

UNITED NATIONS DEVELOPMENT PROGRAMME

**Community Conservation and Compatible Enterprise Development
on Pohnpei, Federated States of Micronesia**

Project Number MIC/99/G35

Final Evaluation Report

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	5
INTRODUCTION	6
BACKGROUND	7
PROJECT EVALUATION	10
Factors Contributing to Project Accomplishments	11
Factors Contributing to Project Challenges	14
Review of Project Outputs Planned and Achieved	15
Achievement of Expected Outcomes and Impacts	23
Overall Conclusions from the Final Evaluation	26
RECOMMENDATIONS FOR THE CCCED PROJECT	288
LESSONS FROM THE CCCED PROJECT FINAL EVALUATION	341
ANNEXES	352

ABBREVIATIONS

ADB	Asian Development Bank
APR	Annual Project Report
CBO	Community-Based Organisation
CCCED	Community Conservation & Compatible Enterprise Development
CCO	Community Conservation Officer
CoM	College of Micronesia
CSP	Conservation Society of Pohnpei
CV / CAP	Community Visioning / Community Action Planning
EPA	Environment Protection Agency
FTE	Final Term Evaluation
FSM	Federated States of Micronesia
GEF	Global Environment Facility
MCC	Municipal Conservation Coordinator
MIC	Micronesian in Conservation
MCT	Micronesian Conservation Trust
MPA	Marine Protected Area
MTE	Mid-Term Evaluation
NBSAP	National Biodiversity Strategy and Action Plans
NEMS	National Environment Management Strategies
NGO	Non-Governmental Organisation
NRCS	Natural Resource Conservation Service
PA / CA	Protected Area / Conservation Area
PRMC	Pohnpei Resource Management Committee
RMC	Resource Management Committee
SCC	State Conservation Coordinator
SPBCP	South Pacific Biodiversity Conservation Programme
SPREP	South Pacific Regional Environment Programme
TNC	The Nature Conservancy
TPR	Tri-Partite Review
UNDP	United Nations Development Programme
USDA	United States Department of Agriculture
WERI	Water and Environment Research Institute of the Western Pacific
WFR	Watershed Forest Reserve
UOG	University of Guam
WRC	Watershed Reserve Committee

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EXECUTIVE SUMMARY

The Community Conservation and Compatible Enterprise Development Project (CCCED) was developed by The Nature Conservancy (TNC) and funded by the Global Environment Facility (GEF). The United Nations Development Programme (UNDP) was designated as the implementing agency. The executing agencies for the Project were TNC from 2000 to 2002 and Conservation Society of Pohnpei (CSP) from 2003 to 2005. The CCCED Project is being carried out in Pohnpei in the Federated States of Micronesia (FSM).

The Mid Term Evaluation (MTE) of the Project was undertaken in August 2002 and it recommended a refocussing of the Project towards the WFR establishment, its original goal. The MTE proposed a 2-year extension that resulted in the Project executing agency being transferred from TNC to a local non-government organization, CSP in 2003. CSP is a local NGO and is actively involved in the management of WFR and MPAs. It consisted mainly of young, energetic and skilled local people.

The Project extension's priority was to establish the WFR and to implement an effective management of the WFR through community and government active collaborations and partnerships. The municipal government, state government and the community members actively participated in a participatory process. The FTE (Final Term Evaluation) was carried out in September 2005 to evaluate the Project's development, implementation and accomplishments since the MTE (Mid Term Evaluation). The Project's achievements to date were compared to the revised planned outputs and outcomes. The Project was also evaluated on the basis of factors contributing to project accomplishments and challenges.

The Project activities planned and carried out have been very successful in establishing the Pohnpei's Watershed Forest Reserve (WFR). The significant factor in the successful execution of the Project is the active participation of collaborative partners in the participatory process of establishing the WFR. CSP has also been committed and dedicated in carrying out the revised MTE logical framework and action plans. Since 2003, its focus has been to carry out priority programmes on the surveillance patrols, enforcement of infringements against the WFR, forest restoration work, planning access to the reserve and outreach activities.

To date, the Project has been successful in completing the WFR survey and demarcation in two municipalities. It has been active in using participatory processes in developing management plans for the WFR during workshops. The outreach and awareness programmes have been highly significant in reaching all levels of society through its innovative methods of delivery. It has targeted the local radio, newspapers, schools, churches and different community groups. It has great impacts in schools, villages and municipalities. It has highlighted the need to protect Pohnpei's environment and has been crucial in the development of mangrove and marine conservation areas.

CSP has been fully recognised locally and internationally as a well established and a reputable local conservation NGO. Its leading role in the establishment of the Micronesian Conservation Trust (MCT) and the Micronesians in Island Conservation (MIC) are key factors in the success of these newly established and innovative organizations. It has also created partnerships locally and from within the Region to help enhance community-based and science-based management of key conservations areas (WFR, mangrove and marine areas) and has linked the connectivity of these ecosystems.

It is recommended that the CSP's collaborative efforts with its local partners continue and to further strengthen its involvement with TNC and the College of Micronesia - FSM (CoM). This is a key factor in building local capacity building in conservation in Pohnpei and FSM. It is also recommended that the municipal governments be recognised as an equal partner in the implementation of conservation efforts in Pohnpei and possibly a legal custodian of the conservation areas with the traditional leaders and its people.

INTRODUCTION

The Nature Conservancy (TNC) instigated the Project for Community Conservation and Compatible Enterprise Development (CCCED Project) on Pohnpei. The CCCED Project was proposed to the Global Environment Facility (GEF) by the GEF national focal point for the Federated States of Micronesia (FSM) and the Department of External Affairs, in December 1997. The GEF accepted the proposal and nominated the United Nations Development Programme (UNDP) as Implementing Agency and TNC as Executing Agency. The implementation began in May 2000 and was scheduled to run until April 2003.

In June 2001, the first annual UNDP review meeting for the project was held in Pohnpei and reported good implementation progress. This project was initially designed to have substantial global benefits through protecting Pohnpei's biodiversity, assisting the FSM to meet its obligations under the CBD, and developing model community-based conservation strategies and methods which can be transferred to other FSM states and Pacific island countries.

In July and August 2002, an independent consultant, Peter Hunnam, conducted a Mid-Term Evaluation (MTE) of the Project. The MTE recommended re-focusing the Project towards properly establishing the Watershed Forest Reserve (WFR) as the key strategy for conserving the ecology of Pohnpei Island. It also recommended further planning and initiating priority WFR management actions that can be implemented in a co-management scheme. The MTE proposed a 2-year extension and as a consequence the management of the project was given to a local NGO, The Conservation Society of Pohnpei (CSP). CSP was formed from capacity building efforts and its focus was the management and coordination of watershed activities. CSP took over the project because of its active work in managing the WFR and Marine Protected Areas (MPAs).

The Project extension focused mainly on establishing effective management of the WFR. This was done by actively involving the State and Municipal administrations to work with local community groups through a participatory process to develop the policy and regulatory framework. It was not until January 2003 that the project was fully operational again. The priorities for the remaining two years were to focus on surveillance patrols and to enforce infringements against the WFR. It was also to start forest restoration works, and plan towards better access to the WFR for recreation, tourism, education and research purposes.

The Final Term Evaluations (FTE) of the CCCED Project is a standard management requirement for UNDP and GEF projects. It helps assesses the relevance, performance, success, impacts and the sustainability of the project. In addition, it also identifies lessons learned and gauges the project's contribution to capacity development and whether it has achieved the global environmental goals. An important objective of this evaluation is to make recommendations that might improve design and implementation of other UNDP/GEF projects. The FTE Terms of Reference are in **ANNEX I.a**.

Veikila Vuki, an independent consultant, carried out the FTE in September 2005. It was based on reviews of Project plans and reports made available and on a mission to Pohnpei from 14th of September to 26th of September, 2005, during which interviews were held with staff of the Executing Agency, national and State government agencies, Municipal governments, non-government organizations and community stakeholders involved with the Project.

BACKGROUND

Pohnpei State, formerly known as Ponape, has 334 km² of land comprised of Pohnpei Island and nine outlying atolls. It is the largest State in the federation of the Federated States of Micronesia (FSM). The population is estimated at around 38,000 people (FSM NBSAP, 2002). The majority of the population lives in coastal villages and in Kolonia, the capital. Kolonia is the center of most economic activities.

The island of Pohnpei is volcanic and its rugged terrain rises to 791m above sea level. It has fertile coastal land and dense tropical rainforests with very high rainfall. The climate is humid tropical with annual rainfall averaging 3090 mm. The seasonal northeast trade winds are at their strongest from January to March and tend to be the driest part of the year.

It has beautiful waterfalls and rivers. The coastline is fringed by dense stands of mangrove forest and swamp forest. Above the coastal vegetation lie open grass savannas, upland forests, palm forests, gentle mountain slopes, cliffs and finally the cloud forest at the mountain peaks. Its estuarine bays and lagoons have seagrass beds. The fringing reefs and barrier reefs shelter it from storm surges and wave actions during storms. The reefs have high diversity of corals and fishes.

The lands and ocean areas constituting Pohnpei were once part of the United Nations Trust Territory of the Pacific Islands, administered by the United States of America (US). The independent, FSM in which the state of Pohnpei belongs formed a constitutional government in 1979. A Compact of Free Association (the Compact) was signed by the US and FSM in 1986, leading to the trusteeship termination by the United Nations (UN) in 1991. This Compact agreement established a close relationship between the FSM and the US, through agreed mutual obligations and assistance.

Pohnpei is famous for the ancient ruins of Nan Madol and for its Sokehs Rock. The traditional institutions are still very strong in Pohnpei. The Pohnpei society is based on the extended family and the people engage mainly in subsistence farming and fishing. Subsistence agriculture consists of farming tropical fruits, root crops and coconuts. Cash crops include copra, black pepper, bananas, betel nuts and sakau (kava). Pigs and poultry are raised to help provide for social and traditional obligations.

In recent years, the commercialisation of sakau has increased the threat to watershed areas because of the clearing of large areas of forest canopies for producing sakau. In addition, upland forests are targeted for planting sakau because of the richer soils and moist environment conducive for fast growth of the plant (Dahl and Raynor, 1996). It was estimated that 5,000 people planted sakau in approximately 5,000 hectares of land and generated \$US5 million a year (Hunnam, 2002). The increase in clearing of upland forests has led to destruction of habitat for wildlife and increased erosion. This has been the main threat to mangrove forests and coral reefs because of increase sedimentation. An assessment of deforested and forested areas between 1975 and 1995 showed a decline of 66% within the 20-year period (Ogura, 2003). This raised awareness on the island of the seriousness of the problem.

The colonial rule by the Spanish, Germans, Japanese and the Americans changed traditional land ownership and resource management patterns. Most of the island is held under Private title. The mountainous interior and large coastal mangrove swamps is considered public lands. Mangroves and lagoon "below the high tide mark" are also considered public lands. In 1987, the Watershed Forest Reserve (WFR) was established on one third of the island in the upland state

land. It is now well recognized that this threatened area needs to be protected for the health and well being of the people of Pohnpei.

The evolution of the current Project began from several initiatives that tried to implement the watershed conservation strategy. In 1983, a joint vegetation survey by the U.S. Forest Service (USFS) and the Pohnpei State Division of Forestry showed rapid forest clearings in the upland areas. Then the Pohnpei State Division of Forestry with the help of USFS developed legislation to protect the island's watershed. This resulted in the passage of the Pohnpei Watershed Forest Reserve (WFR) and Mangrove Protection Act of 1987, 5,100 ha of the upland forest, and 5,525 ha of mangrove forest were designated. There were major problems in the laying of the boundaries of the WFR and the enforcement of the Act because of oppositions from the communities. This led to the formation of an inter-agency Watershed Steering Committee (WSC) in 1990. From 1990 to 1994, the group developed an awareness campaign to gain support from traditional leaders and landowners. TNC, SPREP and USFS assisted the WSC in these efforts. Education trips to the Philippines by traditional leaders and other members of the community in 1990 showed participants the drastic effects of deforestation on the environment. In 1993, the FSM's NEMS (Nationwide Environmental Management Strategies) emphasized that the Pohnpei Watershed Project will be a good model for conservation in Micronesia and other Pacific Islands.

