TERMINAL EVALUATION REPORT

of the

UNDP-GEF- Government of China Project

"Wetland Biodiversity Conservation and Sustainable Use in China"

Final Version

Prepared by

Charles Vanpraet
International Consultant

Dr. Xiubo Yu
National Consultant

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TABLE OF CONTENTS

ACRONYMS AND ABBREVIATIONS USED

AA	Administrative Assistant
AO	Administrative Officer/Translator
ADB	Asian Development Bank
AFIP	Academy of Forest Inventory and Planning, State Forestry Administration
APR/PIR	UNDP Annual Project Report/ UNDP-GEF Project Implementation Review
AWP	Annual Work Plan
CAS	Chinese Academy of Sciences
CCF	Country Cooperation Framework
CCICED	China Council for International Cooperation on Environment and Development
CP	Country Programme
CTA	Chief Technical Adviser
DNPD	Deputy National Project Director
EA	Executing Agency
EEMPC	Environmental Education Media Project for China
EIA	Environmental Impact Assessment
EU	European Union
EPNRCC	Environment Protection and Natural Resources Conservation Committee
GEF	Global Environment Facility
GEFWPO	GEF Wetland Project Office
GIS	Geographical Information System
GOC	Government of China
HPWMLG	Heilongjiang Provincial Wetland Management Liaison Group
IR	Inception Report
IUCN	The World Conservation Union
MEP	Ministry of Environment Protection
MLR	Ministry of Land Resources
MOA	Ministry of Agriculture
MOF	Ministry of Finance
MTE	Mid-term Evaluation
MWR	Ministry of Water Resources
NDRC	National Development and Reform Commission
NEX	National Execution
NNR	National Nature Reserve
NPD	National Project Director
NPC	National People's Congress
NR	Nature Reserve
OC	Outcome Coordinator
PAS	Protected area system
PIR	Project Implementation Review
PPC	Provincial Project Coordinator
PRC	People’s Republic of China
PSC	Project Steering Committee
SEPA	State Environmental Protection Agency
SFA	State Forestry Administration
SOA	State Ocean Administration
TA	Technical Assistance
TAG	Technical Advisory Group
TOR	Terms of Reference
TPR	Tripartite Review
TTR	Terminal Tripartite Review
UNDP	United Nations Development Programme
UNDP CO	United Nations Development Programme Country Office (China)

UNDP-GEF	United Nations Development Programme Global Environment Facility
RCU	Regional Coordination Unit, Bangkok
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNOPS	United Nations Office of Project Services
WI	Wetlands International
WMA	Wetlands Management Authority
WTO	World Trade Organization
WWF	World Wide Fund for Nature

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Charles Vanpraet
International Consultant

Xiubo Yu
National Consultant

EXECUTIVE SUMMARY

The project began in 1999, originally designed as a five-year project with funding from GEF (US$ 11.7 m), the Government of China (GOC) co-financing (US$ equivalent 20.3 m), and the Australian Agency for International Development (Aus$3.4 million). The latter withdrew their funding in 2004.
The mid-term evaluation (MTE), held in late 2002, concluded that the project was not producing the expected impacts, and proposed *inter alia* detailed changes in the work programme, shifting the emphasis away from nature reserves to the wider landscape level, and urged that project management be strengthened, linked more effectively with government programmes on wetlands and delegated as far as possible to the project sites and provinces.

The Project restarted officially in July 2005 and had an original duration of 28 months; later it was extended by one year, ending in December 2008.
The total GEF input amounted to 5,348,973.53 US$, the contribution of the Government of China amounted to 9,858,200 US$, totaling 15,207,173.53 US$.

The long term goal of the project was: To secure the conservation of globally significant wetland biodiversity in China.
The project objective (purpose) was: To establish wetland biodiversity conservation as a routine consideration in national, provincial and local government decision making and action.

