the best preserved in the country; regional unique seabird population stabilized 	<ul style="list-style-type: none"> • Law enforcement and patrol system in place • Functional protected area management board and park management office with improved resource management capacities • Management plan implemented • Sustainable financing plan in place: one of the country's best-practice payment for ecosystem services systems established
<p>913 Biodiversity Conservation and Management of the Bohol Islands Marine Triangle Project</p> <p><i>To ensure that options and existence values embodied in the globally significant Bohol Marine Triangle are conserved through more effective, equitable, and sustainable planning, implementation, and monitoring and law enforcement of biodiversity conservation efforts</i></p>	<ul style="list-style-type: none"> • More effective management of the Bohol Triangle waters in line with IUCN Category VI protected area • Establishment of up to 21 smaller fish sanctuaries and of 21 marine protected area management teams • Decrease in unsustainable resource extraction and increases in populations of some key indicator species such as dolphins 	<ul style="list-style-type: none"> • Local government and stakeholders in active management board • Biodiversity baseline and monitoring systems in place, but data not processed and used in management decisions • Alternative livelihood linked to ecosystem management and conservation in place • Livelihood motives were force-fitted into the GEF project log frame; the result was distorting both the project's conservation purpose and the development/livelihood aspirations of stakeholders
<p>1089 Asian Conservation Company Tranche I–El Nido Managed Reserve</p> <p><i>To conserve significant coastal and marine biodiversity in two regions of the Philippines through a unique partnership between a private equity investment holding company while establishing a private sector/conservation community partnership and model to sustain this conservation in the long term</i></p>	<ul style="list-style-type: none"> • 92,000 hectares under presidential proclamation as managed resource protected area • Improved habitat management and protection of endangered species • Conserved biodiversity and ensured sustainable use of its components in the production environment • Improved enabling environment (political, economic, and social aspects) • More fair and equitable sharing of benefits from the use of local natural resources 	<ul style="list-style-type: none"> • Establishment of Environmental Law Enforcement Council and more than 60 deputized fish wardens and composite teams regularly conducting actual patrols • Improved participatory management as seen in functional protected area management board and 11 local fisheries and aquatic resource management councils • Environmental sustainability partly addressed

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>836 Critical Ecosystem Partnership Fund–Philippines</p> <p><i>Enhanced biodiversity conservation and sustainable use within each ecosystem funded by CEPF (three major biogeographical regions in the Philippines); development objectives: (1) CEPF grants significantly increased impact and level of success for implementing biodiversity conservation projects in biological hotspots, and (2) other players including donors, lending instruments, government, and private sector adjust policies and practices to be more compatible with biodiversity conservation</i></p>	<ul style="list-style-type: none"> • Five protected areas with a combined total area of approximately 517,000 hectares were created or expanded. Protected area management boards and management plans were established and are operational in each of these protected areas. • Three watersheds totaling 14,000 hectares, which serve as refuges for globally threatened species, now benefit from municipal-level payments for ecosystem services. • Management effectiveness was improved in existing protected areas covering nearly 448,000 hectares. • Several globally critically endangered species such as the Philippine eagle, Philippine cockatoo, Cebu flowerpecker, and Philippine crocodile have been locally better protected; and populations have either maintained or increased. 	<ul style="list-style-type: none"> • Presidential Executive Order 578 declared all key biodiversity areas to be “critical habitats” and directed the DENR to promulgate guidelines for their management and protection. These included 128 key biodiversity areas defined for 209 globally threatened and 419 endemic species of freshwater fishes, amphibians, reptiles, birds, and mammals, as well as 62 species of congregatory birds. The key biodiversity areas cover approximately 20 percent of the total land area of the Philippines. • NEDA incorporated biodiversity conservation priorities into the newly updated 30-year Regional Physical Framework Plan of Region 2 which lies at the center of the globally unique and fully forested Sierra Madre mountain range. • Several types of innovative partnerships were forged with local government units which can be replicated and scaled up to expand their overall impact. • Locally driven, low-profile alliances and partnerships and likely more sustainable partnerships were forged (for example, the Philippine Eagle Alliance comprising Conservation International, WWF Philippines, Philippine Eagle Foundation, and BirdLife International/Haribon Foundation for the Conservation of Nature).
<p>1916 Marine Aquarium Market Transformation Initiative (regional project)</p> <p><i>To transform the marine aquarium industry of Philippines and Indonesia to ecological and economic sustainability using conservation management and rehabilitation to ensure the health of the coral reef ecosystems and their contribution to poverty alleviation and food security</i></p>	<p>Intended:</p> <ul style="list-style-type: none"> • Overcome barriers to mainstreaming the transformation of the marine aquarium industry • Diminish damage to hundreds of reefs • Increase unique opportunities to realize globally significant levels of conservation and sustainable management of the world’s most diverse coral reef 	<p>No major accomplishments yet: about 350 hectares of no-take zones/marine protected areas in collection areas (22,000 hectares) established</p>
Climate change		
<p>29 Capacity Building to Remove Barriers to Renewable Energy Development:</p> <p><i>Reduce the long-term growth of CO₂ emissions by removing barriers to commercial utilization of renewable energy systems to substitute for the use of diesel generators in Palawan</i></p>	<ul style="list-style-type: none"> • 12,000 tons of carbon per year emitted from diesel combustion would be cut, and CO₂ emissions from wood, straw, and kerosene burning would be reduced; large-scale commercialization of renewable energy systems for rural electrification would be achieved; delivery mechanism can serve as a model for replication • 996 solar photovoltaic units sold and used, avoiding a total of 93.6 tons of CO₂ emissions per year 	<ul style="list-style-type: none"> • Market transformation reducing implementation costs to productively use solar energy in remote areas • Improved awareness and understanding of technologies and productive uses among users

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>80 Leyte- Luzon Geothermal <i>Promote the adoption of renewable energy by removing barriers and reducing implementation costs to meet the increasing demand for power in Luzon using geothermal energy; construct a pilot reinjection plant for CO₂</i></p>	<ul style="list-style-type: none"> • The project has a significant impact on mitigation of GHG emissions since an alternative coal-fired-based plant would imply incremental carbon emissions of about 2.2 million tons per year. • CO₂ absorption and sequestration in the Leyte Geothermal Reservation is highly satisfactory, in recognition of the potential role of tropical forests in mitigating global warming. • About 17,000 hectares of the forest where the plant is located are effectively patrolled and forest cover well maintained to the benefit of neutralizing carbon emissions and maintaining unique global biodiversity. • The PNOC geothermal operations area is more than 100,000 hectares. Even areas relatively far from the plants and outside of the 17,000-hectare core area appear to be relatively free from forest destruction as a result of PNOC's presence and active interagency collaboration. This benefits both climate change carbon sequestrations and global biodiversity. • The project piloted innovative approaches to reduce CO₂ emissions by reinfusion of CO₂ to underground energy deposits. 	<ul style="list-style-type: none"> • The project developed a 440-megawatt geothermal energy field to expand Leyte geothermal capacity from 200 to 640 megawatts to meet increasing demand for power in Luzon using indigenous and environmentally superior geothermal energy resources. • In 1999, geothermal power (with substantial share from this project) accounted for about 27 percent of total power generation in the country. • To compensate for about 250 hectares of rainforest removed to establish the plant, 7,000 hectares of single-species reforestation was carried out. This is good in terms of carbon sequestration but less good in maintaining biodiversity. • Lately, plans have been made to introduce rainforestation on a smaller scale.
<p>652 CAPALCO Distributed Generation Photovoltaic Power Plant <i>Demonstrate the technical, operational, and, ultimately, economic feasibility of utilizing photovoltaic-based solar energy for supplementing and firming up the productive capacity of existing hydro projects, initially in the Philippines, but also as a model that can be replicated elsewhere in the developing world</i></p>	<ul style="list-style-type: none"> • Significant future benefits for GHG emission reductions: 24,000 tons of CO₂ avoided annually • Plant is first-of-a-kind demonstration project anywhere in the world and serves as a model for replication elsewhere; prospective market for replication of this type of project, which brings together solar and river-flow potential of developing countries in an environmentally friendly way, is promising 	<ul style="list-style-type: none"> • Project built and operates a nominal 1-megawatt solar photovoltaic demonstration power plant • Project reduced long-term costs of low-GHG-emitting energy technologies