Between 1994 and 1996, surveys and scientific data on Pohnpei's biodiversity, water quality and erosion were reported by the University of Guam's Water and Energy Resource Institute of the Western Pacific (WERI) and the U.S. Department of Agriculture's Natural Resource Conservation Service (NRCS). These surveys indicated the need for integrated management approach. The need for a long-term integrated management option was further emphasized through a series of reports by a two-year technical assistance grant from the Asian Development Bank. This grant marked the beginning of activities ranging from ecological assessments to trialling community-based natural resource management strategies. A major product of the ADB grant was a poster that compared a 1975 aerial photograph of Pohnpei's forests to those taken in 1995. This revealed a major loss of forest cover and was an effective tool in visualising the loss and the need to protect the watershed. This led to the gaining of support from the public and policy makers for the watershed activities.

Simultaneously, GEF funding from the South Pacific Biodiversity Conservation Programme (SPBCP) that was implemented by UNDP and SPREP provided an additional boost in the support for the watershed management. The support by SPBCP was a longer-term support for the Conservation Support Officer from 1994 to 2001. ADB and SPBCP funds provided the needed support for the community action planning through the participatory rural appraisal processes in three villages in Madolenihmw and Kitti Municipalities. They also supported the formulation of a planning document called "*Pohnpei's Watershed Management Strategy 1996-2000: Building a Sustainable and Prosperous Future*". The plan focused on community-based sustainable natural resource management. A major aspect of the plan was to improve coordination between communities and state governments for co-management of watershed areas. The WSC was then re-organized as the Pohnpei Resource Management Committee (PRMC) in 1998.

In 1997, preparations for the CCCED Project proposal was endorsed by UNDP and GEF and it began in 2000. At the same time, the FSM National Biodiversity Strategy and Action Plan (NBSAP) were formulated with a supporting GEF grant through UNDP. The NBSAP supported the protection of Pohnpei's biodiversity and recommended a series of strategies and methods to conserve and sustainably manage FSM's biodiversity. The strategies were relevant in providing effective long-term conservation management and support for Pohnpei's watershed areas. The timeline of the watershed management that led to the development of the CCCED Project are presented in Table 1.

Table 1: Timeline of Watershed Management Milestones on Pohnpei (adapted from Hunnam, 2002 and Ogura, 2003)

Watershed Management Milestones	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	00	01	02	03	04	05	
Joint USFS & Pohnpei Forestry Survey	■																							
Pohnpei Watershed Forest Reserve and Mangrove Protection Act					■																			
Watershed Steering Committee formed								■																
Watershed Awareness Programme								■	■	■	■	■												
FSM (NEMS) formulated											■													
USDA NRCS - Soil Erosion, Biodiversity and Habitat assessments												■	■	■										
WERI - Pohnpei Water Quality Assessment												■	■	■										
ADB - Pohnpei Integrated Watershed Management Technical Assistance												■	■	■										
SPBCP – Pohnpei Watershed Management and Environment Project support												■	■	■	■	■	■	■	■	■				
Pilot Community Action Plans prepared in 3 communities												■	■											
Pohnpei's Watershed Management Strategy														■										
CCCED Project preparation and implementation (from May 2002)																■		■	■	■	■	■	■	■
Pohnpei Resource Management Committee formed																■								
FSM NBSAP formulation																					■			
CCCED Project Continuation by CSP																						■	■	■
WFR boundary survey																						■	■	■
Aerial Survey and Mapping																						■	■	■
Management Plan																						■	■	■

PROJECT EVALUATION

Project Preparation and Design

- The formulation of the Project for the Community Conservation and Compatible Enterprise Development (CCCED) was carried out by TNC in 1997. The preparation and the design of the Project were done by TNC and its collaborative partners in the Pohnpei Watershed Steering Committee that later became the PRMC.
- The CCCED Project was proposed to the Global Environment Facility (GEF) by the GEF national focal point for the FSM and the FSM Department of External Affairs in December 1997 and was accepted in 2000. The details of the Project are in the original Project Document.
- The Project design was focussed on the overall goal of protecting Pohnpei's biodiversity and in assisting the FSM to meet its obligations under the CBD by developing community-based conservation strategies and methods which will have global benefits and also be replicated in other FSM states and Pacific Islands.
- The transfer of the CCCED Project from TNC to CSP took place in January of 2003. Although CSP was not involved in the project preparation or design, the MTE evaluation highlighted some of the problems associated with the preparation and design of the project (Hunnam, 2002). These problems were associated with the lack of active participation of stakeholders from the municipalities.
- The original Project design had 5 major components and each component had specific objectives. The 5 Project components had a series of proposed activities and sub-activities. The Project document also proposed expected outcomes, objective indicators, outcome indicators and activity indicators.
- The Project Logical Framework had project outputs (goal, component objectives and activities) and gave a series of indicators at each level. Annex II is the composite Project framework, which summarizes the initial specifications of the CCCED Project. Annex VI provides the MTE revised Project Framework and proposed Action Plans. It gives specific details on the components and planned outputs, output indicators and action plans. These are attached to give guidance to the FTE.

Project Implementation

- The United Nations Development Programme (UNDP) was designated as the implementing agency and TNC as the executing agency. The CCCED Project implementation began in May 2000 and was scheduled until April 2003. The Steering Committee for the Project is PRMC.
- TNC, the executing agency, submitted monthly, quarterly and annual reports to UNDP. The Project was reviewed through TPR in June 2001 and August 2002. The TPR in June 2001, reported good implementation progress and suggested minor modifications to the budget and project indicators.
- The MTE of the Project was carried out in July and August 2002, which coincided with the 2002 TPR. The MTE recommended the Project to focus on establishing WFR by re-aligning planning and prioritising WFR management action plans to support a co-management arrangement.

- The MTE also proposed a 2-year budget extension. As a result of the MTE and the 2002 TPR, the CCCED Project executing agency was transferred to a local NGO, CSP, in recognition of its contribution to the existing management of WFR and MPAs.
- The Project extension's major priority was to establish the WFR and to implement an effective management of the WFR, through a collaborative approach. These were to be done through engaging communities, municipal and state agencies through the participatory process. The Project was continued again in January 2003 for 2 years with a focus on WFR management. The specific priority programmes were surveillance patrols, enforcement of infringements against WFR, forest restoration, and planned improved access to the WFR.
- The Final Term Evaluation (FTE) was conducted from the 14th to the 26th of September 2005. The evaluations of the Project focussed on the planned project outputs and were compared with what was achieved by mid-June, 2005. A summary of the outputs planned and achieved and evaluations are presented in this report. The FTE's preliminary findings will be reported to the 2005 TPR on the 18th of October 2005.

Factors Contributing to Project Accomplishments

- **Project Preparation**

The process of the Project preparation could have been participatory and inclusive of all major players. The lack of ownership by the municipal government shows the weakness of the project preparation. At the continuation of the project in 2003, the municipal government should have been identified as an equal partner in the project implementation with CSP. This was not to be the case and was not allocated a budget for carrying out operational activities.

The length of time taken for processing the Project was noted in detail by the MTE. Some of the activities carried out by TNC during the start of the Project should have been identified as essential activities for any community-based project initiatives and should have been the responsibility of the state government. These activities include the Visioning and Action Planning for the communities.

- **Project Design**

The Project design was based on a central goal of protecting Pohnpei's watershed areas and focussing on bringing the WFR into fully operational. This has been the target for CCCED Project when it continued in 2003. The major components, actors, action plans outlined by the MTE helped focus the Project to carry out its focussed detail planned activities. The success of the continuation of the Project was also attributed to the MTE's recommendations that helped guide the Project to its original intention instead of going in different directions

- **Project Strategy**

The re-focus of the Project on the institutionalising management arrangements for the WFR areas and the promotion of lowland agro-forestry have been very successful. The awareness outreach and the "Grow Low" Campaign have been a major factor in this success story. It should be borne in mind when initiating any conservation project that the key strategy is community participation and outreach activities. This is the key strategy for WFR, mangrove and MPA community-based conservation in Pohnpei.

The institutional arrangement for the management of the WFR areas is a good model for the mangrove and MPA conservation areas. The community through the municipal government should implement conservation projects and co-manage with collaborative partners such as non-government organizations. The involvement of the PRMC steering committee helped in creating awareness at municipal, state and national government levels. PRMC also had a key role in guiding and facilitating the Project because of the relevant professional expertise of its members.

- **Project Monitoring, Supervisions and Evaluation**

The Project monitoring and supervisions have been undertaken through reports being sent by the Terrestrial Project Manager and the CSP's Director to the UNDP Supervisor. There are also feedback exchanges between the CSP Director and Project Manager and the UNDP Supervisor through normal channels of communications (telephones, faxes, e-mails). The reports have been on time and have documented details of the activities carried out.

The reports have also been accepted by the TPR and the TPR meetings have been well attended by different stakeholders. The MTE has been instrumental in re-focussing the Project to its original design. The Director of CSP has also provided additional monitoring and supervision for the project. However, there is a lack of technical reporting to document the technical research aspects of the Project that could have guided its implementation. For example, the workshop report at the municipalities could have documented the results of the management plans agreed to by villages. It should be noted, however, that a thesis was completed in 2004 that documented the processes for the CCCED Project.

- **Implementation Arrangements**

The MTE clearly identified the focus of the continuation of the CCCED Project and its planned activities. The executing agency, CSP and its dedicated staff members has worked hard to achieve the planned activities within the short time frame of the continuation of the Project.

The community participations in the WFR planning, WFR management plans, CCO schemes, surveying, enforcements, monitoring and surveillance highlight the community support and buy in. The short-term technical inputs from the academic and research institutions have helped and will continue to provide science-based research information to support management. These should be encouraged in the long term and partnerships to be linked to the academic institutions such as the Community College of Micronesia. These will strengthen the capacity building in conservation in Pohnpei and FSM. Discussions are currently underway to strengthen this partnership.

The successful implementation of the continuation of the CCCED Project has shown indications that the newly formed local NGO, CSP, is capable of partnering with municipalities, state governments and communities to help protect Pohnpei's environment. NGOs and community volunteers' participation must be encouraged to partner with government institutions.

- **NGO Execution and Role of Government**

CSP is a local NGO and has a dedicated Director and qualified young people who are committed to conservation. CSP has been recognised by several international organisations and governments for its active role in the conservation of Pohnpei,

FSM and the Micronesian Region.

The Project has financially sustained CSP through its Terrestrial Programme. It has also contributed major support to the outreach programs. The lessons learned from the WFR and the outreach program has advanced the development of MPAs.

- **Financing Issues**

A funding of US\$748,221 was identified as given by the UNDP-GEF in the Project Document. A further funding of \$1,452,660 was donated in kind and cash from other additional funding sources. The Project's annual expenditures and budgets for the different allocations and programs from 2003 to 2005 are presented in Table: 2. These funds have been properly used for the purposes they were budgeted for. The capacities for using these funds have been adequate and financial reports and a reputable auditor has audited procedures. The Project finances have been managed with funds being allocated to each programs and also having a core expenditure for overhead costs and administration.

The Annual Project Report (APR) of July 21, 2004 and the APR of July 21, 2005 gave some of the breakdown of the co-financing of the Project. Non-government organizations and private foundations from the U.S. and Japan have donated the majority of those funds. The funding from the national, state and local governments has not been forthcoming as initially anticipated. This was also suggested by the MTE to be a weakness in the current financing arrangements and implementations. The local governments need to make a commitment in kind or cash to show that it is serious in managing the WFR areas. The sustainability of the WFR management will depend on the willing participation of the local governments in providing continuous financial support for this Project in the future.

As pointed out by the MTE, the co-financing funds are not clearly separated from the GEF funds. It would have been very effective for the co-financing funds to be allocated a project activity within the CCCED activities so that its total contribution to the project outputs can be clearly identified. There are some co-financing funds from academic institutions that are clearly identified and activities output specified. These co-financing funds are for research projects that target a WFR area, for example, Einpein Watershed. These co-financing funding arrangements are very useful to the Project as it brings in expertise to conduct research and build capacity for the WFR and MPAs.