To achieve this objective, four outcomes had been defined. The first and second outcome aimed at enhancing wetland biodiversity conservation as a routine consideration in government decision making respectively at national and provincial level.
The third outcome comprised 7 sites to demonstrate how wetland biodiversity conservation is to be taken into account in decision making and action at the local government levels.

A crosscutting forth outcome dealt with improved processes of monitoring and evaluation, as well as the collection, analysis, use and sharing of information, knowledge and experience in wetland biodiversity conservation.

This Terminal Evaluation is to provide a comprehensive and systematic account of project performance (July 2005-December 2008) by assessing the project design, the process of implementation and its results vis-à-vis the project objectives endorsed by GEF.

The Evaluation Team was guided by terms of reference of the Mission, as well as on the GEF Guidelines for Implementing and Executing Agencies to Conduct Terminal Evaluations. The approach of the Mission was participatory, collecting opinions and information during meetings, discussions with the UNDP CO China, the Central and Local Governments, the PMOs at central and provincial levels, as well as other stakeholders and partners at all levels. A desk review of relevant documents and websites as also carried out.

The project concept was found to be basically sound but the project document lacked precision and definition. “Improved wetland management” is a very vague description of an expected output, for the same reason “a monitoring system” lacks definition, especially in an environment where a multitude of agencies, NGO’s and academic organisations are/have been operating for a very long time (e.g. Ruoergai plateau, Dongting Lake, Sanjiang wetlands).

The inception phase which should have taken care of these weaknesses by analysing “who is to do what”, and defining the relevant indicators and benchmarks, did not fully avail of this opportunity and thus the mandatory Inception Report was not produced.

In part due to the above, and possible other reasons, the project appeared, to some extent, to have been means driven, rather than achievements driven.

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From a management and backstopping point of view also, the project was geographically very dispersed; from an ecosystem point of view very diverse (tidal mudflats, high elevation peat bogs, open wetlands, lakes). In addition, some of these systems (e.g. Ruoergai peat bogs) are extremely complex from an anthropological, social and economic point of view; solutions for one system can not necessarily be applied in other systems.

The project suffered a credibility loss as a result of its suspension in 2002, and a loss of momentum and continuity due to the 3 years suspension between the two phases. To cite only one example: the seven wetland nature reserve management plans formulated during the first phase of the project, and several additional wetland natural reserve management plans prepared by an NGO at practically the same time, were not followed up, giving the project a lower level of optimisation of its resources, reducing its effectiveness and efficiency.

For China, like for many other countries, the concept of wetland and biodiversity conservation is relatively new. Aiming at setting up relevant and adequate legislation and institutional frameworks at all levels is seen by the Mission as very an ambitious target to be achieved within 40 months, let alone the 28 months original duration of the project (July 2005-October 2007).

In the absence of a well developed M&E system, and given the complexity of the project, a Technical Advisory Group was contracted. This group carried out a number of monitoring missions, and based on the analyses of the reports as well as on feed back from the various levels, the TAG did an outstanding job. During its first missions, the group went far beyond the terms of its assignment to assist in making recommendations to improve the administrative and financial set up and mechanisms of the project.

Given the absence of adequate baseline information, of clear benchmarks and indicators, final rating of the project's achievements, effectiveness and efficiency was not always easy. The TE Team however realises that the very nature of the expected project outcomes makes the identification of sound objectively verifiable indicators extremely difficult.

Despite this somewhat bleak background, the TE Team felt that the project made very important achievements at the Central, the Provincial and the local levels of the administration.
Impressive information/data bases were set up, monitoring systems improved or put in place, information made available at all levels, and a mechanism of policy dialogue and cooperation enhanced. Many staff at all levels were given opportunities for specialised training or for study tours, national and international. The Project also contributed in a general way to enhance policy, legal and institutional frameworks at all levels, in particular at the National and Provincial levels.

More work and support will be needed, as the task is enormous and complex. However a good momentum has been achieved at all levels. The Team hopes that this momentum can be maintained, and that additional resources will be identified to help build on the achievements of this and other projects.