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>785 Metro Manila Urban Transport Integration Project–Marikina Bikeways</p> <p><i>To reduce GHG emissions by promoting the use of zero-emission bicycle and pedestrian transport in Marikina; to demonstrate and publicize the benefits and viability of bicycles as an alternative transport mode to encourage replication of this pilot program in other parts of Metro Manila, elsewhere in the Philippines, and in other countries</i></p>	<ul style="list-style-type: none"> • Promotion of nonmotorized transport technologies and measures, especially in a medium-scale growing city; project demonstrated that nonmotorized transport networks are a low-cost and acceptable alternative method of city transportation over short-to-moderate distances • Overall project target of annual reduction of about 20,000 tons of CO₂ equivalents was met 	<ul style="list-style-type: none"> • The Marikina pilot project will only marginally contribute to the overall project target of annual reduction of about 20,000 tons of CO₂ equivalent; however, as a model to introduce nonmotorized transport alternatives, it has been moderately successful in introducing a new approach to transport for replication elsewhere in the country. • The project may have significant long-term local environmental benefits, provided pending legislation is passed and the approach adopted by other cities. This has not yet taken place on the expected scaled; only one city is now replicating the model. • Actual achievements from the baseline of 4 percent of traffic volume being bicycle-based to 9 to 10 percent in 2006; 55 percent of local households today have bikes, and 22 percent use bikes regularly but not necessarily for transport to work as intended in the project design; 35 kilometers of bicycle lanes have been established, as well as a demonstration center and continued massive public awareness.
<p>1071 Rural Power</p> <p><i>Mitigate global climate change caused by GHG emissions through wider user of clean-energy technologies</i></p>	<ul style="list-style-type: none"> • Contribute toward global objective of mitigating climate change caused by GHG emissions through wider use of clean, renewable energy technologies in power generation • Significant offset of GHG emissions through range of renewable technology options (two mini-hydro subprojects); planned CO₂ emission avoided per year: 13,184 tons 	<p>No accomplishments yet</p>
<p>1103 Efficient Lighting Market Transformation Project</p> <p><i>To address the barriers to widespread utilization of energy-efficient lighting systems in the Philippines; aimed at contributing to the realization of the country's sustainable development objectives and its goal of reducing GHG emissions in the energy sector</i></p>	<p>Total GHG emission due to lighting sector reduced by 4 percent at the end of year 2 and 11 percent at the end of the project relative to the baseline</p>	<ul style="list-style-type: none"> • Power sector policies on government incentives for energy efficiency updated and implemented • Energy-efficient lighting applications consumer awareness improvement program implemented • Multisectoral working group on promotion of widespread utilization and commercialization of energy-efficient lighting established • No major accomplishments yet

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>1264 Capacity Building to Remove Barriers to Renewable Energy Development</p> <p><i>Long-term emission reduction potentials, which are basically indirect; more strategic reductions that the project will bring about, and that are expected to produce far greater reductions in future GHG emissions, are in helping reduce costs, remove barriers, and expand markets for renewable energy in the Philippines and globally</i></p>	<ul style="list-style-type: none"> • Annual CO₂ reduction: Emissions avoided during PIR reporting period = 1.96 megatons CO₂/year 	<ul style="list-style-type: none"> • Increased access to local sources of financing for renewable energy and energy efficiency and facilitated market transformation with reference to off-grid rural electrification, on-grid power supply, and nonpower uses for productive application • Facilitated power sector policy frameworks supportive of renewable energy and energy efficiency: adoption/creation/enactment of 11 new policies and legislation for on-grid renewables • Building and financial mechanisms: 220 institutions and 110,000 end users reached through coverage of target respondents using multimedia initiatives • Number of households benefiting from increased livelihoods from renewable energy as a result of project intervention = 1,361 • Cumulative volume of investments in renewable energy capacity installation as a direct result of the project = \$2.04 billion (estimated at \$2,500/kilowatt for the 816-megawatt new renewable energy capacity installed)
<p>1532 Electric Cooperative System Loss Reduction Project</p> <p><i>To reduce GHG emissions through the removal of barriers to energy-efficiency investments in the rural power distribution subsector; this will be achieved through the pilot use of innovative contractual mechanisms and GEF-funded partial credit guarantee program to promote private investments and financing</i></p>	<p>Intended benefits are to reduce GHG emissions through the removal of barriers to energy efficiency and system loss reduction investments in the rural power distribution subsector, thus contributing to GEF's climate change goals</p>	<p>No major accomplishments yet. In the first year, progress has been made in regulatory and policy reforms.</p>
<p>2108 Philippines Sustainable Energy Finance Program</p> <p><i>Increased access to local sources of financing for renewable energy and energy efficiency; development of a sustainable commercial financing market for sustainable energy projects in the Philippines. The program will be particularly geared to energy efficiency, where the market drivers are particularly strong, but will be designed also to support commercial renewable energy investments, where such market opportunities emerge.</i></p>	<p>The intended benefits are to significantly expand and deepen the market for commercial financial institutions' engagement in sustainable energy finance while also strengthening local sustainable energy firms to yield a significant quantity of global environmental benefits in the form of reduced GHG emissions from the additional sustainable energy investments that will be financed. The primary benefits generated relate to the program's objective of establishing a self-sustaining commercial lending market for sustainable energy by Philippine financial institutions. These are the indirect benefits.</p>	<p>No major accomplishments yet</p>

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>3243 Climate Change Adaptation Project</p> <p><i>To implement pilot cases to develop and apply systematic diagnosis and options analysis for climate risk management, which would include an enhanced institutional framework and planning capacity for climate risk management:</i></p> <ul style="list-style-type: none"> • <i>Enhanced resilience of the agriculture and natural resources sectors as a whole</i> • <i>Enabling government programs and investments to deliver their expected benefits in terms of economic development and poverty alleviation, in the face of the negative impacts of climate change</i> • <i>A Special Climate Change Fund alternative would generate benefits by enhancing interagency coordination and provision of scientific information for climate risk</i> 	<p>Some global benefits in relation to natural resource management of valuable ecosystems</p>	<p>The project has yet to start; the benefits of the proposed project's activities will primarily be local, for instance, in agriculture or water resources</p>
<p>385 Asia Least-Cost Greenhouse Gas Abatement Strategy (regional project)</p> <p><i>Develop human resources, institutional capability, and technologies to understand and address the issues relating to climate change; reduce the growth of net GHG emissions in the Asia region</i></p>	<p>The project played an important role in securing that the energy sector starts reducing future GHG emissions in the Philippines.</p>	<p>ALGAS identified renewable energy technologies as a priority area in the country's GHG abatement strategy.</p>
International waters		
<p>396 Prevention and Management of Marine Pollution in the East Asian Seas^a</p> <p><i>Support the efforts of the participating East Asian governments in the prevention, control, and management of marine pollution, at both national and subregional levels, on a long-term and self-reliant basis</i></p>	<p>Incremental marine environmental improvements</p>	<ul style="list-style-type: none"> • Demonstrated working models on marine pollution reduction/prevention and risk management • Developed necessary local policies and technical capability to implement international conventions relating to marine pollution • Strengthen institutional capacity to manage marine pollution problems • Develop a regional network of stations for marine pollution monitoring and information management • Facilitated standardization and intercalibration of sampling and analytical techniques and environmental impact assessment procedures

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>597 Building Partnerships for the Environmental Protection and Management of the East Asian Seas</p> <p><i>To enable the participating countries of the East Asian Seas Region to collectively protect and manage the coastal and marine environment through intergovernmental and intersectoral partnerships</i></p>	<p>The project intends to produce benefits in different GEF focal areas including cross-cutting issues on land degradation</p>	<ul style="list-style-type: none"> • A network of various national and subregional integrated environmental management programs throughout the East Asian Seas • A demonstration site at Batangas City, two parallel integrated coastal management projects (Bataan, Cavite), and an integrated Manila Bay action plan developed • Critical mass of national and regional multidisciplinary technical expertise in environmental and marine and coastal management • Pool of local NGOs, religious groups, and environmental journalists to champion and reinforce environmental protection initiatives • A structured, integrated information management system that accelerates the delivery of environmental management objectives • A sustainable and effective regional mechanism to coordinate and mobilize resources for effective implementation of international conventions • Not accomplished: viable financing mechanisms for enhancing environmental investment from multilateral banking and financial institutions and the private sector
<p>885 Reversing Environmental Degradation Trends in the South China Sea and Gulf of Thailand</p> <p><i>To create an environment at the regional level in which collaboration and partnership in addressing environmental problems of the South China Sea among all stakeholders and at all levels are fostered and encouraged; and to enhance the capacity of the participating governments to integrate environmental considerations into national development planning</i></p>	<p>Although the overall sustainability of the project outcomes at the national level appears highly likely, sustainability is not as likely at the regional level, which would provide the main global environmental benefits of the project.</p>	<p>Expected:</p> <ul style="list-style-type: none"> • Seven sets of national management plans and seven national databases for four specific habitats • Adopted portfolio of priority habitat projects within the region • Four national and one regional management plans to establish a system of refugia to maintain important transboundary fish stocks • Evaluation of a blast fishing detection device • Agreed regional priority listing of transboundary pollution hotspots • Regionally adopted water quality objectives, and water quality and effluent standards • Meta-database of national legislation relating to the environment of the South China Sea • Regional review of country obligations under global conventions

Project title/global objective	Global benefits achieved/intended	Local impacts
<p>2188 East Asian Seas Region: Development and Implementation of Public-Private Partnerships in Environmental Investments</p> <p><i>To build confidence and capabilities in public-private sector partnerships as a viable means of financing and sustaining environmental facilities and services for the protection and sustainable use of the marine and coastal resources of the East Asian Seas region (increased investment opportunities for environmental improvement and coastal and marine resource development and management)</i></p>		<p>Intended:</p> <ul style="list-style-type: none"> • Catalyze financial resource mobilization for implementation of reforms and stress reduction measures agreed through transboundary diagnostic analysis strategic action program or equivalent processes for particular transboundary systems^b • Expand global coverage of foundational capacity building addressing the two key program gaps and support for targeted learning^b • Undertake innovative demonstrations for reducing contaminants and addressing water scarcity issues <p>Accomplished:</p> <ul style="list-style-type: none"> • Solid waste management project in Muñoz, Nueva Ecija • Sewerage and wastewater treatment project in Puerto Galera, Oriental Mindoro, Philippines • Municipality of Puerto Galera, Mindoro: Ordinance for the establishment of an environment user fee system and trust fund; City of San Fernando, Pampanga: implementation of an integrated solid waste management system • Training workshop and local government unit sharing forum on financing sustainable environmental projects were held in Manila
POPs		
<p>2329 Demonstration of the Viability and Removal of Barriers That Impede Adoption and Successful Implementation of Available, Non-Combustion Technologies for Destroying Persistent Organic Pollutants</p> <p><i>To demonstrate the viability to promote replication at global level of available noncombustion technologies for use in the destruction of obsolete POPs, specifically PCB wastes, PCB-containing equipment, and the cleanup of POPs, and specifically PCBs in different matrixes including contaminated soils or sediments</i></p>	<p>The project aims at achieving environmentally sustainable economic and industrial development, and improved water quality to the benefit of the global environment and conservation of biological diversity.</p>	<p>The project has yet to start.</p>

Note: Completed projects are in green.