It is also very clear that the co-financing funds gave CSP the flexibility to supplement funds to support the CCCED activities such as awareness campaigns in the community and through the schools. It would have been impossible to have the impact of the campaign on the wider communities without the co-financing funds. The breakdown of the co-financing funds and how they were specifically used were not available to the FTE.

The co-financing funds could have been used in a more innovative way to support income generation activities in the community. For example it would have been possible for the Project to create partnership with the local FSM Development Bank to provide lending facilities and administer any funds for micro-financing of agricultural-based food products derived from bananas and breadfruit. This would have been a good project in micro-financing with women and youth groups.

Table: 2 Project's annual expenditures and budgets from 2003 to 2004

Description	Annual Budget	2005	Available Budget	2004	Available Budget	2003	Available Budget
		Year to Date Exp:		Year to Date Exp:		Year to Date Exp:	
Team Leader	10,000	4,199.28	5,800.72	8034.46	1965.54	9003.56	-1918.56
Conservation Legal Conslt.				0	0	0	5000
Capacity Building Consulatant				0	0	0	-445
Administrative Assistant	4,000	1149	2851	3384.01	615.99	7172.5	7312.5
Grants Specialist				0	0	0	2000
Team Travel				0	0	0	-5691
Mon. & Eval. Missions	3,000	0	3,000	0	3000	0	2003
Sakau Project Man. (TNC/COM)	7,000	3,458.50	3,541.50	6971.67	28.33	4052.48	3922.52
Special Assistant to Gov. of WFR	12,000	0	12,000	0	12000	0	30000
Senior Terrestrial Manager	15,000	7,962.36	4,037.64	16190.95	-4190.95	13614.15	16385.85
Aerial Photography				0	0	0	0
Project Audit-Sub Contract	5,000	0	5,000	0	5000	0	9285
Mapping	21,000	1,640.62	19359.38	886.15	20113.85	3395	-5499
CSP Board & Staff Training				0	0	36.02	274.98
Training Supplies & Materials	300	298.8	1.20	377.44	-77.44	495.41	20470.59
Printing and Dissemination of TM	3,000	1049.98	1950.02	2118.5	881.5	413.7	9586.3
Supplies and Equipment	500	254.84	245.16	331.25	168.75	196.72	90.28
Office Expenses	500	372.11	127.89	239.74	260.26	289.28	3940.72
Reporting Costs	100	0	100	0	100	92.68	2647.32
Monitoring Surveys	10000	4455.52	5544.48	9484.42	515.58	10919.29	4080.71
Mun. Contracts for Surveillance	4000	3500	500	4000	0	2500	12500
Communications	2000	235.57	1764.43	285.15	1714.85	1404.93	-373.93
Community Awareness Radio	600	146.87	453.13	0	600	0	2979
Sundries	769	280.52	488.48	477	292	372.73	4022.27
CSP Execution Fee	2000	1912.19	87.81	1380	620	6461.42	-717.42
Total Expenditures	100769	30916.16	69852.84	54160.74	46608.26	60419.87	121856.13

Factors Contributing to Project Challenges

- **Overall Coordination:** There are many parties that are involved in the project. A major challenge in ensuring that the communication lines between the different parties is improved. This demanded enormous efforts in the overall coordination of the project and developing a coordinating structure that will work well. The overall coordination had to not only ensure communication between people but also coordinate activities that involved different people and agencies.
- **Building Capacity:** There was a need to build capacities in the state, municipal governments and in the communities in participatory approaches and collaborative processes. These new skills had to be acquired and developed so that those who use it or participate in it understand the processes involved. These skills help people to understand each other better and engage in a more meaningful collaboration.
- **Enforcement:** The enforcement issues were concerned with the development of a process that is effective and easy to implement. It also required funding and responsible agencies to effectively enforce the WFR.
- **Participatory Processes and Collaborative Approaches:** It was difficult to develop the political will to embrace the participatory processes and to make a commitment to collaborative approaches. Although these processes are prevalent in the traditional systems, it was extremely difficult to adopt such approaches and processes because of lack of legislations.
- **Changing lifestyle:** This challenge required the shift from subsistence economy to cash economy. It also involved finding other sources of income instead of planting sakau as the main income earner.

REVIEW OF PROJECT OUTPUTS PLANNED AND ACHIEVED

COMPONENT 1: ESTABLISHMENT OF MANAGEMENT OF THE WATERSHED FOREST RESERVE

PLANNED OUTPUT 1.1: Inter-governmental Task Force undertaking joint coordinated programme of actions directed by PRMC

Achieved Outputs

- The Watershed & Rivers Committee was formulated and comprised of the Lt. Governor, Chief of Division of Forestry, Director of Land & Natural Resources, TNC Country Director, Chief of Agriculture, CSP Director, a State Forester and USDA-Soil Conservationist. This committee provided guidance to the project implementation.
- A Unit of Fish and Wildlife/Conservation Enforcement was established within the Department of Public Safety to work with the municipal police and community conservation officers (CCOs) on conservation enforcement. Marine Conservation officers have undertaken two enforcement trainings and have also engaged in cross-site training with Palau Fish & Wildlife Enforcement Officers.
- The 2004 and 2005 Quarterly Reports were shared with the PRMC membership, the Pohnpei state legislature, Attorney General, Director of Department of land and Natural Resources and a summary was provided in the local language for the traditional leaders.

Evaluation Comments

- The Project involvement of the state, municipal governments and communities in the establishment of the WFR areas is very successful. It helped created a taskforce that have influential and dedicated leaders to oversee and provide guidance to the Project's implementation. The quarterly reports and updates were presented to several agencies and leaders by the taskforce and PRMC. The Project also helped in the establishment of the Unit of Fish and Wildlife Conservation Enforcement in training and exchange of information. The use of the local Pohnpeian language is also an important aspect of community activity reports to the locals. All materials produced for outreach activities (eg. Posters, Presentations, Brochures etc.) should be translated into the local language.

PLANNED OUTPUT 1.2 Conservation Coordinators active in each Municipality and at State level

Achieved Outputs

- All the major municipalities (Madolenihmw, U, Nett and Kitti), with the exception of Sokehs Municipality, have signed MOUs with CSP and relevant government offices.
- Surveillance and monitoring contracts were developed and implemented for U, Madolenihmw, Nett and Kitti Municipalities.
- Four Municipal officers and twenty-two community volunteer rangers received training in GPS handling to better record and map sites, sizes and numbers of violation.

Evaluation Comments

- The Conservation Coordinators in the Municipality and the State levels are active. The municipal conservation coordinators were the Municipal Officers appointed by their Chief Executives. They did not have separate work plans to that of CSP and PRMC. The State Conservation Coordinator was the Chief of the Division of Forestry and Marine Conservation under the Department of Lands and Natural Resources and 2 members of CSP. The CSP members include the Executive Director and the Project Manager (Terrestrial).
- There was one management plan (Conservation Action Plan) for the entire WFR management that was developed and approved by CSP and PRMC. The municipal governments should have been involved in developing the Conservation Action Plan so that they claim ownership and partnership to the Conservation Action Plan. Their knowledge and involvement in project development and evaluation has been limited to the MOUs.
- The progress of this part of the Project was on MOU signed, contracts on surveillance and monitoring developed and implemented, and training in monitoring. For the success of the WFR management, it is highly recommended that these MCC are involved in the revision of the Conservation Action Plan. Both the MCC and SCC should work with the communities and all levels of government on the revision of the Conservation Action Plan so that there is an organisational framework and structure to manage and implement the WFR Conservation Action Plan in the municipalities. The Conservation Action Plan should be revised and adapted to each municipality. This should be done with the community members full participation with the help of the MCCs.

PLANNED OUTPUT 1.3 Completion of boundary survey, marking and signage

Achieved Outputs

- This work began in 2001 in the Municipality of U. Permanent boundary pegs and public signs were installed in the entire WFR areas in U and Madolenihmw. A portion of Kitti has been surveyed and delineated. Twenty six (26) additional reference points were in place and 28 WFR signs were placed in every trail entering the WFR.
- Intense negotiations are underway to restart the survey in Kitti Municipality and later Nett and Sokehs. Increase in education and outreach activities were intensified in areas opposed to WFR survey and demarcation

Evaluation Comments

- The laying down of the boundary lines marked the delineation of the of the WFR boundaries to be enforced in each of the municipalities. The target of demarcating all of the 5 Municipalities WFR areas is a big task that needs to be planned out carefully. These could have been carried out in stages but should be given great priority for the WFR management. Without the establishment of the boundary lines in each of the Municipalities, it will be difficult to enforce any regulations related to the WFR areas.
- It is important that this work be given priority by the State government, Municipal governments and CSP. CSP could continue helping with the awareness programmes and facilitating meetings with the different stakeholders to start discussions. PRMC could also play a greater role in encouraging and facilitating meetings with political leaders, traditional leaders and community members in alleviating their fears in being displaced and losing access to WFR areas.
- For the sustainability of this project it is vital that CSP and PRMC approach traditional leaders, political leaders and church leaders from Kitti, Nett and Sokehs and have continued

discussions on how to carry the work forward in the future. There is current plan is to have these discussions take place in order to continue the surveys.

PLANNED OUTPUT 1.4 Completion of 2002 aerial photography, vegetation mapping and analysis

Achieved Outputs

- All aerial survey work and vegetation mapping were completed. Portfolio of annotated maps and photographs were registered with the Department of Land and Natural Resources and other relevant agencies in May 30, 03.
- Vegetation database and 2002 status report were produced and are available at the Department of Lands & Natural Resources, TNC and CSP.
- Written specifications for future survey programme have not been produced. This is pending availability of funding.

Evaluation Comments

- The successful completion of the aerial survey work and vegetation mapping provided a baseline to compare the changes in vegetation in the WFR areas in the future. This baseline will provide historical data for future vegetation mapping in the WFR areas in Pohnpei. This work will need to be continued every 5-10 years to provide information on the changes in vegetation within the WFR areas and will be a basis for management decision making. The use of Ikonos satellite images can also be incorporated into the database and will be a suitable project for a local research student enrolling in a higher academic institution. The National government can also provide funding for this project in its development plan.
- This is an excellent activity that could be funded under GEF SGP grant or from other sources. It can also be a joint venture with an academic institution or the US Forest Service.

PLANNED OUTPUT 1.5 Publicity of WFR boundary establishment completion and of 2002 aerial photography and mapping

Achieved Outputs

- By-weekly news articles on the survey and mapping project were produced by CSP staff and published in the local newspaper and in CSP's quarterly newsletter. CSP is currently working with PRMC and TNC to release the 2004 status report.
- An aerial map depicting the 1975, 1995 and 2002 surveys was produced by the surveying company and is being used by CSP and PRMC to raise public awareness on the WFR. Weekly radio programs are aired on the watershed and related environmental initiatives.

Evaluation Comments

- The publicity of the WFR boundary establishment in some Municipalities and the completion of aerial photography and mapping were effectively done using the local media. This section of the Project was very successful and strategically undertaken. It is highlighted in the outreach programmes and in the local radio. The media reports were carried out in the Pohnpeian and in the English language. The aerial maps were also used effectively in the publicity of the WFR boundary lines and the completion of aerial maps to show the change in vegetation.

PLANNED OUTPUTS 1.6 Management Plans for the WFR designated upland and mangrove forests

Achieved Outputs

- All quarterly work plans have been disseminated to the Watershed Committee and PRMC members.
- Workshops on the management plan continue to take place in each community. MOUs and contracts have been developed and implemented by all involved agencies.

Evaluation Comments

- The workshops on the management plans of the WFR were effectively carried out and helped develop a management plan. It is not clear from the information provided whether there was any management plan formulated to provide the required details for management and sharing responsibilities and costs for the WFR. The municipal governments are the only agency that has not formally endorsed the management plan.