Some recommendations and observations are provided in Chapter 6, to guide and help those who will be involved in the preparation of new projects, for the good of the sustainable and sound management of the wetlands in China and elsewhere.

In conclusion, the Team rated the relevance of the project as highly satisfactory, the unclear definition of the outputs, and the delays in the project implementation, among other factors, rendered the rating for project as effectiveness and efficiency satisfactory. The TE Team rated the project sustainability level as likely.
Ratings of outcomes and sub outcomes are stated in chapter 5.

Based on the review of the project documentation, interviews with key stakeholders at various levels, and analysis of the information collected, the TE Team retained as major lesson learned, that the design of projects involving the achievement of critical milestones such as new approaches (mainstreaming), laws, regulations and institutions, should better take into

account the time needed for the political process to go through. This process should also be fully part of the logic of the project intervention and allow the project to pause until its achievement is met. Often, the remaining part of the project will depend greatly of this critical milestone (new approach instituted, new piece of legislation adopted, new institution created) and the decision to continue with the implementation of the project without waiting for this critical milestone is not a good project management practice, searching “good value for money”.

1. INTRODUCTION

1.1. Background

Wetlands are extremely productive habitats that support a great range of biodiversity, provide valuable ecological benefits in terms of flood storage and shoreline protection, pollution assimilation, climate control, groundwater recharge and river base flow maintenance, as well as opportunities for recreation and aesthetic appreciation.

The Government of China recognizes these benefits and has acted to protect wetlands from the effects of fast economic development that is in some places outrunning environmental controls and proceeding in the face of negative environmental assessments. Circular No 50 (2004) of the State Council General Office to the People's Governments of the Provinces, Autonomous Regions and Municipalities, and the Ministries, Commissions and Departments directly under the State Council, emphasizes the importance of wetland conservation and lays out various actions and approaches to be taken to strengthen wetland management, including changes in legislation, policy and funding mechanisms, and establishment of a wetland conservation management system that is implemented by different agencies in an integrated and coordinated manner.

Without proper regulation of industry the wetlands of China will continue to deteriorate. Government at the highest level has called attention to this, and has intervened in some cases to postpone or halt development projects in the interests of long term sustainability and is promoting limitation of public aspirations to "comfortable" or "well off" lifestyles in an effort to decrease the rush towards extravagant ones.

As the government follows through with measures on policy and institutional coordination the project will provide technical support for the full range of agencies with impacts on wetlands to ensure that wetland biodiversity considerations are included routinely in decision making and action. Good decision making requires accurate data analysed well and shared with all partners. A well informed public can contribute to decision making through coherent debate and holding government accountable for implementation of policy. Many of the problems faced by local natural resource managers stem from flaws in policy and coordination in parent institutions at the state level, as described above for protected areas for example. Through its activities the project was expected to enhance vertical exchange of ideas and experience as well as horizontal coordination between agencies at each administrative level.

The project was designed to work at the national level in Beijing, at the provincial level in Heilongjiang, and at the municipal and county levels, including nature reserves, at four wetland demonstration sites. At each level the project was to provide support to strengthen wetland information systems and the sharing of data between relevant organizations; to ensure that legislation conforms to basic criteria on wetland biodiversity conservation, to improve wetland management practices locally, to publicize the values of wetland biodiversity, the ecological services that wetlands provide and details of development decisions affecting wetlands, to raise the capacity of government officials to make sound decisions, to use the results of the project at other administrative levels and to disseminate the results nationwide. Through bringing agencies together for consultation and sharing of information according to the directions of the State Council Circular the project was to start to break down some of the institutional barriers to coordination that currently hinder progress on wetland biodiversity conservation, indeed on environmental conservation in general. The scope of the project was to extend to decision making on the new Nature Reserve Law and the possible introduction of a new system of objective based protected area categories. It is through such changes that progress was to be made on lifting some of the funding and jurisdictional constraints under which protected area managers operate and which limit their powers in protecting wetland biodiversity.