- a. Regarding the local impacts, activities in the pilot phase project are catalytic. However, no regional framework was developed to allow immediate GEF exit in view of the complexity, magnitude, and geographical size of the project site, which will require substantial efforts in order to build a policy environment, working models, innovative approaches, and methodologies.
- b. Appears not yet to be in place. The public-private partnerships are no doubt the weakest component of PEMSEA efforts to generate resources for integrated coastal management.

Annex H. ODA to the Philippines, 1991–2005

Table H.1

Commitment

Current million \$

Donor (level 03)	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Bilateral	1,623.4	1,243.8	1,240.7	1,377.9	1,454.7	734.4	1,260.4	1,184.2	1,886.2	931.9	1,112.4	1,007.3	541.0	491.4	431.4
Australia	10.7	9.1	26.8	6.8	0.2	64.2	29.1	20.4	66.1	12.4	49.6	14.7	48.6	111.2	73.6
Austria	0.2					2.9	16.7	16.9	0.1	0.1	3.1	26.3	0.2	0.1	0.4
Belgium			4.3	2.6	5.3	6.5	3.9	5.8	7.8	6.8	11.5	6.3	6.6	14.2	8.0
Canada	9.7	13.2	18.0	11.2	14.4	7.0	24.3	17.6	19.0	10.1	6.3	18.0	11.3	13.0	29.1
Denmark	1.6	0.2	2.7	0.6	8.7	3.3		3.7		9.9	1.1	1.0	17.1	6.8	1.6
Finland	0.5	0.2	0.0	0.1		0.0	1.0	1.6	1.3	0.2	0.4	0.4	0.3	0.4	1.2
France	37.0	9.4	18.1	37.4	30.7	11.0	10.5	17.2	5.2	1.1	1.8	1.1	1.1	18.9	1.2
Germany	12.0	69.6	84.8		105.5	31.3	2.6	4.9	103.2	33.5	23.8	60.6	54.6	26.6	91.9
Greece												0.0	0.3	0.1	
Ireland										0.1	0.0	0.2	0.9	1.3	1.1
Italy	17.5	8.0	36.9	1.6	15.5	0.9	0.1	0.6	0.4	0.4	0.3	0.1		1.2	
Japan	1,165.3	883.6	848.1	1,211.8	1,166.3	529.5	1,060.7	1,007.5	1,588.4	756.1	863.0	643.3	195.5	155.6	63.2
Luxembourg														0.1	0.1
Netherlands	8.6	4.8	1.4	7.5	4.2	14.1	16.1	10.4	4.3	10.9	4.3	71.7	15.6	1.3	33.6
New Zealand					1.0							2.1	3.1	4.2	4.6
Norway	4.6	7.0	3.4	3.2	5.0	1.6	3.0	1.3	2.6	2.7	0.3	1.4	0.5	1.5	2.5
Portugal											0.0	0.0		0.0	
Spain			48.8				40.8	7.9	8.8	7.2	15.4	36.9	22.7	10.1	12.7
Sweden	1.3	0.9	43.3	2.4	2.3	1.9	12.9	1.4	5.6	0.6	0.0	0.9	1.0	0.4	5.6
Switzerland	1.7	0.9	0.4	19.9	37.8	0.1	0.0		0.1	0.3	0.1	0.2	0.1	0.3	0.2
United Kingdom	8.6	13.4	2.0	12.8	11.7	14.7	0.4	8.8	1.0	1.7	26.6	0.4		1.3	0.2
United States	344.0	223.4	101.7	60.2	46.3	45.5	38.4	58.2	72.2	77.6	104.9	121.6	161.6	122.6	100.7
Multilateral	198.4	146.1	108.8	16.3	134.5	61.3	63.3	41.2	27.4	11.9	28.9	13.5	41.6	24.2	71.0
AsDF	132.4	88.2	18.0		76.0	29.0	36.6	23.8							
EC		6.8	20.8	16.3	49.3	17.6	26.7	1.9	21.4	8.9	8.5	7.6	13.7	16.7	45.4
IDA	66.0	36.0	70.0										9.0		
IFAD		15.1			9.2	14.7		15.5			14.8				21.7
UNDP									6.0						
UNICEF										3.0	2.9	2.8	3.6	3.9	3.7

Donor (level 03)	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
UNAIDS											0.1	0.0	0.2	0.1	0.2
UNFPA											2.6	3.1	4.4		
GFATM													10.7	3.5	
Grand total	1,821.8	1,390.0	1,349.6	1,394.2	1,589.2	795.7	1,323.7	1,225.4	1,913.7	943.8	1,141.3	1,020.7	582.6	515.5	502.4

Source: OECD.Stat Extracts.

Note: AsDF = Asian Development Fund; EC = European Commission; IDA = International Development Association; IFAD = International Fund for Agricultural Development; UNICEF = United Nations Children's Fund; UNAIDS = Joint United Nations Programme on HIV/AIDS; UNFPA = United Nations Population Fund; GFATM = Global Fund to Fight AIDS, Tuberculosis and Malaria.

Table H.2

Gross Disbursement

Current million \$

Donor (level 03)	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Bilateral	434.3	1,221.9	1,078.9	671.9	691.2	814.7	694.5	709.2	754.9	757.9	738.0	862.2	1,189.7	944.2	1,074.7
Australia								32.7	17.6	31.4	32.0	31.7	32.0	33.3	43.1
Austria						0.1	7.2	16.3	7.5	1.5	3.6	0.6	0.2	0.5	0.4
Belgium						4.3			7.8	6.8	11.5	6.0	6.6	9.4	8.0
Canada		24.1	20.6	23.7	17.1	14.2	14.9	10.9	7.4	10.4	11.8	13.9	10.6	9.9	14.5
Denmark		5.0	0.8				2.4	2.8		4.2	3.7		1.8	13.1	1.0
Finland	1.1	1.3	3.3	0.9		1.2	1.1	1.9	0.3	2.1	0.9	0.6	0.5		
France	10.0	28.1	14.0	15.7	26.5	25.4	12.1	23.5	10.6	5.4	4.1	1.7	1.9	4.3	1.9
Germany	17.6	38.0	55.0	26.4	40.5	76.2	33.8	28.9	9.2	11.4	23.0	21.9	42.1	54.6	74.6
Greece												0.0	0.3	0.3	
Ireland												0.2	0.9	1.3	1.1
Italy	0.3	30.9	37.3	1.9	1.6	5.4	1.0	1.4	0.5			0.1	0.3	1.2	
Japan	333.4	1023.4	878.6	587.2	604.3	661.5	580.5	545.0	661.7	642.1	566.4	601.3	942.2	662.9	750.1
Luxembourg														0.1	0.1
Netherlands								19.7			20.6	25.9	16.1	17.0	27.8
New Zealand												1.9	2.2	3.4	3.9
Norway											0.5	0.7	1.9	1.9	2.4
Portugal												0.0		0.0	
Spain			28.2				17.9	9.7	15.7	7.2	11.5	20.4	30.6	19.5	12.7
Sweden	0.2	0.5	0.9	0.6	1.1	14.9	15.7	2.5	2.8	1.5	1.8	0.8	1.2	4.6	0.8
Switzerland												0.1	1.4	1.2	1.1
United Kingdom								1.0	0.8	0.4	5.8	1.6	2.2	1.9	6.5
United States	71.7	70.6	40.2	15.7		11.5	7.9	12.9	13.0	33.5	40.9	132.7	94.8	103.8	124.8
Multilateral										3.0	5.6	5.9	12.1	13.5	31.8
EC													0.7		21.5
UNICEF										3.0	2.9	2.8	3.6	3.9	3.7
UNAIDS											0.1	0.0	0.2	0.1	0.2
UNFPA											2.6	3.1	4.4	2.6	
GFATM													3.1	6.9	6.4
Grand total	434.3	1,221.9	1,078.9	671.9	691.2	814.7	694.5	709.2	754.9	760.9	743.6	868.1	1,201.8	957.7	1,106.