PLANNED OUTPUTS 1.7 Development of legislation supportive of the WFRMPs by each legislature

Achieved Outputs

- A draft Rules and Regulations on the WFR was revised and translated to the local language by the Department of Land & Natural Resources and the AG's Office. A copy was circulated to relevant individuals and agencies for comment and is now awaiting the governor's signature

Evaluation Comments

- A component of the management plan was the revision of the rules and regulations by the stakeholders and the relevant agencies. This was translated into the local language and distributed for comments.
- It would have been more effective to run a participatory workshop to provide feedback and comments rather than just circulating draft documents for comments. This would have encouraged full participation and support for the draft rules and regulations. The process would have been much faster than waiting for comments. The participatory process is crucial as it will actively involve the stakeholders in the decision making process and get the buy in. This will greatly assist in enforcing regulations.
- The feedback from CSP was that it did not take a long time for people to comment on the formulation of the draft rules and regulations. But it took time for the state and the local governments to agree on the enforcement section. In particular, there was a conflict on who has the authority to enforce and who gets to keep the fees collected from violators. As suggested by CSP that the solution is to come to an agreement on management details and the responsibilities of each agency in enforcing the management plan. CSP has suggested a joint enforcement scheme. It would be interesting to find some existing joint enforcement in other areas of governance and see the challenges that such an arrangement can cause.
- It needs to be emphasized again that the state government needs to de-centralise its enforcement responsibilities to the municipal government in order to be effective. A top down approach in enforcement is costly and not very effective. The most effective way to implement natural resource management is to actively involve the municipal government in community awareness, enforcement, surveillance etc. The institutional framework within the municipal government is in existence and it needs to be fully utilised and somehow needs to be linked to the state government if there are serious criminal violations.

COMPONENT 2: IMPLEMENTATION OF WFR MANAGEMENT PROGRAMMES

PLANNED OUTPUT 2.1 Community Conservation Schemes

Achieved Outputs

- CSP has been working with a total of 22 CCOs selected from all the five municipalities. These CCOs have assisted the municipalities with the WFR survey work and the quarterly surveillances and monitoring. The CCOs have received badges from the AG's Office and CSP and they are now called Forest Rangers. There is currently a plan to deputize the CCOs to formalize their positions. CSP has also noted that the state is reluctant to deputize the CCOs until they have been properly trained in law enforcement because of liability reasons.
- The CCO training modules were translated and are used in CSP's community outreach program. The Pohnpei state Forest Rangers (FR) and municipal police have undertaken a GPS training to improve the quarterly forest monitoring exercises

Evaluation Comments

- The community conservation programs are working well with the full support of the communities. These CCOs are the key to WFR management in Pohnpei. The CCOs are interested and municipalities and state governments must support their efforts. The same CCOs can also be used for supporting the mangrove and MPA conservation areas. It is an effective way of involving community participation in conservation programmes. It is therefore highly recommended that the state and the municipal governments need to train the CCOs so that they can be deputized. This is high priority for any conservation effort to succeed.
- A very important output for the Project is having the CCOs becoming FRs. A training programme needs to be supported to train the CCOs to a level where the state government is able to deputize them as law enforcers. This should be an on going activity and plans should be undertaken to make this happen.
- It has to be considered carefully how these CCOs will be funded in their FR role and this is a sustainability issue. The funding will have to be forthcoming from the state government to help the municipalities to commit themselves to supporting CCOs and FRs in the future.

PLANNED OUTPUT 2.2 Joint WFR surveillance patrols

Achieved Outputs

Municipal police, CCOs and CSP staff conducted all the quarterly patrols in U, Madolenihmw, Nett, Kitti and Sokehs. Records are now available at all municipal offices and with the PRMC. Municipal Police are now leading the surveillance work in all the Municipalities.

Evaluation Comments

The joint WFR surveillance patrols must be linked to the municipalities and state government judicial systems and the enforcement programmes in order to be effective. The participation of municipal police in surveillance patrols is very effective. The municipal governments should work with the state to allocate some of the environment sector grant funds from the Compact to these activities. All the current funding is from the MOU with CSP.

PLANNED OUTPUT 2.3 Enforcement Programme

Achieved Outputs

- The surveillance team submitted formal records of infringements to the AG's Office and awaited action and/or prosecution.
- An annual report was submitted to the Governor, Legislature and all enforcement agencies in January 2004 and was included in the Governor's State Message.
- A total of nine state conservation officers and five municipal police regularly involved in enforcing Pohnpei's protected areas and other environmental laws

Evaluation Comments

- The enforcement programmes must be linked to the joint surveillance patrols and then further linked to the court systems of both municipal and state governments. There must be plans to ensure this happens because this is a sustainability issue. It is not effective to have an enforcement programmes that will not eventually go to court to be tested.
- It must be clearly stated which cases can be prosecuted by the municipal government or the state government. This will depend on the severity of cases. The enforcement programmes must have guidelines on how the infringements will be handled by the court system so that not all cases are filed at the AG's office and is never taken up and tested in court.

PLANNED OUTPUT 2.4 Forest and stream restoration programme

Achieved Outputs

- CSP is working with the Water and Environmental Research Institute (WERI) of the University of Guam to Install Rainfall, Stream flow, and Sediment monitoring equipments to monitor and develop baseline information and correlations among the dynamic components of the Enipein watershed area to help minimize actions detrimental to the rivers and streams in Enipein. The project is to be replicated in Senipehn watershed of Madolenihmw municipality following the Enipein Watershed study. These would serve as models for other watershed catchments in Pohnpei in the future. The documentation of such work are listed in the Annex.
- CSP has also been working with the University of Hawaii, the Australia Institute of Marine Science and the Palau International Coral Reef Center on a similar effort to gauge sediment levels entering the Enipein mangrove and marine areas via streams and rivers. Similar efforts will be replicated around Pohnpei to help decrease and/or stop land-based activities that contribute to the deterioration of streams and rivers and sediment loads into mangrove and marine environments.

Evaluation Comments

- The collaborative partnerships with research and academic institutions from Guam, Palau, Australia and Hawaii provides the essential research component and capacity building in technical skills that is essential for forest and stream restorations. It is clear that models from these collaborative researches will be important in restoration work in the WFR areas and also improving the water quality and catchments.
- These collaborative efforts will help sustain the research capability of the Project as most partners secure funding to help strengthen the research components. It is hoped that CSP will be a strong partner in this collaboration in the future regardless of whose funding the project.

- These partnerships will also pave the way for some staff members to pursue higher education in WFR research areas and these are very much relevant to the Project. This will be an added bonus and will help build capacity for local Pohnpeians in watershed research and management.
- It is important to start restoration work instead of just collecting data. Simple restoration works such stream banks restoration will help begin this important aspect of the WFR management. The help of expertise such as NRCS will need to be sought for guidance. It is understood that application for funding is in the pipeline and could also be funded by the GEF SGP. This could be a very effective project if community is trained and involved in the work in a participatory manner.

PLANNED OUTPUT 2.5 WFR Access and infrastructure programme

Achieved Outputs

- 2 access trails in Madolenihmw and one in U municipalities have been identified. Accesses in other municipalities were awaiting the completion of the demarcation in those areas.

Evaluation Comments

- The WFR access and infrastructure programme needs to be planned out carefully and supported. In municipalities that have been clearly demarcated and surveyed, the community must support these plans before they are implemented through the participatory process.

PLANNED OUTPUT 2.6 WFR Monitoring Programme

Achieved Outputs

- CSP conducted forest monitoring on a quarterly basis since 2001 at the 14 monitoring sites.
- The monitoring team consisted of municipality community members, CSP staff and municipality police officers.
- The number of forest clearings and its size were documented.
- A forest inventory project and a snail survey are planned for 2005.

Evaluation Comments

- The participatory community-based monitoring of sakau forest clearings has proven to be a very effective approach. It has greatly impacted decision making at the village, municipal and state levels. The WFR monitoring programmes has also influenced and help develop the community based monitoring methodology for the marine environment and the MPA programmes.
- The participatory system for monitoring numbers and sizes of forest clearing are well established. The 14 sites monitored are also established.
- The data from the monitoring of fixed plots and stations were not available to the FTE. There were also no technical reports available for assessment. CSP is working with the US Forest Service and Pohnpei Department of Lands and Natural Resources to fix permanent plots and implement a long-term forest-monitoring program. The current monitoring includes the number and sizes of forest clearings and the eradication of invasive species. There is no monitoring of the forest health and biodiversity. It is recommended that CSP work with USFS and academic institutions in the region to implement a long term monitoring of health and biodiversity within the WFR areas. Local Pohnpeians studying for higher degrees can also be encouraged to take up such projects as their thesis research topics.

PLANNED OUTPUTS 2.7 Evaluation and publicity of results and impacts of Grow Low Sakau project

Achieved Outputs

- Monitoring data show forest clearings for sakau cultivation to have decreased by more than 90% in all of Pohnpei
- A survey assessing the effectiveness of the “grow low” campaign was completed and it has proven effective with sakau farmers planting sakau in the lowland. They are also cultivating vegetables as an additional source of income.

Evaluation Comments

- The Grow Low Sakau (GLS) Campaign was fully supported in the CCCED Project with the Project Manager liaising and supporting data collation and analyses. The results of the GLS have been effectively publicised through the awareness Programs such as the Green Road Show, Environmental Education Program, Youth to Youth and GLS Campaign. It, however, remains to be seen whether the sakau farmers will continue to support the campaign. The communities have clearly indicated greater understanding and full support for the GLS. They have acquired the necessary skills and techniques to set up lowland sakau nurseries. But the slow growth of the lowland sakau is still a great challenge to sakau farmers. The integrated vegetable farming has alleviated the pressure on farmers to feed their families and to have an additional source of income before the sakau harvest their crop.

ACHIEVEMENT OF EXPECTED OUTCOMES AND IMPACTS

Outcome 1. Engage local governments and all communities in conserving Pohnpei’s globally significant biodiversity and disseminating innovative methodologies to other FSM states and Pacific island countries

Planned Outputs 1.1-1.6, 3.1

refer **ANNEXES II and V**

- The Project’s expected Outcome is to develop an effective and implement a workable model to actively engage community participations at all levels of society in conserving and managing natural resources in Pohnpei. The focus is on the Watershed Forest Reserve, that had its legislation passed in 1987. The Project was to support the formations of institutions such as the resource management committees, community conservation officers (CCOs), and village community groups. The main idea is to increase communications between groups and improve overall coordination. Major activities were to include vision and action planning at the village, Municipality and State levels.
- The Project’s innovative model in actively engaging community participation was to be promoted in other states in FSM, other islands in Micronesia and in some Pacific Islands with similar situations.

Evaluation Comments:

- There were very little interactions, participations and support for natural resource management before this Project was implemented. The active community participations in project activities and in decision making are indications of their support and highlight the successful implementation of this aspect of the Project. There is no doubt that the community fully support the establishment of WFR areas and have increased their support for the newly established 11 MPAs.

- The establishment of the Pohnpei Marine Protected Areas Network is also a reflection of the success of the CCCED Project in engaging communities at all levels. The MPA and CCCED Project have also gained valuable lessons from CSP joining the Locally Managed Marine Areas Network (LMMA) and adapting the lessons learned.
- The Project's model of engaging community participations at all levels is an adaptive model that can be used especially in other states in FSM and U.S. Freely Associated (FAS) in Micronesia. It can also be adjusted to suit other Pacific Islands that are culturally similar. The Pohnpei model has been fully recognised and adopted in other FSM states such as Kosrae, Yap and Chuuk. The establishment of the Kosrae Resource Management Committee shows that they have fully recognised the success of protected areas in Pohnpei through mobilising local governments and communities.
- The executing agency, CSP has also disseminated lessons learned through the FSM Sustainable Development Council, the Micronesians in Island Conservation Learning Network and the Locally Managed Marine Areas Network. Other FAS countries such as Palau and the Marshall Islands have adopted lessons learnt from the CCCED Project.

Outcome 2. Control destructive kava cultivation in upland forests with the highest biodiversity value through developing a "green" lowland kava industry and other environmentally compatible enterprises designed to reduce pressure on upland forests

Planned Outputs 2.1, 2.2, 2.3, 4.2

refer **ANNEXES II and V**

- The shift from subsistence to commercial agricultural activities has been the key threat to the watershed areas. Sakau farming in the upland forest is a rural based economic activity and clearing of upland forests for sakau plantation has led to destruction of wildlife habitats, loss of water catchments and soil erosion.
- A priority of the Project was to reduce forest clearing and to establish sustainable lowland sakau farming. The development of lowland sakau was to be encouraged through community nursery programmes and developing a "grow low" sakau campaign awareness program. The reduction (90%) of sakau forest clearings in the upland from 2003 to 2005 is a good indication of the effectiveness "grow low" sakau campaign. Another aspect of the Project was to broaden the base of the rural agricultural based economy to include a range of income generation activities.