1.2. Objectives of the evaluation

The overall purpose of this evaluation is to measure how successful the implementation of the project has been, what impacts it has generated, if the project benefits will be sustainable in the long term and what the lessons learnt are for future interventions in the country, region and other parts of the globe where UNDP-GEF provides an assistance.

Specifically, the present terminal evaluation has the following objectives:

- Analyse and evaluate effectiveness of the results and impacts that the project has been able to achieve against the objective, targets and indicators stated in the project document;;
- Assess effectiveness of the work and processes undertaken by the project as well as the performance of all the partners involved in the project implementation;
- Provide feedback and recommendation for subsequent decision making and necessary steps that need to be taken by the national stakeholders in order to ensure sustainability of the project's outcomes/results;
- Reflect on the effectiveness of the available resources use; and
- Document and provide feedback on lessons learned and best practices generated by the project during its implementation.

The project had a MTR in 2002, as a direct result, the project was put on hold and reformulated. The follow up phase started in June 2005, originally for duration of 28 months, later extended to 40 months. The project came to an end in December 2008.

This terminal evaluation deals with the follow up project, sometimes called "second phase", or "project revision", implemented from July 2005 to December 2008. The project number remains CPR/98/32.

1.3. Methodology

Overall guidance on GEF terminal evaluation methodologies is provided by the "Guidelines for Implementing and Executing Agencies to Conduct Terminal Evaluations".

The Evaluation Team based their approach on this guiding document together with the TORs, consultation with UNDP in Beijing, as well as on the experience of the Team Members.

This has been a participatory evaluation, as required by the TORs, and opinions and information were obtained through the following activities:

- Desk review of relevant documents and websites;
- Discussions with UNDP Beijing and senior project management;
- Consultations with Central, Provincial and Local Governments and other stakeholders and partners;
- Visit all project sites, and discussions with project personnel, stakeholders and officials, community members and other beneficiaries

1.4. **Activities**

The Mission Team undertook the following activities;

- Discussions with UNDP Beijing;

- Discussions with the main members of the PMO, the NPD, the DNPD, and the PC in Beijing;
- Discussions with important stakeholders, Ministry of Environment Protection, Ministry of Water Resources,
- Visit provincial officials related to the project as well as the Provincial PMOs; in all provinces that had project activities;
- Visit and discuss with local relevant governments;
- Visit the project sites.
- Visit Wetlands International China, who provided inputs into the TAG Missions

A detailed programme of the activities of the Mission is attached to this report as Annex 1.

1.5. Documents reviewed and consulted

The mission reviewed a large number of documents related to the project, including:

- A considerable number of technical reports;
- All TAG mission reports;
- The final draft of the Project Completion Report;
- The MTR Report;
- The Project Document and all its annexes;
- Publications

1.6. Limitations and constraints of the Mission

The findings and conclusions in this report rely primarily on a desk review of project documentation, a field mission to 7 project sites as well as extensive discussions at central level, at provincial level, local government level and project sites. Some of the sites ere very large, and it was difficult to deviate from the planned itineraries and activities, due to the time constraints.

The Mission Team assessed whether the project met its objectives, as laid down in the prodoc, and whether the project initiatives are, or are likely to be, sustainable after completion of the project. The very nature of the project, which focuses on capacity building, on bringing about legal frameworks, on mainstreaming wetland biodiversity conservation, makes it extremely difficult to measure, and to express in concrete digital terms the level of such achievements.

It also alsocollates and analyses lessons learned and best practices obtained during the implementation of the project which could be further taken into consideration during the development and implementation of other similar GEF projects in China and elsewhere in the world.

2. THE PROJECT AND ITS DEVELOPMENT CONTEXT

2.1. Origin of the project

The original project brief was approved by GEF Council in December 1998.. The project began in December 1999. Originally designed as a five year project it was extended to six years following a decision made at the first Tripartite Review meeting in 2001. Funding for the original project was provided by The Global Environment Facility (GEF) (US$ 11.7 m), Government of China (GOC) co-financing (US$ equivalent 20.3 m), and Australian Agency for International Development (Aus$3.4 million). Only a small part of the AusAID funds were spent, and AusAID withdrew their remaining funds in 2004.