Source: OECD.Stat Extracts.

Note: EC = European Commission; UNICEF = United Nations Children's Fund; UNAIDS = Joint United Nations Programme on HIV/AIDS; UNFPA = United Nations Population Fund; GFATM = Global Fund to Fight AIDS, Tuberculosis and Malaria.

Annex I. Description and Results of Completed Projects Included in Evaluation

I.1 Completed FSPs and MSPs: Biodiversity

Sustainable Management of Mount Isarog

Description

Mount Isarog is a 10,112-hectare protected area in Camarines Sur, with an unusually high concentration of biological diversity. Its geographic isolation makes for a large number of endemic species. Like most protected areas, the mountain faces intense anthropogenic pressures from communities living around its boundaries and within the park, and from external interest groups. The project sought to build local capacities for conservation and development, creating a “social fence” around the park capable of resisting the forces that were depleting it. The project aimed to address the threats through a series of targeted strategies and activities:

- Institution building and capacity development to strengthen the capabilities of key stakeholders, notably the Protected Area Management Board, communities/local government units, and community-based organizations in community-based protected area management
- Sustainable livelihoods to increase income-generating opportunities, decreasing environmental pressure on the park’s forest resources
- Forest rehabilitation to rehabilitate/restore degraded areas
- Increase land tenure security in adjacent communities to encourage investment in sustainable agriculture activities
- Biodiversity monitoring and socioeconomic research to generate updated information on the park’s biodiversity and socioeconomic status of adjacent communities for various stakeholders

- Information, education, and communication to increase public awareness of the benefits of biodiversity conservation and access to information on the park’s value and the impact of human behavior on it

Results/Impacts¹

- The project has resulted in many changes to the policy, legislative, and regulatory environment of protected areas.
 - The park is securing congressional action that will include it in the Philippine NIPAS.
 - Creation of a special legal committee composed of volunteer lawyers was approved in principle.
 - Eight local government units were declared conservation farming communities and are now adopting community sustainability indicators.
 - 184 Mount Isarog guardians were recruited, trained, deputized, and mobilized for forest protection and law enforcement.
 - A policy for the Environmental Defense Fund for the Mount Isarog guardians is being developed.
 - 96 Mount Isarog guardians are covered by a 10-year binding contract with municipal local government units that ensures funding for their operations, insurance, and legal defense, among other concerns through the reforestation management agreement.
 - The Naga local government allocated ₱100,000 in annual budget for the Mount Isarog guardians.
 - Four out of five municipal reforestation management agreements provide for the comanagement of existing reforestation/assisted natural regeneration sites and include 10-year assured funding for maintenance and protection activities.
 - Results have served as a basis for formulating an ordinance prohibiting wildlife hunting in

- Guinaban, creating the Watershed Management Council in Hiwacloy, imposing regulations on the cutting of coco trees in Comaguinking, creating an ordinance prohibiting electric and poison fishing in Lupi.
- The project has raised awareness among the forest-edge communities, partner local government units, academia, neighboring elementary school pupils, and the general public.
 - The project has resulted in changes in institutional arrangements and mandates concerning protected areas:
 - Formation and strengthening of the Mount Isarog guardians and the Mount Isarog Network, among other entities.
 - Partner academic institutions have institutionalized biodiversity conservation in their respective core plans and/or curricular programs.
 - A Biodiversity Conservation Management Network composed of local government units, park communities, NGOs, and academics has been formed that aims to assist in sustaining project initiatives on biodiversity conservation.
 - Management capacity has been improved:
 - Two communities have developed community resource management plans.
 - Nine community-based organizations have been created with a fully functional internal structure, and the capacity and resources to comanage community forests.
 - New financial mechanisms for protected areas have been created or existing mechanisms strengthened. For example, the operating guidelines for the water user fee system were approved by the Protected Area Management Board. Intensive information, education, and communication have been undertaken. The system will be tested, pending public hearings and negotiation with water districts.
 - Relationships have improved between protected areas and local communities:
 - Biodiversity has been mainstreamed into area-wide political and spatial planning through participation in the development of the Environment Code for the province through the Provincial Council Committee on Environment. The code provided for complementary conservation initiatives that will contribute further to the park's protection and conservation.

- The project worked with indigenous communities through the Agta Tabangon tribe.

Conservation of the Tubbataha Reef National Marine Park and World Heritage Site

Description

The project's overall objective was to protect the unique and relatively pristine condition of the globally significant biological diversity and ecological processes of the Tubbataha Reefs National Marine Park and to manage the park and its surrounding area on a sustainable and ecologically sound basis. This objective was largely pursued through implementation of an approved management plan. The park's conservation also depends on actions in the surrounding areas, including the islands of Cagayancillo and Cavili. Human inhabitants of these islands threaten the park as they are using and permitting the extraction of park resources. The project's immediate objectives were as follows:

- Conservation management—bring about the effective long-term conservation management of the park
- Conservation awareness—raise awareness regarding the importance of conserving the park such that stakeholders (local communities, government, dive operators, tourists, and others) are aware of and actively participating in conservation
- Regulations, policy, and advocacy—ensure that relevant policies, regulations, and government appropriations support conservation and resource management in the park
- Ecosystem research and monitoring—enhance ecological understanding and adaptive management of the park and nearby reefs through an ecosystem research and monitoring program
- Sustainable resource management and livelihood—enhance conservation by developing and implementing effective community-based resource management and livelihood projects

Results/Impacts

- Improved reef health condition as shown by a 10 percent increase in hard coral cover from 1999 to 2004, recovering from coral bleaching in 1998; generally increasing trends have been observed not only in Tubbataha but also in surrounding reefs.

- More fish species have been identified, bringing the total count to 463. Fish biomass fluctuates over the years, which could be attributed to fish being highly mobile. But all sites show fish biomass values higher than that of an averagely healthy reef in the Philippines.
- An effective management structure is in place, with the Tubbataha Protected Area Management Board having a clear mandate to sustain long-term operations. The board and the Tubbataha Management Office take full responsibility over park management; the municipal government of Cagayancillo and the Pangabuhian Foundation take full responsibility of the coastal resource management and livelihood program in Cagayancillo. The Tubbataha Protected Area Bill was refiled in Congress to enable the board to operate autonomously and with greater authority.
- A park management plan was developed in 1998 and reviewed and reformulated in 2005 to make use of research results and feedback in management effectiveness monitoring and evaluation.
- Law enforcement and patrol systems are in place, with a ranger station maintained with basic patrol and surveillance equipment and a composite team of rangers.
- Sustainable financing is in place, with the Tubbataha Trust Fund financing 50 percent of 2005 core operations. The park fee collection amounted to ₱3.08 million in 2005, the highest in seven years.

Coastal and Marine Biodiversity Conservation in Mindanao

Description

The project aimed to increase incomes and improve food security of targeted agricultural and fishing communities in around 32 municipalities in five provinces and to conserve coastal and marine biodiversity in two provinces of Mindanao. It looked to respond to community priorities for rural infrastructure and test a community-based system for supporting rural development as well as approaches for improving local government capability for agricultural development planning and implementation in partnership with concerned national agencies.

Results/Impacts

- All participating local government units (5 provinces and 32 municipalities) adopted local agricultural

and fisheries modernization plans, drawn from consultations with communities and local and technical agencies versus a project target of at least 50 percent local government unit participation.

- Annual investment plans of the five provinces indicate a higher amount of provisions for budgetary allocations for agricultural and fisheries development investments.
- Overall cropping intensity increased from 198 percent to 214 percent; average production per farm increased by 86 percent (wet season) and by 76 percent (dry season).
- Six marine sanctuaries were established since the project started; previously, no marine sanctuaries had existed in the project area.
- Crop production increased by 63 percent; Community Fund for Agricultural Development beneficiaries experienced a 43 percent increase in their nominal annual household incomes.

Samar Island Biodiversity Project

Description

This project established the Samar Island Natural Park, a new protected area zoned for multiple uses centering on protection, but providing for sustainable harvests of nontimber forest products, and instituted a comprehensive range of ancillary conservation measures to insulate the park from human pressures. Park management was operationalized in partnership with forest-edge communities to conserve biodiversity and reduce poverty among the local communities. Interventions were aimed at strengthening participatory planning, process-response monitoring, surveillance and enforcement functions; enhancing the conservation management capacities of communities; imparting conservation values to wider Samareño society; backstopping advocacy operations; and abetting development of conservation-compatible village livelihoods. Implementation was phased to nurture nascent conservation processes to maturity.

Results/Impacts

- An adaptive management framework for conservation and management has been established:
 - The Samar Island Natural Park was established by presidential proclamation in August 2003.
 - The Protected Area Management Board was established and held its first general assembly

in November 2004. Subsequently, the board approved the framework for a management plan, a 10-year management plan, and a biological resource assessment study.