Evaluation Comments:

- There was an overall shift of 42% of farmers from the upland to the lowland. There were 58% farmers who have continued farming sakau in the upland but their activities (clearing of forests) have been significantly reduced. It remains to be seen whether they will move to the lowland. But there are indications from the FTE that the remaining farmers will move lowland once their sakau is mature and ready for harvest.
- There have been new initiatives since the MTE to encourage income generation activities. The main activity was the distribution of vegetable seedlings (cabbage, bell pepper, eggplant, cucumber, etc.) to farmers as a supplement to sakau. Many used the vegetables to provide nutritious meals and an extra income for their families. This is an effective way to support the health of families on Pohnpei and to diversify the rural economic base and further redirect the focus on sakau farming to other agricultural activities. Sakau farming is the root cause of upland forest clearing because of the local demand.

- Some community members have also begun to produce non-timber forest products and local cinnamon tea. The sponge farms are also good examples of initiatives that are being encouraged for income generation and for broadening the economic base. There were no data available on the impact of these income generation activities on shifting the focus from sakau farming to these other income generating activities.

Outcome 3. Build the capacity of community-based organizations, Community Conservation Officers, and the Conservation Officers, and the Conservation Society of Pohnpei to help protect upland forests and marine areas of high biodiversity value

Planned Outputs 3.1, 3.2

refer **ANNEXES II and V**

- Building capacities are long term processes and are time consuming. Capacity building for the Project was to target communities, municipal and state levels. In addition, non-government organizations, community conservation officers, and resource management committees were targeted for capacity building. The Project, executing agency, CSP, is a local non-government organization and was established 7 years ago to take a leading role in helping protect upland forests and marine biodiversity in Pohnpei.

Evaluation Comments:

- CSP as an executing agency has a very dedicated and committed staff members. It is a local non-profit organisation and has strong leadership through its executive director. It has a board that is resourceful and CSP is set up to tap into the vast experiences and network of its board members. CSP has worked hard to win the support of the communities, municipal government, state government and national government to do conservation work in Pohnpei. CSP has also been a recipient of several awards from international organizations as recognitions for its leading role in conservation in Pohnpei, FSM and the Micronesia Region. CSP is also currently developing a proposal for the GEF-Small Grants Program to raise awareness about the GEF-SGP. This will be an additional source of funding for local CBO. The proposed activities will include training workshops on project formulation, grant-writing, and project management and monitoring.
- The active partnerships that exist between the relevant agencies also played an important factor to the success of the project. These partnerships were activated through the CSP board members and also through CSP taking a leading role in being involved in the Micronesia region's conservation efforts for example in MIC, MCT, MAREPAC, UH, WERI. These partnerships enhanced its technical capabilities and brought in required funding to support watershed conservation.

Outcome 4. Build a community-based conservation monitoring and enforcement programme to improve community resource management and related decision-making

Planned Outputs 4.1, 4.2

refer **ANNEXES II and V**

The development of an island wide community resource management committee was to be developed and implemented. The Project was to train the municipal government officers, community conservation officers (CCOs), resource managers and community members in conducting forest monitoring within the WFR areas. A similar model is being implemented in MPA work.

Evaluation Comments:

- The limited capacity of the State government in enforcing the 1987 Act was stated in the MTE and also in the FTE. A mechanism needs to be put in place that all those who offend are punished and their cases are not just passed to the AG's office.
- The Project has been very successful in assisting the island wide forest clearing monitoring and surveillances by the municipal government police officers and the CCOs. The local government police officers and CCOs attend CSP's outreach and awareness programmes to share the results of their work and to gain community support and compliance. This has been an effective means of community members reaching their own people.
- The CCCED Project has contributed effectively to help develop the roles of CCOs and municipal government police officers in training in awareness and monitoring. The MTE had commented that the roles of CCOs and municipal government police officers were not clearly defined at the initial stage of the Project. This has changed through training and engaging community participation and support. In order for these officers to continue it is vital that a mechanism is put in place to strengthen their roles so that they can carry out their responsibilities effectively in the successful management of the protected areas whether they are WFR or MPA. Their involvement will be the key to successful management of protected areas management.
- The Project has not considered addressing the issue of encroachment into watershed areas by other municipalities. A mechanism to control such encroachment will have to be considered carefully. Encroachment by other people from other municipalities does not support those who want to support WFR conservation from within the municipalities.

Outcome 5. Support the development of state and local conservation laws, policies, and financing mechanisms that promote effective, long term, community-based conservation of the island's globally significant biodiversity.

Planned Outputs 5.1, 5.2

refer **ANNEXES II and V**

- The Project was to support the development of community based resource management legislation and policies formulation for the WFR areas. The policies formulated was to be adopted by the municipal, state and national governments. The CCCED Project was to further help establish a financing mechanism to sustain WFR management.

Evaluation

- The Project has been actively involved in the municipal and state governments in proposing and amending legislations and supporting policies that are relevant to protected areas. A Network of MPA was developed to help manage, support and establish enforcement rules and regulations.
- The Project has helped in the development of the Micronesian Conservation Trust to support conservation efforts in Pohnpei and the Micronesian Region. MCT will be a sustaining financing mechanism for protected areas and is a long-term conservation financing mechanism.

OVERALL CONCLUSIONS FROM THE FINAL TERM EVALUATION

- 1) **Executing Agency:** CSP as an executing agency has a very dedicated and committed staff members. It is a local non-profit organisation and has strong leadership through its executive director. It has a board that is resourceful and CSP is set up to tap into the vast experiences and network of its board members. CSP has worked very hard to win the support of the community stakeholders, municipal government, state government and national government to do conservation work in Pohnpei. CSP has also been a recipient of several awards from international organisations as recognitions for its leading role in conservation in Pohnpei, FSM and the Micronesian Region.
- 2) **Increased Support for the Development of other Conservation Areas:** The watershed project success had great impacts in the development of Marine Protected Areas (MPAs) in Pohnpei. The key factor in developing MPA has been the awareness programmes for the watershed and the trust that the community gives to CSP because of its watershed project success and support.
- 3) **Community Support and Involvement:** An important factor affecting the success of the project is the community support and involvement in the implementation.
- 4) **Partnerships:** The active partnerships that exist between the relevant agencies also played an important factor to the success of the project. These partnerships were activated through the CSP board members and also through CSP taking a leading role in being involved in the Micronesian region's conservation efforts for example in MIC, MCT, MAREPAC, UH, WERI. These partnerships enhanced its technical capabilities and brought in required funding to support watershed conservation.
- 5) **Technical Support and Services:** The technical support was provided through joint activities with the state governments Department of Land and Natural Resources and Division of Forestry. The joint technical monitoring was also enhanced through technical collaborations with Universities and Colleges. This is an important area to help build technical expertise and sustain watershed conservation activities in the future. The technical skills must transferred to local people through short term training or through longer term training at training institutions. This will further help sustain projects because local people will help in providing technical skills and training for the projects.
- 6) **State and Municipal Government's Roles:** The involvement of the State and Municipal government agencies is the key to the sustainability of the watershed project. Overall, the state government has not been effective in providing the financial, technical and management capabilities that are needed to enhance the project. The commitment of the state government to watershed conservation will need to be reflected in its state budget and municipal budget allocations. The municipal governments are the link to the communities and they have been important partners in the project implementation. Their future roles in surveillance, enforcement, monitoring and restoration will need to be clearly defined as an equal partner in watershed conservation.
- 7) **Capacity Building:** The capacity building in community outreach skills has been the the greatest strength of this project. CSP has built its capacity in community outreach skills and community participatory efforts that could be used for all conservation

efforts whether it's for terrestrial or for marine conservation. The highlight of this project is that CSP has expertise in community outreach and participatory skills that could be utilised within the state and also in the other three states of FSM and region of Micronesia and other Pacific Islands. The roles of state and national governments should also ensure that local people are trained and retained in the state. Few local people need to be trained in skills such as forestry and botany. The lack of technical capabilities is reflected in the few technical reports produced from the project.

RECOMMENDATIONS FOR THE CCCED PROJECT

Recommendation 1. Municipal Government as Legal Custodian of the Watershed Forest Reserve

- Although the project was successful and had community support in surveying and demarcating two municipalities, the problems encountered in other municipalities could be further minimized. The major problem is that of taking away the ownership of land and fear of losing the access rights and user rights that they have enjoyed for generations.
- This could be tackled in several ways. The first option would be to intensify community awareness efforts in the villages and rally the support of traditional leaders and political leaders. This will demand continued consultations and would be a long-term effort. The second option is to give the legal custodian of watershed forest reserve to the traditional leaders and to the people of each municipality through legal agreements or memorandum of understanding.
- This will alleviate fears by the people that the state government is trying to take away land from the community through surveying, demarcation and management of WFR. It will also help empower local people in the municipalities who have been marginalized by colonial governments to assume responsibilities and manage the WFR for their use and for the future generations. This may help alleviate some of the problems faced with law enforcement and may restrict people from other municipalities entering the demarcated WFR to plant sakau.
- The response from CSP on this recommendation is that local governments need to be an equal partner and it does not currently have the capacity to have the full responsibility of managing the WFR because some municipal executives and traditional leaders do not support the WFR demarcation. It further suggested that the best solution would be to form a joint state and municipal management team with NGOs providing the technical support.

Recommendation 2. Establishment of WFR through Survey and Demarcation Should Continue

In view of the loss of momentum on the WFR survey and demarcation, it is recommended that this work should be continued and should be the key focus for the WFR management. A number of actions could be undertaken. The state legislature has already committed \$120,000 and this is sufficient to complete the WFR boundary survey and demarcation.

- When some community members opposed the WFR boundary and survey work in some municipalities, the state legislature asked CSP and the survey team to cease the work. It is important that in such a situation that an independent mediator is invited to help resolve the problem. In this particular case, TNC and some traditional leaders could have been invited to help in resolving the conflict. There should be some mechanism in place to bring parties together to arbitration when conflict arises when managing natural resources to reach consensus. This will prevent going through the court system and halting the work progress.
- It is recommended that work needs to be continued in other municipalities that are not

opposed to the survey and demarcation and concurrent public support and awareness needs to be sought for those municipalities that are opposed to it. It may be possible for TNC or other partners to help in training some agencies and NGOs in conflict management in natural resource management.

- It is recommended that the WFR access and infrastructure programme needs to be planned out carefully through the active involvement of communities in a participatory manner. In municipalities that have been clearly demarcated and surveyed, the community must support these plans before they are implemented through the participatory process.

Recommendation 3. Municipal Governments whose WFR have been surveyed and demarcated to be the Implementing Agency

- The roles of the municipality governments in implementing and sustaining the WFR project must be fully recognised and strengthened. The role of CSP as Executing Agency will be one of facilitating, technical assistance and guidance working mainly with coordinators in each municipality. CSP has indicated its desire to share the responsibility of WFR management with the municipal governments. CSP could also send experienced staff members to municipality governments to help coordinate and guide WFR management activities. This will help empower the municipal governments in implementing and sustaining the WFR project in the future.
- This could be piloted for the two municipalities that have their WFR surveyed and demarcated. For these municipalities, CSP and the state governments can continue to provide the legal and policy support, forest ecologist support and technical advice and training. CSP could continue implementing WFR for the other municipalities that do not have their WFR surveyed and demarcated and their progress could be monitored until such a time the municipalities could take over the implementation of the WFR projects.

Recommendation 4. WFR Management Plan and Documentation

- A model WFR Management Plan should be developed with a municipality that has a WFR that has been surveyed and demarcated. The development of the WFR Management Plan should be developed through a participatory process facilitated by CSP with the members of the municipal government, State agencies and village communities. The WFR Management Plan will help develop specifications on how to manage the WFR.
- The response from CSP on this recommendation is that the Conservation Action Plan already exists. The Conservation Action Plan needs to be revisited with the local governments and the necessary adjustments be made. A joint equitable management effort should be formed and put in place so that clearly delineated roles, responsibilities and budgets are agreed upon through a MOU.
- The documentation of management plans through technical reports and publications should be encouraged. It is recommended that strengthening the partnership with FSM CoM and other academic institutions will greatly be of beneficial to this aspect of this project. Where local people have been active research team members, they must be included in the authorship of technical reports or documents.