The redesigned project (see 3.1.) started in July 2005 with a duration of 28 months. The project was later extended by 14 months, and was officially closed on December 2008.

2.2. Project funding

This project constitutes the resumption, under a Project Revision Document, of the original project that was launched in 2000 and suspended in 2002.
The original project had a GEF input of 11,689,000 US$, a AusAID input of 2,592,000 US$, and a Government of China input of 20,297,324 US$, totalling 34,578,000 US$.

The residual GEF funds of the 2000-2002 phase amounted to 5,348,973.53 US$, which is the GEF input into the project that is the subject of this terminal evaluation.
The input of the Government of China into this project is 9,858,200 US$, making up a total project budget of 15,207,173.53 US$.
Annex 3 provides a breakdown of the budget per budget line.

Of the total project budget, UNOPS managed 2,946,992.34 US$; (international consultants and contractual services-individuals), all other funds (8,429,226.39 US$) were managed, following NEX procedures, by the GEFWPMO and five Provincial Project Management Offices.

The total in-kind contribution of the Government of China amounted to 33,489,304. US$, of which 2,120,020 covering salaries and welfare charges for staff participating in the project, 26,252,993 US$ for nature reserve operation and management, 2,609,080 for facilities and equipment, 1,362,494 for travel, and 1,144,718 for miscellaneous expenses.

2.3. Projects objectives and outcomes

The project falls under the second of the four GEF Strategic Priorities in Biodiversity:
Mainstreaming Biodiversity in Production Landscapes and Sectors

Based on the condensed institutional and legislation background information contained in 1.1., the long term goal was defined as:

To secure the conservation of globally significant wetland biodiversity in China.

The project objective, to be achieved within the duration of the project, was:

To establish wetland biodiversity conservation as a routine consideration in national, provincial and local government decision making and action.

In order to achieve this objective the project was expected to work on improvements in the collection, analysis and use of data, the development, acceptance and use of wetland biodiversity conservation criteria for policy and decision making and action in all sectors, and the involvement of the public in wetland biodiversity conservation through improving their access to information. To achieve this goal, 4 outcomes had been identified.

Outcome A (with national scope) was;

Wetland biodiversity conservation is a routine consideration in government decision making and action at national level

Outcome B (with provincial scope, Heilongjiang Province) was:

Government agencies in Heilongjiang province routinely consider wetland biodiversity conservation in decision making and action;

Outcome C : *Government agencies at local levels take into account wetland biodiversity conservation in decision making and action at four wetland demonstration sites;*

These sites, with high global biodiversity importance are: the Sanjiang Plains (3 sub-sites) of north-eastern Heilongjiang, the high altitude peat bogs of the Ruoergai Plateau (2 sub-sites) spanning the Sichuan-Gansu border, Dongting Lake in the Yangtze river basin in Hunan, and the Yancheng coastal marshes and inter-tidal flats of Jiangsu (2 sub-sites).

Outcome D was:

Improved processes of monitoring and evaluation, and collection, analysis, use and sharing of information, knowledge and experience in wetland biodiversity conservation;

Is a cross cutting outcome, dealing with the collection, the analyses and interpretation of data, information and knowledge in wetland biodiversity conservation.

In the project, wetland biodiversity conservation was expected to be linked closely with the protection of ecological services of wetlands and ways in which such services provide local, regional and national economic benefits. The emphasis was on provision of sound technical advice, capacity development, through carefully targeted on-the-job training wherever possible, the improvement of data collection and management, and best practices in dissemination of results from demonstrations.

Work on policy framework and legislation at the centre in each of the major sectoral agencies with influences on wetlands was to lay the foundation for development of good wetland governance in the field that will safeguard wetland biodiversity.