- A biodiversity monitoring system was put in place.
- A protected area office has been established and staffed, and staff development accomplished.
- Boundary demarcation of the protected area has been mapped but not demarcated on the ground until passage of a congressional act on the Samar Island Natural Park.
- A community outreach program is operating in 62 local government units, mostly in the buffer zone, in place of community forestry program originally envisaged. Community profiles have been established for all local government units. The framework of buffer zone management units with village conservation committees was replaced unsuccessfully by a watershed management approach.
- Communications strategy, awareness program, and awareness materials have been completed. A communication plan was prepared in 2003, and awareness-raising and advocacy activities have united the people of Samar and their civic and religious leaders as never before. A protest caravan with the theme of “Yes to SINP, No to Mining” involving over 15,000 people was held on August 8, 2003; five days later, the Samar Island Natural Park proclamation was signed by the president. The Samar Island Council for Sustainable Development has been formed.
- Provincial workshops on integrated conservation and development were merged with workshops undertaken for the watershed management planning approach. These workshops were part of park conservation objectives in local government unit development planning. A resource valuation study is being undertaken; results are not yet available.
- An alternative conservation-enabling sustainable livelihood has been promoted. The feasibility study for nontimber forest products harvest was completed for some products, but provisional harvest quotas have not been set. A community consensus has been reached for ecotourism priorities, but no ecotourism management plan has yet been drafted; however, feasibility studies for the Pinipisakan Falls and Borogan-Llorante-Sohonon have served as a basis for implementation of some ecotourism activities in the area. The farming systems review failed,

but five demonstration farms were established and a market study into priority crops undertaken.

- Sustainable financing for recurrent costs of conservation activities was undertaken. Few activities were planned under phase one, but initial actions have led to some finance being pledged, most notably with the DENR paying 16 regular park staff and 13 others on a contract basis.

Conservation of Priority Protected Areas

Description

The Conservation of Priority Protected Areas project, financed by a grant from the GEF Trust Fund, complemented the World Bank–financed Environment and Natural Resources Sector Adjustment Program. The project aimed to support the Philippine policies for the design and development of a protected areas system to conserve the nation’s biodiversity heritage. Its objectives were to protect 10 areas of high biodiversity value, improve management of protected areas by strengthening the Department of Natural Resources, incorporate local people and NGOs into the management structure of protected areas and establish permanent funding mechanisms, confirm the tenure of indigenous cultural communities, and develop sustainable forms of livelihood consistent with biodiversity conservation. Project components were as follows:

- Site development—provision of appropriate levels of staffing and construction of infrastructure in protected areas
- Resource management—establishment of a community-based and NGO-supported management structure, development of management plans, mapping, boundary demarcation, and habitat restoration
- Socioeconomic management—development of non-destructive livelihood projects in buffer zones and multiple-use areas, supported by community consultation and training, and capacity development and recognition of renewable energy and appropriate delivery mechanisms at the local government unit level
- National coordination, monitoring, and technical assistance—providing for NGO-based project coordination, monitoring of project implementation, trends in biodiversity inventories, and assessment of management impacts; and technical assistance to individual protected areas and to DENR’s Protected Areas and Wildlife Bureau.

At the midterm review, the components were recast within the original objectives:

- Protected area planning and management—including mobilizing/organizing protected area residents in participative management, strengthening protected area management boards and project implementation units, preparing community-oriented protected area management plans, protected area gazetting, and establishment of the Integrated Protected Areas Fund
- Biodiversity conservation—including patrolling by staff and communities; information, education, and communication support; boundary demarcation, resource assessment, and rehabilitation/restoration activities; biodiversity monitoring; and construction of basic infrastructure and installation of equipment
- Tenurial security—covering surveys, claims documentation and processing, and issuance of tenurial instruments; socioeconomic management; the development of nondestructive livelihood projects in buffer zones and multiple-use areas, supported by community consultation and training; and capacity development and recognition of renewable energy and appropriate delivery mechanisms at the local government unit level
- Livelihood systems—including the establishment of capital savings and mobilization schemes for organized protected area residents, and establishment of mechanisms for use of Integrated Protected Areas Fund; development and implementation of nondestructive livelihood projects with technology and market support, socioeconomic profiling, and information, education, and communication training and support of livelihood development
- Project management and coordination—including program coordination, monitoring and evaluation, fund management, procurement and provision of technical and other assistance from experts and partners; policy advocacy, lobbying, and networking

The project was jointly implemented by the DENR, which is legally responsible for the protected areas, and an NGO established to implement the project, the NGO for Integrated Protected Areas Incorporated. The NGO was to be responsible, in particular, for implementation of the field operations designed to improve the livelihoods of those living in or near the protected areas.

Results/Impacts

- Nine presidential proclamations except for Subic-Bataan were issued designating areas as protected areas and provide measures for their protection until such time as when Congress shall have enacted a law finally declaring such areas part of the NIPAS.
- Four protected area laws have been enacted by Congress, namely Batanes Protected Landscape and Seascape, Northern Sierra Madre National Park, Mount Kanlaon National Park, and Mount Kitanglad Range National Park.
- Protected area management boards for 10 sites were organized, and members of the boards have received their certificates of appointment from the DENR.
- The 10 sites have functional Integrated Protected Areas Fund subaccounts, where earnings generated from the use of resources in the protected area, donations, grants, and other such income accrue.
- Management plans for 10 sites were prepared to provide the overall framework in the protection and management of each protected area.
- Sustainability plans for 2002–05 were developed by the 10 sites and endorsed to their respective management board.
- A biodiversity monitoring system was installed in nine sites.

I.2 FSPs and MSPs: Climate Change

Leyte-Luzon Geothermal

Description

This project aimed to assist the Philippines in meeting the rapidly increasing demand for electrical power using technology that substantially reduces GHG emissions. The project's objectives were to

- meet the increasing demand for power in Luzon using geothermal energy;
- strengthen the energy sector by implementing institutional, planning, and financial improvements recommended by the Energy Sector Plan;
- support the large ongoing private sector participation in power generation, and facilitate it by extending the national grid;
- strengthen National Power Corporation capabilities in environmental and social impact analyses;

- introduce enhanced cofinancing operation in the Philippines;
- ensure the financial viability of NPC and the Philippine National Oil Company for undertaking a long-overdue investment program.

NPC project components included interconnection of the electrical power systems of Leyte and Luzon Islands and the strengthening of its environmental and social engineering departments. PNOC components included the construction and operation of a 440-megawatt geothermal electric generation plant under a build-operate-transfer contract, reinjection of waste gases to further reduce GHG emissions, and connection of the power station to the national grid.

Results/Impacts

The project achieved the objective of meeting the increasing demand for power in Luzon using indigenous and environmentally superior geothermal energy resources. In 1999, geothermal power accounted for about 27 percent of the total power generation in the country, including 80 percent and 15 percent of the power generation in the respective systems in Visayas and Luzon. Compared to the early 1990s, when the country was suffering from power shortages, consumers are better served and the elimination of the power crisis contributed to the country's economic growth. Other results include the following:

- Institutional, planning, and financial improvements recommended by the Energy Sector Plan were implemented.
- Almost 51 percent of the total financing requirement was funded by the private sector. PNOC-EDC entered into three build-operate-transfer agreements with two private power companies for the construction and 10-year operation of three geothermal power plants.
- Through the successful implementation of enhanced cofinancing operation under this project, NPC tapped the international bond market for the first time, which paved the way for its subsequent long-term commercial borrowings from this market.

Palawan New and Renewable Energy and Livelihood Support Project

Description

This project aimed to reduce the long-term growth of GHG emissions by removing barriers to commercial

utilization of renewable energy power systems to substitute for use of diesel generators in Palawan. It was intended to demonstrate the viability of direct sales of solar home systems as a delivery mechanism toward achieving the target of providing energy to 1,000 households in Palawan. It also looked to demonstrate the viability of economic activities of productive use of renewable energy services for rural communities. Project objectives were as follows:

- Increased capacity and recognition of renewable energy and appropriate delivery mechanisms at the local government unit level
- A revised provincial energy master plan and establishment of a range of nonrenewable energy financial incentives
- Increased public awareness of renewable energy systems and nonrenewable energy delivery mechanisms
- Increased information and services provided to potential investors in renewable energy
- A commercial and sustainable delivery mechanism and workable risk-sharing schemes to increase renewable energy services in Palawan

The original project document included the establishment of a renewable energy service company; the project replaced demonstration and support of this approach with a direct sales delivery mechanism, in view of the decision of the main project partner (Shell Solar Philippines Corporation) to change its approach of marketing solar home systems in Palawan to direct sales of these systems.

Results/Impacts

- Only 28,980 liters of diesel oil had been displaced out of the about 67,500 equivalent liters (approximately 30 liters of diesel per household) targeted to be displaced, covering 2,200 households by the end of 2004.
- Only 966 solar home systems installed out of a targeted cumulative installed capacity of about 132 kilowatts; approximately 2,200 solar home systems operational by the end of 2004.
- An energy unit exists at the provincial level in Palawan, although there is no nonrenewable energy unit within the Provincial Planning and Development Office.
- An agreed-upon risk-sharing mechanism between the PGP, the private solar energy system vendor(s),

and the financial institution(s) was established. The Cooperative Bank of Palawan is providing loans on a regular basis to household borrowers intending to purchase solar home systems.

I.3 Enabling Activities

Following are descriptions of completed enabling activities conducted in the Philippines. No information is provided about their results or impacts.