Recommendation 5. Municipal Government to Focus on WFR Management (Monitoring, Surveillance, and Forest Restoration Programs)

- The current monitoring and surveillance programmes are sufficient to be continued and should be the focus of the municipal government in managing the WFR. Other State, non-government organizations, school groups and community groups could also be involved. If the communities support the WFR conservation area then they will be involved in the surveillance and patrolling. Community Conservation Officers (CCO) could be an important player in the surveillance and patrolling. Volunteers from community should be encouraged to be trained to do surveillance work.
- It is recommended that the State government commission a 10 yearly survey to document the major changes in the WFR for all the municipalities and to analyse major WFR resource parameters. The data from these surveys must then be used for developing or changing management strategies and for community outreach and awareness activities.
- The State government should work with the municipal government to put in place a system that could be enforced. It is recommended that procedures for enforcement be put in place. The formal warnings for those offend needs to be given by the municipal government. The people within the municipalities will have to decide whether the fines for those who offend have to go through the traditional system or through the normal court system. This will depend on the seriousness of the offence and have to be agreed upon by the people in the community. Both state government and the municipal government will have to decide which offence will have to be tried in the municipal court of law.
- It is important to start restoration work in the WFR forest. A plan could be drawn after surveying the forest to document the areas that need to be targeted for restoration work. Having erosion control measures, replanting, stabilizing, etc can then restore the degraded areas. The State government and other partners such as USDA, U.S. NRCS could help in drawing a plan and providing technical input to the plan and the eventual restoration work.

Recommendation 6: Planned Access Development Programme for Ecotourism and Recreation

- An important aspect of income generation through eco-tourism is to plan and develop access to the WFR. It is recommended that the communities, private sectors, State and the Municipalities, jointly undertake this. For eco-tourism and recreation communities can develop simple trails and boardwalks. Simple bush accommodation can also developed for those who wish to experience mountain hiking and other eco-tourism activities. In order to sustain WFR management some control measures like licensing, permits, user fees could be used.
- CSP did not agree with this recommendation because of the low tourist numbers coming to Pohnpei. These kinds of projects have been undertaken in the past but have very low success rate and impact on local communities because of low tourist numbers. CSP feels very strongly that planned access will only give better access to those who will clearly violate the WFR policies. It must be noted that the proposed extension of the Pohnpei International Airport is currently planning charter flights that will bring in tourists from Japan and elsewhere. It is this kind of low tourism numbers and niche markets that would be suitable for Pohnpei. A tourism road map that includes the environment would be a priority for Pohnpei.

Recommendation 7. Link the Project with MPA and Mangrove Conservation through the PRMC

- The success of this Project has also been attributed to the role that PRMC has played in coordinating the WFR effectively. Members of PRMC have volunteered their time and efforts in active consultations and coordinating natural resource management initiatives. This is an excellent model for Pohnpei, FSM and Freely Associated States (FAS).
- It is recommended that PRMC assume more responsibility in directing, guiding and linking natural resource management Projects. A PRMC Taskforce is recommended to engage political leaders, church leaders, traditional leaders and community members to support WFR, MPA and Mangrove conservations in municipalities that are opposed to surveying and demarcation of WFR. This will require the inclusion of leaders from other municipalities that are opposed to conservation in the PRMC so that they can help strengthen PRMC and influence people from their own municipalities.

Recommendation 8. Participatory Processes and Collaborative Approaches to be Embraced in Project Implementation with Community-based Projects by National and State Governments

- The National and State government need to develop the political will to embrace the participatory processes and to make a commitment to collaborative approaches. These processes are crucial for the community to get buy in and this will greatly assist in enforcing regulations if they have community support. Although these processes are prevalent in the traditional systems, it is extremely difficult to adopt such approaches and processes because of lack of legislations.
- It is recommended that the National and State governments train agencies in these approaches through the “train the trainers” workshops and develop legislation in place to support these approaches in implementing projects at all levels of governance.
- It is recommended that GEF-SG fund programmes that will include participatory and collaborative processes as an outcome in successful project implementation.

Recommendation 8. Replicate community-based conservation strategies and methods in other FSM states and Pacific Islands.

- The participations of a local non-government organization and the active involvement of communities through the municipal governments in community-based conservation were the key factors in the success of this project. The PRMC brought government and non-government organizations together in this project. The use of participatory process combined with the awareness programs gave a boost to the Project
- It is recommended that all levels of society must be involved in a community-based project in the FSM states and the Pacific islands in order for any project to be successful. It is especially important to have a PRMC in place, where government and other stakeholders meet and discuss issues and implementation. The creation of local non-government organizations that include young people who are full of enthusiasm to carry out conservation work is vital. In addition, the use of participatory process and awareness programs combined with a PRMC and a local non-government organization working closely with a municipal government and the communities will bring major breakthrough to conservation work in the Micronesian Region and the Pacific Islands.
- It is recommended that the replication of these strategies in FSM and Pacific Islands be funded by GEF-SG funds and CSP could be involved in this process.

Recommendation 9: Engaging existing national and local governments financing institutions in co-financing and income generation

- The co-financing funds could have been used in a more innovative way to support income generation activities in the community. For example it would have been possible for the Project to create partnership with the local FSM Development Bank to provide lending facilities and administer any funds for micro-financing of agricultural-based food products derived from bananas and breadfruit. This would have also been a good project in micro-financing with women and youth groups.
- It is recommended that funds be available for income generation that will complement conservation efforts. It is recommended that other sources of income be generated with lending institutions involved in small businesses. The development of such businesses should be a priority and should be compatible with conservation efforts. This will ensure the sustainability of conservation projects.

Recommendation 10: Link the Enforcement Programme to the Legal machinery of the Municipality and the State governments

- The enforcement programme must be linked to the existing legal machinery in the municipal and the state governments. It must be clearly stated which cases can be prosecuted by the municipal government or the state government. This will depend on the severity of cases.
- It is recommended that the enforcement programmes must have guidelines on how the infringements will be handled by the court system so that not all cases are filed at the AG's office and is never taken up and tested in court.
- It is recommended that the State government commit itself in the future in linking the enforcement programmes and training with the legal machinery and establish it in the future.

Recommendation 11: Long-term Monitoring of Health and Biodiversity within WFR areas

- It is recommended that CSP work with USFS and other academic institutions in the region to implement a long-term monitoring of health and biodiversity within the WFR areas. Local Pohnpeians studying for higher degrees can also be encouraged to take up such projects as their thesis research topics.

Recommendation 12: Continuation of Grow Low Sakau Campaign

- The Grow Low Sakau (GLS) Campaign was fully supported in the CCCED Project. The results of the GLS have been effectively publicised through the awareness Programs such as the Green Road Show, Environmental Education Program, Youth to Youth and GLS Campaign. It, however, remains to be seen whether the sakau farmers will continue to support the campaign.
- It is recommended that the GLS Campaign should continue until all farmers have moved to lowland. They have acquired the necessary skills and techniques to set up lowland sakau nurseries. But the slow growth of the lowland sakau is still a great challenge to sakau farmers.
- The integrated vegetable farming has alleviated the pressure on farmers to feed their families and to have an additional source of income before the sakau harvest their crop. It is recommended that this integrated vegetable farming continue to supplement farmers income and other agricultural products should also be farmed to help farmers.

Recommendation 13: Long-term Capacity Building in Conservation for Locals

- The capacity building in community outreach skills has been the greatest strength of this project. CSP has built its capacity in community outreach skills and community participatory efforts that could be used for all conservation efforts whether it's for terrestrial or for marine conservation. The highlight of this project is that CSP has expertise in community outreach and participatory skills.
- It is recommended that these skills are incorporated into the community college (FSM CoM) curriculum to train local people on a short term course or as part of an environmental conservation programme. These skills should then be available to be utilised within the state and also in the other three states of FSM and the region of Micronesia and the other Pacific Islands.
- It is recommended that the roles of state and national governments should ensure that local people are trained and retained in the state. Local people need to be trained in skills such as forestry and botany and should be part of a national plan training programme.

Lessons from the CCCED Project Final Term Evaluation

- 1) **Project Preparation:** The project preparations, planning and project designs are highly relevant to the success of any project. It is important to involve stakeholders in planning and designing of a project so that they can have ownership of the project rather than just adopting it later during implementation. There was one management plan (Conservation Action Plan) for the entire WFR management that was developed and approved by CSP and PRMC. The municipal governments should have been involved in developing the Conservation Action Plan so that they claim ownership and partnership to the Conservation Action Plan. It would have also provided a mechanism to have the project driven by the municipalities with some funding to support it. The municipalities' knowledge and involvement in project development and evaluation has been limited to the MOUs.
- 2) **Stakeholder Participation and Community Involvement:** All stakeholders participations and community involvement at all stages of the project is vital to the success of any project. The different government agencies participated actively and were aware of the project from the start. However, the community participated only in the implementing of monitoring, enforcement and surveys in this project. The lack of their initial participation in the design of the project and being an equal partner in managing the WFR prevented the community from claiming ownership of the project. The lack of community support will also be reflected in the lack of enforcement of regulations and this can be costly.
- 3) **Strategic Partnerships:** Good collaborations existed between the non-government organizations, state government agencies, local governments and the community. The various roles of state agencies, non-government organizations, municipal governments, traditional leaders and communities were collaborative approaches in nature. All partners worked together strategically at different levels to improve collaborative processes and to share the same vision in achieving the goals of the project.
- 4) **Monitoring and Evaluation, Technical Support and Supervisions:** The monitoring and evaluations of strategies, motives, incentives, activities and results made significant contributions to refocussing the project. The MTE recommendations, in particular, were instrumental in the transfer of the project to the current executing agency. Evaluations of the technical aspects of the project are also important in re-directing and refocussing of project goals and activities. This could be done through a peer to peer evaluation process once every 3 months.
- 5) **Project Implementation:** Using local people who live in villages in each municipality and understand the culture made the implementation process much easier. The use of participatory procedures to identify problems, needs, groups, assessment of priorities and resources available were crucial to the success of the project implementation.
- 6) **Multi-agencies Involvement:** The commitment and collaborative approaches of the different agencies involved broadened the influence in policy formulation as most agencies were actively participating in the process. The multi-agencies involvement also provided a mechanism for parties to build relationships, trust and maintain a communication line. It also gave profitable feedback on how the project can implement adaptive management. The agencies also learnt how to implement adaptive management in their own field of influence.
- 8) **Long Term and Adaptive Management Approaches:** The long term perspectives and adaptive management are factors that helped all those involved to share common visions,

goal and strategies.

- 9) **Project Influences on other Conservation Efforts and on Policy:** Lessons learnt in promoting community awareness and on developing local partnerships greatly influenced the community support and the development of MPAs within a short period. Those lessons have influenced the state's conservation policies and the policies of other states.

ANNEXES

ANNEX Ia	Final Evaluation Terms of Reference
ANNEX 1b	Individuals Consulted during FTE
ANNEX II	Composite Project Framework
ANNEX III	Project Budget Plans from MTE
ANNEX IV	Revised Project Framework and Action Plan from MTE
ANNEX V	Reports Reviewed for the FTE
ANNEX IV	Model for Project Strategy

Date: 01 June 2005

Project Title:	Community Conservation and Compatible Enterprise Development on Pohnpei, FSM.
Project Number:	MIC/99/G35
Base Location:	Pohnpei, Federated States of Micronesia
Professional Service:	FINAL-TERM EVALUATION– MIC/99/G35
Working Relations/Supervisor:	Willy Kostka / Patrick Tuimaleali'ifano
Duration/Timing:	12 working days; 18 – 31 July 2005

Introduction

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives: i) to monitor and evaluate results and impacts; ii) to provide a basis for decision making on necessary amendments and improvements; iii) to promote accountability for resource use; and iii) to document, provide feedback on, and disseminate lessons learned. A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators -, or as specific time-bound exercises such as mid-term reviews, audit reports and final evaluations.