Apart from basic assumptions about the standards of project management and the recruitment of good experts, there were a number of more fundamental assumptions, including 1) that the knowledge and experience gained and disseminated during project implementation will be used to replicate throughout China the results achieved at the demonstration province and sites, 2) that relevant government agencies establish and maintain effective collaboration, and 3) that wetland biodiversity conservation remains a priority of the Government of China.

2.4. Main stakeholders and partners

The project was to involve stakeholders in project planning and implementation, and was to emphasize inter-agency coordination and cooperation on policy and policy implementation and to explore mechanisms for more incentive based conservation measures. .

The project was based in the State Forestry Administration and was to work closely with the Wetlands Division (which later became the Wetlands Conservation and Management Centre) of the Department of Wildlife and Plant Conservation, the Department of International Cooperation, and the Academy of Forest Inventory and Planning (AFIP), which is the project implementation agency.

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Work of the project required consultations with various government agencies, and this at three levels: central, provincial and local (county and municipality/prefecture).

At the central level the Ministry of Water Resources (MWR), the Ministry of Agriculture (MOA), including the Department of Fisheries, the State Ocean Administration (SOA), the Ministry of Environment Protection and the EPNRCC of the National People's Congress were seen as vital partners in the project's work towards an ecosystem approach to wetland management. They were represented at the Director General level or above on the Project Steering Committee.

The project also worked with other sectoral agencies, Ministry of Land and Resources (MLR), the Ministry of Construction (MOC) and the Ministry of Communication.

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The project was expected to work on laws and regulations with the Legislative Office of the State Council and the Environment Protection and Natural Resources Conservation Committee (EPNRCC) of the National People's Congress (NPC).

There was a similarly wide range of agencies involved in the project at provincial and municipal/prefectural and county levels.

The project already had well established links with the Ministry of Environment Protection and the Ministry of Agriculture since phase 1 of the project, regarding management of individual nature reserves that fall under the remit of those agencies (Honghe NNR, Yancheng NNR).

County and prefecture governments had been consulted at project planning meetings at all levels and formal agreements with relevant agencies were expected to be drawn up during the three month inception period. Allocation of specific responsibilities was also expected to be done during the inception period.

The project worked with other relevant organizations, such as the Jiansanjiang State Farm, the Yancheng Salt Bureau, the East Dongting Lake Management Bureau, including the Reed Management Bureau, the Jiangsu Province Mudflat Development Bureau. Various research institutes of the Chinese Academy of Sciences and some provincial universities and other places of learning, education and research were also involved as required. The aims were first to collect data and second to demonstrate the use of data in policy development.

The project was to operate a website, and was expected to be proactive in seeking media outlets for publicizing results, descriptions of activity, discussions of the important problems and possible solutions in policy and practices that affect wetlands and protected areas. Television, radio and print media were also to be involved at international, national, provincial, municipal and county levels.

3. FINDINGS : PROJECT REVISION AND DESIGN

3.1. The Mid Term Review

The mid-term evaluation (MTE), held in late 2002, concluded that the project was not producing the expected impacts, and identified several problems, including poor original design, management deficiencies, a narrow institutional (executing agency) focus that led to failure to tackle the underlying causes of loss of wetland function, and a flawed approach to subcontracting, (see below). The MTE team advised that the project should either be stopped or "significant changes should be made to both the design of the project and how it is implemented". The team proposed detailed changes in the work programme shifting the emphasis away from nature reserves to the wider, landscape level, and urged that project management be strengthened, linked more effectively with government programmes on wetlands and delegated as far as possible to the project sites and provinces.