Asia Least-Cost Greenhouse Gas Abatement Strategy

The ALGAS project helped 12 major developing countries in Asia, with a combined population of half the world, formulate least-cost GHG abatement strategies within the context of their individual economic, social, and institutional development goals. The 12 participating countries, all signatories to the UNFCCC, were Bangladesh, China, Democratic People's Republic of Korea, India, Indonesia, Republic of Korea, Mongolia, Myanmar, Pakistan, the Philippines, Thailand, and Vietnam. ALGAS, which was cofinanced by ADB and the GEF through UNDP, has been the largest technical assistance executed and administered by ADB to date. The project's main outputs were as follows:

- National inventory of GHG emissions
- Projection report on GHG emissions
- Report on least-cost GHGs up to 2002
- Portfolio of possible projects
- Report on abatement action plan

Enabling the Philippines to Prepare National Communication Program in Response to Its Commitments to UNFCCC

The immediate objective of this project was to facilitate the preparation of the first national communication of the Philippines to the conference of the parties, in accordance with article 12.1 of the UNFCCC, and the guidelines adopted by COP-2 for the preparation of national communications of non-annex I parties.

Enabling Activity to Prepare the Philippines First National Report to the CBD and Establishment of a CHM

This project aimed to assist the national government in meeting its obligations under the United Nations Convention on Biological Diversity. Its objective was to assess the capacity-building needs of the Philippines to

implement and update the National Biodiversity Strategy and Action Plan and fulfill its commitments to the convention. Project components included the following:

- Capacity assessment for protected area management
- Updating of the Philippine clearing-house mechanism and defining mechanisms for its sustainability
- Capacity assessment for the preservation and maintenance of biodiversity-related knowledge of indigenous peoples and local communities
- Capacity assessment for the conservation and sustainable use of biological diversity important to agriculture
- Preparation for the second Philippine national report to the Convention on Biological Diversity

Assessment of Capacity Building Needs for Biodiversity Conservation and Management in the Philippines (add on)

This add-on enabling project focused on capacity assessment in specific areas and provided consultation toward the second Philippine national report to the United Nations Convention on Biological Diversity. The results of capacity assessment will serve as inputs into the various biodiversity conservation projects, particularly capacity-building activities, being implemented by the Philippine government and NGOs. It will also allow implementation of a priority country-driven clearing-house mechanism project. The overall objective of the project is to assess the capacity-building needs of the Philippines to implement the National Biodiversity Strategy and Action Plan and fulfill its commitments to the convention.

Initial Assistance to the Philippines to Meet Its Obligations under the Stockholm Convention on POPs

The objective of the project was to create sustainable capacity and ownership in the Philippines to meet its obligations under the Stockholm Convention, including initial preparation of a POPs implementation plan, and broader issues of chemicals safety and management as articulated in chapter 19 of Agenda 21. The implementation plan describes how the Philippines will meet its obligations under the convention to phase out POPs sources and remediate POPs-contaminated sites in the country. The enabling activity established project coordinating mechanisms, provided capacity building in support of project implementation, assessed

the national infrastructural and institutional capacity, prepared initial POPs inventories, set objectives and priorities for POPs and POPs reduction and elimination options, prepared a draft implementation plan for meeting obligations under the Stockholm Convention, and handled review and finalization of the plan.

National Capacity Self-Assessment for Global Environmental Management

The primary objective of this effort was to identify priority capacity needs related to global environmental management in the Philippines and examine any barriers to effectively addressing these needs that exist. The initiative concentrated on three thematic areas—climate change, biodiversity, and land degradation—and explored synergies among and across these areas. Upon finalization and approval of the National Capacity Self-Assessment, the Philippines will develop a plan of action and resource mobilization strategy to address the identified capacity needs. It will also use the process to pursue the following secondary objectives:

- Promote more effective incorporation of environmental issues into national development processes and sectoral planning and decision making
- Raise awareness and identify particular capacity needs of key constituency groups and decision makers during the consultation and assessment processes
- Focus on the capacity of local government units and other local stakeholders to contribute to meeting Philippine global environmental obligations and national sustainable development goals
- Contribute to more effective implementation of existing environmental laws and policies by exploring their global environmental dimension
- Encourage cross-thematic dialogue and the establishment of mechanisms for information sharing and collaboration

Note

1. Results/impacts information is drawn from project implementation reports, implementation completion reports, terminal evaluations, and other evaluative documents reviewed during this evaluation.

Annex J. Relevance of GEF Support to National Development Plans

GEF phase/MTDP	Project name and duration	MTDP section
Pilot phase 1992–94 MTDP 1993–98	79 Conservation of Priority Protected Areas 1994–2002	Relevant to MTDP 1993–99 & MTDP 1999–2004 on sustainable management and use of natural resources, especially sections on protected areas and wildlife
	80 Leyte-Luzon Geothermal 1994–2000	Relevant to MTDP 1993–99 energy section
GEF-2 1998–2002 MTDP 1999–2004	29 Palawan New and Renewable Energy and Livelihood Support Project 1999–2005	Relevant to MTDP 1999–2004 energy section, which places a high priority on renewable energy resources
	653 Coastal and Marine Biodiversity Conservation in Mindanao 2000–05	Relevant to MTDP 1999–2004 on the promotion of sustainable management and use of natural resources
	798 Sustainable Management of Mount Isarog 2000–05	Although relevant to the section on environment, there is no reference or direct linkage to the MTDP in project document
	799 Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site 2000–04	Although relevant to the section on environment, there is no reference or direct linkage to the MTDP in project document
	785 Metro Manila Urban Transport Integration Project–Marikina Bikeways 2001–07	Not specifically linked to MTDP 1999–2004 in project brief; project targets transport problems in metro Manila area, which is consistent with MTDP priorities, which state that the “program targets transport problems in metro Manila for special attention”
GEF-3: 2002–06 MTDP 1999–2004 MTDP 2004–10	913 Biodiversity Conservation and Management of the Bohol Islands Marine Triangle Project 2001–07	Relevant to MTDP 1999–2004 on the promotion of sustainable management and use of natural resources; relevant to MTDP 2004–10 which has a special line of action to expand the coverage and strengthening protection of coastal and marine ecosystems
	652 CAPALCO Distributed Generation Photovoltaic Power Plant 2003–08	Relevant to the MTDP 2001–2004, which emphasizes sustainable renewable energy resources; highly relevant to the MTDP 2004–10, in which the Philippines strives to become a world leader in renewable energy
	1071 Rural Power 2004–09	Highly relevant to the MTDP 2004–10, in which the Philippines strives to become a world leader in renewable energy
	1089 Asian Conservation Company 2004–10	Relevant to MTDP 2004–10, which has a special line of action to expand the coverage and strengthen protection of coastal and marine ecosystems; the MTDP also stresses public-private partnerships

GEF phase/MTDP	Project name and duration	MTDP section
	1103 Efficient Lighting Market Transformation Project, 2004–09	Relevant to MTDP 2004–10, which has a special section on energy efficiency including the shift to more efficient lighting systems
	1185 Integrated Coastal Resources Management Project, 2007–10	Relevant to MTDP 2004–10, which has a special line of action to expand the coverage and strengthen protection of coastal and marine ecosystems; the MTDP also stresses local government unit capacity building in integrated coastal resources management
	1264 Capacity Building to Remove Barriers to Renewable Energy Development, 2005–08	Highly relevant to the MTDP 2004–10, in which the Philippines strives to become a world leader in renewable energy
	1449 Initial Assistance to the Philippines to Meet Its Obligations under the Stockholm Convention on POPs 2002–	MTDP 1999–2004 on sustainable development and reduction of pollution
	1532 Electric Cooperative System Loss Reduction Project 2004–11	MTDP 2004–10 energy/power sector reforms
	2108 Philippines Sustainable Energy Finance Program 2006–11	MTDP 2004–10 energy/power sector reforms and renewable energy promotion
	2329 Demonstration of the Viability and Removal of Barriers that Impede Adoption and Successful Implementation of Available, Non-Combustion Technologies for Destroying Persistent Organic Pollutants 2007–10	MTDP 2001–10 line of actions regarding waste management
	2345 Asian Conservation Company Tranche II 2006–10	Relevant to MTDP 2004–10, which has a special line of action to expand the coverage and strengthen protection of coastal and marine ecosystems
	2761 Environment and Natural Resources Management Program, Phase 1, 2007–11	MTDP 2004–2010, which underpins the country's strategic framework for economic development, poverty reduction, social inclusion and equity, recognizes the ENR sector concerns mentioned above; it broadly encompasses promotion of sustainable and responsible natural resource use, protection of ecologically fragile areas and reforestation, and promotion of a healthy environment