In accordance with UNDP/GEF M&E policies and procedures, all regular and medium-sized projects supported by the GEF should undergo a final evaluation upon completion of implementation. A final evaluation of a GEF-funded project (or previous phase) is required before a concept proposal for additional funding (or subsequent phases of the same project) can be considered for inclusion in a GEF work program. However, a final evaluation is not an appraisal of the follow-up phase.

Final evaluations are intended to assess the relevance, performance and success of the project. It looks at early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. It will also identify/document lessons learned and make recommendations that might improve design and implementation of other UNDP/GEF projects.

Background

The Project for Community Conservation and Compatible Enterprise Development on Pohnpei (CCCED Project) was conceived by The Nature Conservancy (TNC) and proposed to the Global Environment Facility (GEF) by the GEF national focal point for the Federated States of Micronesia (FSM), the Department of External Affairs, in December 1997. The proposal was accepted, with the United Nations Development Programme (UNDP) designated as Implementing Agency and TNC as Executing Agency. Implementation was started in May 2000 and scheduled to run until April 2003.

The first annual UNDP review meeting was held in Pohnpei in June 2001 and reported good implementation progress. This project was initially designed to have substantial global benefits

through protecting Pohnpei's biodiversity, assisting the FSM to meet its obligations under the CBD, and developing model community-based conservation strategies and methods which can be transferred to other FSM states and Pacific island countries. The specific project objectives initially were to:

1. engage local governments and all communities in conserving Pohnpei's globally significant biodiversity and disseminating innovative methodologies to other FSM states and Pacific island countries;
2. control destructive *kava* cultivation in upland forests with the highest biodiversity value through developing a "green" lowland *kava* industry and other environmentally compatible enterprises designed to reduce pressures on upland forests;
3. build the capacity of community-based organizations, Community Conservation Officers, and the Conservation Society of Pohnpei to help protect targeted upland forests and marine areas of high biodiversity value;
4. build a community-based conservation monitoring and enforcement programme to improve community resource management and related decision-making; and,
5. support the development of state and local conservation laws, policies, and financing mechanisms that promote effective, long-term, community-based conservation of the island's globally significant biodiversity.

A Mid-Term Evaluation (MTE) of the Project was carried out by an independent consultant, Peter Hunnam, in July and August 2002. It was based on reviews of Project plans and reports made available and on a mission to Pohnpei from 28 July to 8 August 2002, during which interviews were held with staff of the Executing Agency, national and State government agencies, Municipal governments, non-government organisations and community groups involved with the Project.

The MTE recommended re-focusing the Project towards properly establishing the WFR as the key strategy for conserving the ecology of Pohnpei island, and by planning and initiating priority WFR management actions that can be readily sustained in a co-management scheme. The MTE proposed a 2-year extension, As a result the management of the project was transferred to a local NGO, The Conservation Society of Pohnpei, because of its active work in managing the WFR and MPAs.

The proposed extension Project is focused on establishing effective management of the WFR, by State and Municipal administrations working with local community groups, and using a participatory process of management planning to develop the policy and regulatory framework. The project became fully operational again in January 2003 with priority programmes planned for the remaining two years to focus on surveillance patrols, enforcement of infringements against the WFR, the start of forest restoration works, and planning improved access to the reserve for recreation, tourism, education and research purposes.

Attached is the revised logical framework as proposed and approved as a result of the Mid-Term Evaluation conducted in May 2002:

Review Aims

To systematically evaluate the outcomes achieved or expected, from the various activities and outputs undertaken by the project since the Mid-Term Evaluation was conducted in May 2002 up to this point and analyze the impacts or contribution made to development changes according to country needs and GEF objectives as stated in the project document.

Objectives

The Final-Term Evaluation should assess the:

Appropriateness of Project Approach

1. Assess the overall appropriateness of the project design, methodologies, policy and procedures in achieving the stated project objectives;
2. Evaluate how, and to what extent, the stated project objectives have been met, taking into consideration the changes made as a result of the Mid-Term Review conducted in 2002;
3. Assess the scope, quality and usefulness of the project outputs produced in relation to their expected results. In the case the project outputs have been modified, assess appropriateness of such modifications;
4. Identify changes made in the original project design and evaluate if these changes were appropriate
5. Assess if the assumptions made during the project design stage were realistic.

Effectiveness and Efficiency

1. Assess how the project met the schedule and implementation timetable cited in the project document and later revisions thereof. If not, identify causes for the delays;
2. Examine if the project delivered the outputs at the budget cost and if this were done cost-effectively. In case where variances were made, identify the causes of such variances and assess adequacy of financial management;
3. Evaluate the financial management of the project, including efficiency of disbursements, expenditures on administrative and overhead charges as distinguished from that on substantive outputs;
4. Summarize the level of co-financing realized so far, both cash and in-kind, evaluate the actual co-financing level against the originally envisaged level, evaluate the need to acquire more co-financing funds, and review an efficiency of disbursement of co-financing means;
5. Identify changes in project budgets, assess the rationale of such changes, and evaluate the procedures for such changes;

Financial Stability

1. Determine the effectiveness and efficiency of the fund raising strategy and campaign and the extent to which available funding both in-kind and in cash sufficed to undertake the project;
2. Determine the sustainability of project activities and securing of funding for follow-up activities carried out by the project countries in order to sustain a regional cooperation in shared marine, coastal and adjacent freshwater resources, a management and protection of coastal and marine environment in sustainable manner, and an implementation of actions that will contribute to environmentally sustainable economic development and poverty alleviation.

Lessons Learned

1. Identify good practices and lessons learned
 - evaluate the extent to which expected outcomes of the project were achieved;
 - identify the factors contributing to this achievement;
 - assess impact of these outcomes and their contribution to development changes as per project document and GEF requirements;
 - assess forward planning and directions of the project in facets of management, implementation and evaluation since the mid-term review was conducted in May 2002.
 - Compile lessons learnt

Recommendations

Make a set of necessary recommendations required for correctional action or that will direct future options and include whether the project is meeting its objectives and strategies for resource mobilisation should the project foresee continuation beyond current project duration. Identify actions to follow-up or reinforce initial benefits from the project and draft a proposal for future directions underlying the main objective of the project.

Specific Activities:

1. Discuss project performance to date with the UNDP (CO and GEF Bangkok), based on the Mid-Term Evaluation Report, Project Implementation Reports, Quarterly Operational Reports and other relevant documents.
2. Individually consult with staff of the Project Office, State and Community stakeholders of the project.
3. Discuss with other co-financiers based on Project Financial Reports and discussions with project team and UNDP.
4. Based on the above consultations, to evaluate project impact based on achievement of outcomes with specific reference to the specific outcomes as stated in the revised project document:
 - In terms of biodiversity conservation, improved land use and linkages between project team and institutional partners;
 - In terms of development of compatible enterprises;
 - In terms of implementation of capacity building programmes with CBOs and NGOs;
 - In terms of impact on policy and legal reforms that remove barriers and support biodiversity conservation at various levels;
 - In terms of assessment of long-term resource management financing options and mechanism for support of biodiversity conservation.
5. A draft report should be shared with the Government and UNDP for comments before the completion date, and available for submission to the TPR of the project that should follow immediately.

Required Outputs

1. A succinct written review of the status of the current project discussing based on the objectives and activities of the final evaluation as mentioned above, this may include relevant maps and/or tables pertinent to the review where available.
2. The report should be delivered to UNDP, UNOPS and the Chairman of the Steering Committee of the project, not later than 01 March, 2005; in hard copy form plus disk in Word 6 or 7. Any tables should be in hard copy form plus disc in Word 6/7, Excel or Access.

ANNEX I.b INDIVIDUALS CONSULTED DURING THE EVALUATION

Adelino Lorens	Chief of Agriculture, Pohnpei State Government Board Member, Micronesia Conservation Trust
Donald David	Director, Marine Resources
John Mark Edgar	Chief Ranger Police Officer, U Municipal Government
Steve Joseph	Assistant Chief Minister, U Municipal Government
Steve Joseph	Chief Minister, U Municipal Office
Bradley Philip	Marine Programme, CSP
Marcano Imar	Lowland Sakau Assistant, CSP
Herson Anson	Head, Forest and Marine Conservation
Sailas Henry	Chairperson, Resource and Development Committee, Pohnpei State Legislature
Ahser Edward	College of Micronesia (CoM)
John Mooteb	Deputy Assistant Secretary, Dept. of Economic Affairs, FSM National Government
Benjamin Chen	Peace Corps Volunteer, CSP
Valentine Santiago	Community Conservation Coordinator, CCCED Project
Konrad	Secretariat Pacific Community, Sub-Region Office, FSM
Nick Donre	Education Officer, CSP
Okean Ehmes	UNOS
Susi	Coordinator, Micronesia Leaders in Island Conservation
Petrack Ringlen	Meninkeder Lapalap, Madolenihmw Municipal Office
Meileene Albert	Office Manager, CSP
Mereseini Seniloli	Secretariat Pacific Community, Sub-regional Office, FSM
Tevita Salato	Pohnpei Visitor's Bureau
Lucille Apis	Partnerships Coordinator, TNC, FSM
Willy Kostka	CCCED Project Manager, Executive Director, CSP
Wendolin Roseo Marquez	Terrestrial Program Manager, CSP
Youser Anson	Director, Department of Land and Natural Resources, Pohnpei State Government

ANNEX II: COMPOSITE PROJECT FRAMEWORK

Objectives	Outputs (from Logical Framework)	Indicators (from Project Summary and Annual Project Reports)
Goal: to ensure long-term conservation of Pohnpei's globally significant terrestrial and marine biodiversity		
Development Objective: to develop and implement an innovative model for community-based biodiversity conservation based on Pohnpei's Watershed Management Strategy		
Component 1: <i>Support Community-based Resource Planning and Management</i>		
(Immediate) Objective 1: Engage local governments and all communities in conserving Pohnpei's globally significant biodiversity and disseminating innovative methodologies to other FSM states and Pacific island countries	Output 1.1: Community Plans in all Pohnpei communities... Output 1.2: Document and disseminate model... Output 1.3: Community-managed conservation areas... Output 1.4: Biodiversity conservation research... Output 1.5: Establishment of municipal nurseries... Output 1.6: Involvement of women and youth in conservation...	Indicator 1: Pohnpei's globally significant forest and marine resources protected (10 protected areas established by 4/03) Indicator 2: Effective community-based resource management established in Pohnpei, and adoption of methodology begun in other FSM states and Pacific island countries (10 municipal visioning plans completed and implementation begun by 4/03) Indicator 3: Community-based conservation areas established and support for other community initiatives strengthened (Community-based management system implemented in three Pohnpei municipalities by 4/03)
Component 2: <i>Promote Alternatives to Unsustainable Kava Cultivation</i>		
(Immediate) Objective 2.	Output 2.1:	Indicator 4:

Objectives	Outputs (from Logical Framework)	Indicators (from Project Summary and Annual Project Reports)
Control destructive <i>kava</i> cultivation in upland forests with the highest biodiversity value through developing a “green” lowland <i>kava</i> industry and other environmentally compatible enterprises designed to reduce pressures on upland forests	Public awareness campaign... Output 2.2: Community nursery programme to increase lowland commercial crops including <i>kava</i> ... Output 2.3: Development of other compatible enterprises in local communities	Sustainable lowland <i>kava</i> industry established, and development of other compatible forest and marine enterprises begun (Forest clearing reduced by 50% and lowland sakau makes up 50% of the commercial market by 4/03)
Component 3: <i>Build Local Leadership Capacity for Conservation and Sustainable Development</i>		
(Immediate) Objective 3. Build the capacity of community-based organizations, Community Conservation Officers, and the Conservation Society of Pohnpei to help protect upland forests and marine areas of high biodiversity value	Output 3.1: Community, Municipal and State Resource Management Committees around the island... Output 3.2: Capacity building of the Conservation Society of Pohnpei (CSP)...	Indicator 5: Local capacity of community-based organizations and NGOs increased for resource management and compatible enterprise development (CSP taking lead role in Pohnpei resource conservation by 4/03)
Component 4: <i>Develop and Implement a Community-Based Monitoring and Enforcement Programme</i>		
(Immediate) Objective 4. Build a community-based conservation monitoring and enforcement programme to improve community resource management and related decision-making	Output 4.1: With CRMCs and CCOs, implement forest clearing monitoring programme... Output 4.2: With CSP, implement a sustainable indicators monitoring programme...	Indicator 6: Monitoring and enforcement programmes conducted by local communities and data used by decision-makers (Island-wide forest clearing monitoring institutionalized and affecting policy by 4/03)
Component 5. <i>Develop Conservation Policy, Legislation, and Financing Mechanisms</i>		
(Immediate) Objective 5. Support the development of state and local	Output 5.1: Legislation and policy support for community-based	Indicator 7: Community-based resource management