The Mid Term Evaluation concluded that although many activities had been carried out there had been insufficient assessment of those activities' contributions towards the objectives of the project. The MTE team concluded that failure had arisen as a result of flaws in both project design and project management. They recommended:

- a reduction in emphasis on nature reserves and increased attention to integrated wetland management
- more learning by doing as opposed to formal training
- site specific approaches as opposed to generic approaches
- switching style from "supply driven" to "demand driven" so that inputs are targeted more effectively
- the project does not try to establish new institutions – rather use existing planning processes to influence decision making
- reduction in management complexity
- decentralization of management

- linking co financing and GEF funding tightly through joint work planning
- strengthening project management capacity – supervision, strategic direction, financial and quality control, links between administrative and technical work, office systems and procedures, links with SFA policy development and provincial and nature reserve personnel, links with agencies outside SFA
- concentration on results rather than inputs, and strengthened monitoring and supervision by UNDP CO
- ensuring that all partners understand the vision of the project and GEF
- fostering goodwill and trust among all partners
- keeping project planning adaptive, so that activities are defined precisely only at the work planning stage, not in the project document
- formation of strong partnerships outside SFA and with other units within SFA
- use of short term international TA to provide ecological thinking and outside approaches, in support of longer term national TA
- keen attention to quality of national TA
- review of consultancy rates for both national and international TA
- a new programme (see Appendix A4)

A paper entitled Concept for Project Redesign based on the findings of the MTE, was accepted at the Tripartite Review (TPR) in March 2003 and formed the basis for a substantial redesign of the project document.

3.2. The project design

3.2.1. Overall approach

The project had actions at the national level in Beijing, at the provincial level in Heilongjiang, at the, municipal and county levels, and at four wetland sites, including nature reserves. (see 2.2.).
At each level the project provided support to strengthen wetland information systems and the sharing of data between relevant organizations; to ensure that legislation conforms to basic criteria on wetland biodiversity conservation, to improve wetland management practices locally, to publicize the values of wetland biodiversity, the ecological services that wetlands provide and details of development decisions affecting wetlands, to raise the capacity of government officials to make sound decisions, to use the results of the project at other administrative levels and to disseminate the results nationwide.
Through bringing agencies together for consultation and sharing of information according to the directions of the State Council Circular the project was expected to break down some of the institutional barriers to coordination that currently hinder progress on wetland biodiversity conservation, indeed on environmental conservation in general.

The scope of the project was to extend to decision making on the new Nature Reserve Law and the possible introduction of a new system of objective based protected area categories. It is through such changes that progress was expected to be made on lifting some of the funding and jurisdictional constraints under which protected area managers operate and which limit their powers in protecting wetland biodiversity.

While some of the components of the first phase of the project were taken over in the second phase, the project under review should not be seen as a plain continuation of the earlier phase (2000-2002).

3.2.2. The logical framework and indicators

The logframe is seen as the most important single tool for guiding project implementation, and the basis for adaptive management. Normally it provides a comprehensive summary of the project scope and component elements, as well as indicators to measure progress towards the objectives or outcomes. Monitoring against the logframe is an effective way of gauging project progress. The logframe allows for fine-tuning in the course of the project, to reflect

changing circumstances, experience gained, and shifts in priorities. Revisions of the logframe are a good manifestation of adaptive management.

The TE Team feels that the logframe is reasonably good, but that it is very broad, misses precision and definition and more clarity as to how the outcomes are expected to be achieved. Moreover, there are strong indications that the logframe is not based on sound participative goal oriented problem analyses, from which outputs are derived at, as well as the activities that are needed in order to achieve outputs and outcomes.

The Mission understands that the MTE, who prepared the concept paper for the follow up phase, was under tight time constraints, and that an elaborate analyses had not been possible.

This in itself does not need to represent a major problem. The time elapsed during the suspension of the first phase and the start up of the follow up project was 3 years, which means that a revision of the logframe and its contents was to be undertaken. That is precisely the purpose of the inception phase of a project, to verify whether the key elements of the logframe are still relevant, but also to verify, in a participatory manner all indicators and benchmarks.

3.2.3. Project duration

The redesigned project started in July 2005 with a duration of 28 months. The project was later extended by 14 months, and was officially closed on December 2008.