Annex K. Relevance of GEF Support to National Environmental Framework

GEF phase	Project name and duration	Law/action plan
Pilot phase 1992–94	79 Conservation of Priority Protected Areas 1994–2002	<ul style="list-style-type: none"> • Philippines Agenda 21 • NIPAS 1991 • National Biodiversity Strategy and Action Plan 1997 • Indigenous Peoples' Rights Act 1997
	80 Leyte-Luzon Geothermal 1994–2000	<ul style="list-style-type: none"> • Renewable Energy Power Program 1993 • Philippine Agenda 21, 1996
GEF-2 1998–2002	29 Palawan New and Renewable Energy and Livelihood Support Project 1999–2005	<ul style="list-style-type: none"> • Strategic Environmental Plan Law of Palawan 1992 • Philippines Agenda 21, 1996 • Clean Air Act (RA 8749) 1999 • Electric Power Industry Act 2001
	653 Coastal and Marine Biodiversity Conservation in Mindanao 2000–05	<ul style="list-style-type: none"> • Philippines Agenda 21, 1996 • NIPAS 1991 • National Biodiversity Strategy and Action Plan 1997 • The Fisheries Code 1998
	798 Sustainable Management of Mount Isarog 2000–05	<ul style="list-style-type: none"> • NIPAS 1991 • Philippines Agenda 21, 1996 • National Biodiversity Strategy and Action Plan 1997 • Indigenous Peoples' Rights Act 1997 • Philippine Biodiversity Conservation Priorities (2002)
	799 Conservation of the Tubbataha Reefs National Marine Park and World Heritage Site 2000–04	<ul style="list-style-type: none"> • NIPAS 1991 • Philippines Agenda 21, 1996 • National Biodiversity Strategy and Action Plan 1997 • Agricultural and Fisheries Modernization Act 1998 • The Fisheries Code 1998 • Philippine Biodiversity Conservation Priorities (2002) • Conservation and Protection of Wildlife Resources 2003
	785 Metro Manila Urban Transport Integration Project–Marikina Bikeways 2001–07	<ul style="list-style-type: none"> • Philippines Agenda 21, 1996 • Clean Air Act (RA 8749) 1999 • The Integrated Air Quality Improvement Framework and Air Quality Action Plan (2000) • Draft National Action Plan on Climate Change (2005)
	913 Biodiversity Conservation and Management of the Bohol Islands Marine Triangle Project 2001–07	<ul style="list-style-type: none"> • Philippines Agenda 21, 1996 • National Biodiversity Strategy and Action Plan 1997 • The Fisheries Code 1998 • Philippine Biodiversity Conservation Priorities (2002) • Conservation and Protection of Wildlife Resources 2003

GEF phase	Project name and duration	Law/action plan
GEF-3 2002–06	652 CAPALCO Distributed Generation Photovoltaic Power Plant 2003–08	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 Clean Air Act (RA 8749) 1999 Philippine Energy Plan 2005–2014 Draft National Action Plan on Climate Change (2005)
	1071 Rural Power 2004–09	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 Clean Air Act (RA 8749) 1999 Philippine Energy Plan 2005–2014 Draft National Action Plan on Climate Change (2005)
	1089 Asian Conservation Company 2004–10	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 National Biodiversity Strategy and Action Plan 1997 The Fisheries Code 1998
	1103 Efficient Lighting Market Transformation Project, 2004–09	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 Clean Air Act (RA 8749) 1999 Philippine Energy Plan 2005–2014 Draft National Action Plan on Climate Change (2005)
	1185 Integrated Coastal Resources Management Project, 2007–10	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 The Fisheries Code 1998 Philippine Biodiversity Conservation Priorities (2002) Conservation and Protection of Wildlife Resources 2003
	1264 Capacity Building to Remove Barriers to Renewable Energy Development, 2005–08	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 Clean Air Act (RA 8749) 1999 Philippine Energy Plan 2005–2014 Draft National Action Plan on Climate Change (2005)
	1449 Initial Assistance to the Philippines to Meet Its Obligations under the Stockholm Convention on POPs 2002–	<ul style="list-style-type: none"> Toxic Substances and Hazardous and Nuclear Wastes Control Act, 1990 Philippines Agenda 21, 1996 Ecological Solid Waste Management Act, 2001
	1532 Electric Cooperative System Loss Reduction Project 2004–11	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 Clean Air Act (RA 8749) 1999 Philippine Energy Plan 2005–2014 Draft National Action Plan on Climate Change (2005)
	2108 Philippines Sustainable Energy Finance Program 2006–11	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 Clean Air Act (RA 8749) 1999 Philippine Energy Plan 2005–2014 Draft National Action Plan on Climate Change (2005)
	2329 Demonstration of the Viability and Removal of Barriers That Impede Adoption and Successful Implementation of Available, Non-Combustion Technologies for Destroying Persistent Organic Pollutants 2007–10	<ul style="list-style-type: none"> Toxic Substances and Hazardous and Nuclear Wastes Control Act, 1990 Philippines Agenda 21, 1996 Ecological Solid Waste Management Act, 2001 National Implementation Plan for Stockholm Convention on Persistent Organic Pollutants, 2006
	2345 Asian Conservation Company Tranche II 2006–10	<ul style="list-style-type: none"> Philippines Agenda 21, 1996 National Biodiversity Strategy and Action Plan 1997
	2761 Environment and Natural Resources Management Program, Phase 1, 2007–11	<ul style="list-style-type: none"> National Wetland Action Plan (1992) Philippines Agenda 21, 1996 National Biodiversity Strategy and Action Plan 1997 Philippine Biodiversity Conservation Priorities (2002) National Action Plan to Combat Desertification, Land Degradation, Drought and Poverty (2004–2010) Framework Plan for Environment and Natural Resources (2006)

Annex L. Management Response

This is the management response to the *GEF Country Portfolio Evaluation: Philippines (1992–2007)*, prepared by the GEF Evaluation Office. The management response has been prepared by the GEF Secretariat in consultation with the GEF Implementing and Executing Agencies.

The objective of the evaluation is to provide the GEF Council with an assessment of how the GEF is implemented in the Philippines. It reports on results from projects and assesses how these projects are linked to national environmental and sustainable development strategies as well as the GEF mandate of generating global environmental benefits within its focal areas. In line with these objectives, the evaluation explores three key questions for the GEF and the Philippines:

- Is GEF support relevant to the Philippine national development agenda and environmental priorities, and to the GEF mandate?
- Is GEF support efficient as indicated by the time, effort, and money it takes to develop and implement GEF projects; synergies and partnerships among GEF projects and between the GEF and government agencies as well as other GEF stakeholders?
- What are the results of the GEF support?

We generally agree with the overall recommendations provided by the GEF Evaluation Office and are pleased with many of the conclusions of the report.

L.1 Evaluation Conclusions

We welcome work carried out to evaluate the portfolio of 30 GEF national projects, the GEF Small Grants Programme, and a few selected regional projects in which the Philippines participate with an estimated GEF investment of \$145 million. We are encouraged by the conclusions reached on the relevance and results of GEF support to the Philippines but are troubled that these are jeopardized by declining environmental trends and lack of compliance. We also take note of the conclusions about portfolio inefficiencies in the Philippines.

Conclusion 1: GEF support has been relevant to Philippine national development plans and environmental priorities.

We are pleased with the finding that GEF support is in line with the development and national priorities set up in the Philippine medium-term development plan. It is particularly encouraging that there is a high level of country ownership and commitment to GEF support.

The evaluation finds that some project documentation actually fails to establish specific links to the Philippine MTDP and how the activity supports it. According to the evaluation report, this appears to be a result of a weak M&E system of the GEF project portfolio. The Secretariat has taken steps to develop a stronger monitoring system and expects improvement in this area through the

implementation of a new results-based management framework (GEF 2007b).

Conclusion 2: GEF support to the Philippines has been relevant to the objectives and mandate of the GEF.

We are pleased that GEF support is in line with the biodiversity, climate change, POPs, and international waters focal areas.

Conclusion 3: GEF support to the Philippines has produced global environmental benefits but declining environmental trends, and lack of compliance endanger these achievements.

We are encouraged that the results of the evaluation show many positive achievements have been produced through GEF support. Specifically, elements of two completed projects, the geothermal and biodiversity conservation projects, have achieved better results than expected (and assessed) at completion. It is particularly noteworthy that the Philippines is now considered one of the most important global powers in geothermal energy with some best practices on environmental management and that a few of the protected areas supported by the biodiversity project are considered best practices in biodiversity conservation within the country.

We are troubled by the finding that while impressive results were achieved, these were overshadowed by many obstacles and declining national environmental indicators. We appreciate the Evaluation Office's effort to highlight these negative environmental trends and believe that future GEF interventions should take the indicators outlined into account.

Conclusion 4: There are several inefficiencies related to the GEF portfolio in the Philippines.

The findings related to the time-consuming project preparation and approval process and lack of transparency and poor quality data on the project cycle are consistent with previous Evaluation Office findings. The Secretariat considers this a serious issue

and believes that the new streamlined project cycle (GEF 2007a) will help improve these inefficiencies.

We are concerned that there is confusion about the implementation of the RAF and that the available information is not considered clear. Over the past year, the Secretariat has established direct communications with countries to discuss their programming under the RAF. As this process continues through GEF-4, we hope that countries will receive better guidance regarding RAF implementation.

L.2 Evaluation Recommendations

Recommendation 1: The GEF should develop country strategies for large recipients of GEF support such as the Philippines.

We agree with the Evaluation Office's conclusion that the RAF has led to improvement in this area since the resources allocated need to be prioritized and shared among different national institutions and GEF Agencies, compared to the past when allocations were made on a demand basis and there was a perception that every eligible project would be funded eventually by the GEF. As RAF implementation progresses, we hope to work with recipients with large allocations to develop GEF programming strategies.