Objectives	Outputs (from Logical Framework)	Indicators (from Project Summary and Annual Project Reports)
conservation laws, policies, and financing mechanisms that promote effective, long-term, community-based conservation of the island's globally significant biodiversity	management of public lands and waters and appropriate, sustainable foreign investment... Output 5.2: Development of trust fund and other sources of sustainable funding for natural resource management...	legislation and policies formulated and adoption begun by national and state governments (Laws supporting community-based resource management passed in three municipalities and at State level by 4/03) Indicator 8: Long-term conservation financing mechanisms established (Micronesia Conservation Trust partially funded and operational by 4/03)

ANNEX III: RECOMMENDED PROJECT BUDGET ESTIMATES

OUTPUTS		COSTS	Budget	
Establishment of WFR Management			(US\$)	
1.1	Coordination activities by inter-agency Project Task Force	communications, meetings, local travel		* 1
1.2	State and Municipality Conservation Programmes	Municipal Conservation Coordinators - wages and operating costs (5 for 2 years)	80,000	
		State Conservation Coordinator - wages		* 2
		State Conservation Coordinator – office and operating costs for 2 years	8,000	
1.3	Completion of WFR boundary survey, marking, signage			*
1.4	Completion of 2002 vegetation mapping, analysis, reporting			2 *
				3
1.5	Reporting and publicity		4,000	
1.6	Management Planning	Management planning specialist – wages and operating costs for 2 years	24,000	
1.7	Development of supportive legislation	Legal advisor – part-time wages and operating costs for 2 years	7,000	
Implementation of WFR Management				
1.8	Community Conservation scheme	Office and administration costs of MCCs and local CCO groups – 50% contribution for 2 years	15,000	
		Field training exercises for WFR co-management	20,000	
1.9	Surveillance	Field allowances for CCOs on patrol	10,000	
1.10	Enforcement programme			
1.11	Restoration programme	Forest restoration planning advice – part-time over 2 years		* 2
		Equipment for nurseries and restoration demonstration sites	10,000	
1.12	Access and infrastructure programme	Initial equipment for access work	10,000	

1.13 Monitoring programme

Field allowances for CCOs (included with 1.9)

1.14 Evaluation and publicity of Grow Low
Sakau project

Project Management	
Project director – part-time salary for 2 years	24,000
Project office administration, tele-communications, reporting, local travel - part-time for 2 years	8,000
Total	220,000

*1 *costs to be met by PRMC member agencies and organisations*

*2 *costs to be met by State Government (Lands/ Forest & Marine Conservation)*

*3 *costs pre-paid by the Project*

ANNEX IV

REVISED PROJECT FRAMEWORK AND ACTION PLAN FROM MTE

<u>COMPONENTS and Planned Outputs</u>	<u>Output Indicator</u>	<u>Action Plan</u>	
ESTABLISHMENT OF MANAGEMENT OF THE WATERSHED FOREST RESERVE		Actor	Action
1.1 Inter-governmental Task Force undertaking joint coordinated programme of actions directed by PRMC	<ul style="list-style-type: none"> ▪ notice designating Task Force, membership and ToR ▪ quarterly reports from Task Force to PRMC 	PRMC Task Force	<ul style="list-style-type: none"> ▪ appointment of 1 State and 5 Municipal Conservation Coordinators and designation as Task Force members ▪ quarterly activities; compilation of reports
1.2 Conservation Coordinators active in each Municipality and at State level	<ul style="list-style-type: none"> ▪ draft model ToR for MCCs and SCC ▪ notice of appointment of an MCC/ SCC by each administration ▪ approval of MCC/ SCC 3-Yr Rolling Work Programmes by each administration 	Project staff Project manager Municipalities, Project staff, MCCs	<ul style="list-style-type: none"> ▪ model ToR drafted and discussed with each Municipality ▪ disbursement of Project funds for MCC appointments for the first 2 years ▪ appointment and induction of 5 MCCs; preparation of 3-Yr Rolling Work Programme
1.3 Completion of boundary survey, marking and signage	<ul style="list-style-type: none"> ▪ permanent boundary pegs and public signage installed 	State legislature Lands Department Contract surveyor	<ul style="list-style-type: none"> ▪ allocation of funds for survey and signage to Department of Lands ▪ issue contract to surveyor; produce permanent signs ▪ survey and mark boundary; designate boundary on new aerial photography and maps
1.4 Completion of 2002 aerial photography, vegetation	<ul style="list-style-type: none"> ▪ contract and specifications ▪ portfolio of annotated maps and 	Project manager	<ul style="list-style-type: none"> ▪ issue contract; confirm specifications with company

<u>COMPONENTS and Planned Outputs</u>		<u>Output Indicator</u>	<u>Action Plan</u>	
mapping and analysis	<ul style="list-style-type: none"> photographs; multiple copies registered with appropriate authorities ▪ vegetation database and 2002 status report ▪ written specifications for future survey programme 	Contract company	<ul style="list-style-type: none"> ▪ Complete photography and ground survey ▪ preparation and interpretation of maps ▪ vegetation analysis and report preparation ▪ develop specifications for future surveys 	
1.5 Publicity of WFR boundary establishment completion and of 2002 aerial photography and mapping	<ul style="list-style-type: none"> ▪ feature articles in local newspapers ▪ public release of 2002 status report ▪ public exhibition of aerial photographs 	Task Force	<ul style="list-style-type: none"> ▪ organisation of articles, exhibition and public release 	
1.6 Management Plans for the WFR designated upland and mangrove forests	<ul style="list-style-type: none"> ▪ quarterly reports by management planner to Task Force ▪ public exhibition of Management Plans ▪ formal notice of adoption of Management Plans as policy by local and State legislatures 	<p>Task Force Project staff</p> <p>Project management planner and agency staff</p> <p>5 Municipalities and Pohnpei State</p>	<ul style="list-style-type: none"> ▪ appointment/ secondment of management planning specialist to work with local administrations and State agencies ▪ development of Management Plans, providing for co-management, sharing of responsibilities and costs ▪ endorsement of plans by legislatures 	

<u>COMPONENTS and Planned Outputs</u>		<u>Output Indicator</u>	<u>Action Plan</u>	
1.7	Development of legislation supportive of the WFRMPs by each legislature	<ul style="list-style-type: none"> ▪ draft package of model bye-laws and regulations for each legislature to bring the WFR into effective operation ▪ formal passage of legislation by each legislature 	5 Municipalities and Pohnpei State Legal advisor	<ul style="list-style-type: none"> ▪ appointment/ secondment of a State government legal advisor to work directly with the Municipalities and State agencies ▪ development and discussion of draft package with each administration ▪ adoption and passage of legislation
IMPLEMENTATION OF WFR MANAGEMENT PROGRAMMES			Actor	Action Plan
1.8	Community Conservation scheme	<ul style="list-style-type: none"> ▪ Project advice on development of the CCO scheme ▪ CCO training from the Project for WFR co-management activities 	MCCs and CCOs Project staff	<ul style="list-style-type: none"> ▪ preparation of annual work plans on WFR management by each CCO Group ▪ allocation of Project funds to CCO work on WFR management
1.9	Joint WFR surveillance patrols	<ul style="list-style-type: none"> ▪ quarterly record of all patrols carried out; compiled by the 5 Municipal Coordinators (MCCs) 	SCC (Lands Department), MCCs, CCOs	<ul style="list-style-type: none"> ▪ draw up patrol schedule and methodology for survey, recording and follow-up actions ▪ conduct patrols
1.10	Enforcement programme	<ul style="list-style-type: none"> ▪ formal records of infringements, warnings issued, prosecution actions ▪ annual public report on the WFR, including state of infringements and enforcement 	SCC, Attorney General's Office	<ul style="list-style-type: none"> ▪ development of procedures for formal warnings and training of designated officers ▪ agreement on enforcement protocol between State and Municipal authorities ▪ implementation of enforcement programme

<u>COMPONENTS and Planned Outputs</u>		<u>Output Indicator</u>	<u>Action Plan</u>	
1.11	Forest and stream restoration programme	<ul style="list-style-type: none"> ▪ restoration plan and procedures manual ▪ annual public report on the WFR, including state of degradation and restoration 	MCCs CCOs SCC Project consultant	<ul style="list-style-type: none"> ▪ development of restoration plan and procedures, approval by PRMC and Lands Department ▪ establishment of nurseries and restoration demonstration site(s) ▪ implementation of restoration programme, monitoring and evaluation
1.12	WFR Access and infrastructure programme	<ul style="list-style-type: none"> ▪ access and infrastructure development plan ▪ State and Municipal budget allocations ▪ access and site constructions 	Management planner, SCC and MCCs State and Municipal administrations	<ul style="list-style-type: none"> ▪ development and approval of access and infrastructure development plan ▪ allocation of State and Municipal funding for access and infrastructure programme
1.13	WFR Monitoring programme	<ul style="list-style-type: none"> ▪ annual public report on the WFR, including state of the ecology and environment, and performance of management programmes ▪ monitoring plots and sampling stations ▪ 5-year survey, analysis and status report 	PCC and MCCs State and Municipal administrations	<ul style="list-style-type: none"> ▪ design of participatory system for monitoring ▪ establishment of fixed plots and stations ▪ inclusion of 5-yearly state of environment survey & reporting into the FSM NBSAP; allocation of budget
1.14	Evaluation and publicity of results and impacts of Grow Low Sakau project	<ul style="list-style-type: none"> ▪ Project assistance to the GLS project on evaluation and publicity 	Project manager	<ul style="list-style-type: none"> ▪ liaison and support; data collation and analysis

ANNEX V Reports Reviewed for the FTE		
1993	SPREP	FSM Nationwide Environmental Management Strategies
1996	TNC	Pohnpei's Watershed Management Strategy 1996-2000: Building a Sustainable and Prosperous Future
1996	Gallen, Jane	Pohnpei, an EcoTourist's Delight
1997	Chatterton, Paul	Report on Community Conservation Officer Training in Community Planning Monitoring, Pohnpei Watershed Management Program
1997	UNDP-GEF	CCCED Project Document and Budget
2003	CSP	CCCED Project Quarterly Reports
2004	CSP	CCCED Project Quarterly Reports
2005	CSP	CCCED Project Quarterly Reports
2003-2005	CSP	CCCED Project Quarterly Financial Statements
2001	Alice Malepeai	Pohnpei State Compatible Economic Development Assessment
May 2001	FSM	FSM 1 st Report to the Convention on Biological Diversity
2002	UNDP	South Pacific Biodiversity Conservation Programme: Terminal Evaluation Report
2002	TNC	Micronesia Leaders in Island Conservation
2002	FSM, UNDP	FSM National Biodiversity Strategy and Action Plan
May 2002	FSM	FSM 2 nd Report to the Convention on Biological Diversity
August 2002	UNDP	CCCED Mid Term Evaluation Report
August 2005	ADB	FSM Country Environmental Analysis
January- March, 2003	CSP	Quarterly Workplan
April, 2003	Univ. of Michigan	MSc Thesis-Watershed Management on Pohnpei: Lessons for Enhanced Collaboration- C.S.Ogura
May, 2003	CSP	CCCED Project APR CCCED Project PIR
April-June, 2003	CSP	Quarterly Workplan
July-September, 2003	CSP	Quarterly Workplan
September-December, 2003	CSP	Quarterly Workplan
January-March, 2004	CSP	Quarterly Workplan
April-June, 2004	CSP	Quarterly Workplan
August-September, 2004	CSP	Quarterly Workplan
September-December, 2004	CSP	Quarterly Workplan
January-March, 2005	CSP	Quarterly Workplan

ANNEX VI: Model of project Strategy Showing LinkageStrength (S) and Weaknesses (S).