Recommendation 2: Compliance with environmental policies and regulations requires urgent attention.

Recommendation 3: The Philippines could consider including the globally unique small island regions, land degradation, and improvement of climate change resilience in future GEF support.

Recommendation 4: Improve the efficiency of the GEF mechanisms in the Philippines.

We note that recommendations 2, 3, and 4 are to the government of the Philippines, and we look forward to helping the government implement these recommendations.

Annex M. Country Response



Republic of the Philippines
Department of Environment and Natural Resources
Visayas Avenue, Diliman, Quezon City
Tel Nos. 929-8628 to 29; 929-8633 to 35
926-7041 to 43; 929-6252; 929-1669
Website: <http://www.denr.gov.ph> / E-mail: web@denrgov.ph

RECEIVED
07 MAY - 4 AM 10:18
GEF SECRETARIAT

15 May 2007

MS MONIQUE BARBUT
CEO and Chairperson
Global Environment Facility
1818 H Street NW
Washington D.C 20433, USA
Email: Secretariat@TheGEF.org

Subject : **GEF Country Portfolio Evaluation-Philippines
(1992-2007)**

Dear **Ms. Barbut**:

Reference to the conduct of the Country Portfolio Evaluation for the Philippines last December 2006 to April 2007, we would like to extend our appreciation for the concern to further improve the implementation and achievements of outputs of GEF assisted programs and projects in the Philippines.

The results of the Country Portfolio Evaluation which include the 30 GEF completed and ongoing national projects, GEF Small Grants Programme with an estimated investment of \$145 million have actually validated our self assessment of the significance and relevance of GEF support to the Country.

We are pleased to note that GEF Evaluation Team finds that GEF Support to the Philippines has been relevant to the objectives and mandates of the GEF and to the national development plans (MTPDP) and environmental priorities.

While we recognized these strengths and impressive results achieved in the focal areas of biodiversity and climate change through GEF support, we certainly agree that in some aspect there are weaknesses and obstacles that we need to properly address to sustain these efforts.


In this regard, we support and concur with the recommendations of the GEF Evaluation Office for the GEF Council to consider and approve the development of Country Strategies for large recipient of GEF support like the Philippines.

The Philippines on its part will strictly enforce the compliance of environmental policies and regulations and will include programs and projects on globally unique small islands, land degradation and improvement of Climate change resilience under the GEF Support for the Philippines.

The government of the Philippines looks forward for a stronger collaboration with the GEF for better implementation of its plans and programs under the GEF4.

Best regards,

Very truly yours,


FRANCISCO S. BRAVO
Senior Undersecretary and
Chief of Staff
GEF Operational Focal Point

cc:

Mr. Rob D. van den Berg
Director, GEF Evaluation Office

References

The GEF Council documents cited here (indicated with the designation “GEF/C.xx”) are available on the GEF Web site, www.thegef.org, under Documents/Council Documents. GEF Evaluation Office documents can be found on the GEF Evaluation Office Web site, www.gefeo.org, under Publications.

ADB (Asian Development Bank). 2004. *Country Environmental Analysis for the Republic of the Philippines*. www.adb.org/Documents/Reports/CEA/philjan-2005.pdf.

ADB (Asian Development Bank), GEF (Global Environment Facility), and UNDP (United Nations Development Programme). 1998. *Asia Least-Cost Gas Abatement Strategy (ALGAS) Philippines*. Manila: ADB.

Butler, Rhett A. 2006. “Tropical Rainforests: Philippines.” <http://rainforests.mongabay.com/20philippines.htm>.

CI (Conservation International), DENR (Department of Environment and Natural Resources), and Haribon Foundation for the Conservation of Nature. 2006. “Priority Sites for Conservation in the Philippines: Key Biodiversity Areas.” Quezon City, Philippines.

Danielsen, Finn, Marlynn M. Mendoza, Anson Tagtag, Phillip A. Alviola, Danilo S. Balete, Arne E. Jensen, Martin Enghoff, and Michael K. Poulsen. 2007. “Increasing Conservation Management Action by Involving Local People in Natural Resource Monitoring.” *Ambio* 36(5).

DCD-DAC (Development Co-operation Directorate Development Assistance Committee). 2007. “Development Aid from OECD Countries Fell 5.1% in 2006.” www.oecd.org/document/17/0,2340,en_2649_33721_38341265_1_1_1_1,00.html.

DENR (Department of Environment and Natural Resources). 1999. “The Philippines Initial National Communication on Climate Change.” Quezon City, Philippines. <http://unfccc.int/resource/docs/natc/phinc1.pdf>.

DENR PAWB (Department of Environment and Natural Resources Protected Areas and Wildlife Bureau). 2006. “The Third Philippine National Report to the Convention on Biological Diversity.” www.cbd.int/doc/world/ph/ph-nr-03-en.pdf.

DENR (Department of Environment and Natural Resources) and UNDP (United Nations Development Programme). 2002. “Framework Plan for Environment and Natural Resources Management.” Quezon City, Philippines.

———. 2005. “Report on the Proceedings of the Write shop for the GEF Strategy for the Philippines July 2005.” Quezon City, Philippines.

Esty, Daniel C., Marc Levy, Tanja Srebotnjak, and Alexander de Sherbinin. 2005. *2005 Environmental Sustainability Index: Benchmarking National Environmental Stewardship*. New Haven, CT: Yale Center for Environmental Law & Policy.

GEF (Global Environment Facility). 2007a. “GEF Project Cycle.” GEF/C.31/7.

———. 2007b. “Results-Based Management Framework.” GEF/C.31/11.

GEF EO (Global Environment Facility Evaluation Office). 2006. *GEF Annual Performance Report 2005*. Evaluation Report No. 31. Washington, DC.

IUCN (International Union for the Conservation of Nature and Natural Resources). 2006. “Red List of Threatened Species.”

- Luna, I., and others. 2006. "Samar Island Biodiversity Project Final Report of the Terminal Evaluation Mission 2006."
- OECD.Stat Extracts. Creditor Reporting System. <http://stats.oecd.org/WBOS/Default.aspx?DatasetCode=CRSNEW>.
- Posa, M.R.C., A.C. Diesmos, N.S. Sodhi, and T.M. Brooks. 2007. "Hope for Threatened Tropical Biodiversity: Lessons from the Philippines." *BioScience*. Accepted.
- Transparency International. 2006. *Transparency International Annual Report 2006*. www.transparency.org/publications/annual_report.
- UNDP GEF (United Nations Development Programme Global Environment Facility). "Small Grants Program Philippines: Country Programme Strategy 2005-08."
- United Nations Statistical Databases. <http://unstats.un.org/unsd/default.htm>.
- Werner, Timothy B., and Gerald R. Allen, eds. 2000. *A Rapid Marine Biodiversity Assessment of the Calamianes Islands, Palawan Province, Philippines*. Rapid Assessment Program Bulletin 17. Washington, DC: Conservation International.
- White, A.T. and A. Cruz-Trinidad. 1998. "The Values of Philippine Coastal Resources: Why Protection and Management Are Critical." Coastal Resource Management Project. Cebu City, Philippines.
- World Bank. 2004. *Governance of Natural Resources in the Philippines: Lessons from the Past, Directions for the Future. Part I*. Manila: World Bank, Rural Development and Natural Resources Sector Unit, East Asia and Pacific Region.
- . 2005. "Governance of Natural Resources in the Philippines: NRM Way Forward Action Plan for the Philippines. Part II." Draft final report. Manila: World Bank, Rural Development and Natural Resources Sector Unit, East Asia and Pacific Region.
- . 2006. "Philippine Environment Monitor 2005: Coastal and Marine Resources." Manila.
- WRI (World Resources Institute). 1999. Table 16.2, Inventories of National Greenhouse Gas Emissions, 1989–94. In *World Resources 1998-1999*. Washington, DC.

GEF Evaluation Office Publications

Number	Title	Year
Evaluation Reports		
39	Joint Evaluation of the GEF Small Grants Programme	2008
38	GEF Annual Performance Report 2006	2008
37	GEF Country Portfolio Evaluation: Samoa (1992–2007)	2008
36	GEF Country Portfolio Evaluation: The Philippines (1992–2007)	2008
35	Evaluation of the Experience of Executing Agencies under Expanded Opportunities in the GEF	2007
34	Evaluation of Incremental Cost Assessment	2007
33	Joint Evaluation of the GEF Activity Cycle and Modalities	2007
32	GEF Country Portfolio Evaluation: Costa Rica (1992–2005)	2007
31	Annual Performance Report 2005	2006
30	The Role of Local Benefits in Global Environmental Programs	2006
29	Annual Performance Report 2004	2005
28	Evaluation of GEF Support for Biosafety	2006
	Third Overall Performance Study	2005
	GEF Integrated Ecosystem Management Program Study	2005
	Biodiversity Program Study	2004
	Climate Change Program Study	2004
	International Waters Program Study	2004
Evaluation Documents		
ED-1	The GEF Evaluation and Monitoring Policy	2006
ED-2	GEF Evaluation Office Ethical Guidelines	2008



Global Environment Facility
Evaluation Office
1818 H Street, NW
Washington, DC 20433
USA

www.gefeo.org