3.2.4. Discussion

The scope of the project is considerable: it aims at strengthening the information systems (ecological monitoring, data analyses, interpretation etc.), information sharing and vertical and horizontal coordination and cooperation, creating appropriate legal, policy and institutional frameworks, the introduction of a new system of objective based protected area categories, publicize the values of wetland biodiversity, the ecological services that wetlands provide and details of development decisions affecting wetlands, to raise the capacity of government officials to make sound decisions, to use the results of the project at other administrative levels and to disseminate the results nationwide.

Furthermore, through bringing agencies together for consultation and sharing of information according to the directions of the State Council Circular the project was expected to break down some of the institutional barriers to coordination that currently hinder progress on wetland biodiversity conservation, indeed on environmental conservation in general.

The Mission Team feels that these goals were very ambitious for a 40 months project, let alone a 28 months project as originally planned.

4. FINDINGS: PROJECT IMPLEMENTATION AND MANAGEMENT

4.1. Project set up and governance

4.1.1. Implementation modality

The Project was under the UNDP/GOC “National Execution” (NEX) project implementation procedures. The administration of project funds was the joint responsibility of UNDP and the GOC

As project activities were widespread, good administrative arrangements were vital for project success. The Ministry of Finance (MOF) as the Implementing Partner was the official recipient of the GEF grant on behalf of the Government of China (GOC).

The State Forestry Administration was designated by the Government of China as the Implementing Party.
As such, SFA was responsible for day to day project implementation, through the PMO, was to ensure that the advanced funds were used in accordance with agreed work plans and the project budget, and that expenditure of UNDP funds was coordinated with the use of GOC co finance. The Director General of the Wildlife Conservation Department of SFA was the National Project Director (NPD) in order to facilitate integration of project activities with the Wetlands Division of SFA, which falls under his department, and later became the Wetland Conservation Management Centre. The NPD, with the assistance of a Deputy National Project Director (DNPD) were to maintain and supervise an efficient and technically sound GEF Wetlands Project Office (GEFWPO) in Beijing, with well functioning links to the project sites and provincial offices.

Other partners in project management included provincial governments of Hunan, Sichuan, Jiangsu, Heilongjiang and Gansu.

4.1.2. The Project Management Office (GEFWPO)

In addition to the National Project Coordinator, the project PMO, (GEFWPO) had 4 full time national members for the duration of the project, (including a biodiversity information officer), and one international member (Chief Technical Adviser) for the first 18 months. Responsibilities of the GEFWPO, and the GEFWPO staff terms of reference (TOR) were clearly spelled out in the prodoc.

The GEFWPO was able to hire short term contracted personnel and assign government staff (for example, as interpreters, translators or web designers) as and when needed to accomplish the designated work. All such appointments were made according to NEX procedures.

In order to maintain technical quality of planning, implementation and management at provincial, site and nature reserve levels the CTA was requested to oversee , assist with, and provide advice on development of work plans, budget requests, procurement of equipment, critical review of project initiatives regarding potential effects on biodiversity or the environment, recruitment of national and international consultants and sub-contractors, and access to information and links with relevant people and organizations.

The seven Outcome Coordinators provided technical oversight and guidance for their assigned outcomes or parts of outcomes for the duration of the project.
United Nations Volunteers, both national and international were stationed full time at the project sites for two years to carry out on-the-job training and to assist with various aspects of project implementation.

4.1.3. Role of the UNDP CO

The UNDP CO was responsible for overseeing and verifying the proper use of funds through the system of cash advance request, quarterly work plans, quarterly financial reports, Combined Delivery Reports (and/or other reports generated from UNDP's project management software), budget revision approvals, periodic visits to SFA and the GEF Wetland Project Office (GEFWPO), regular communication with the National Project Director and project staff, site visits, dialogue with project stakeholders, and annual project audits.

The UNDP CO, working with the UNDP GEF Regional Coordinator, was providing technical and administrative support and monitor project implementation in order to ensure results-oriented project implementation and achievement of the project outputs. It also included participation in project work-planning exercises, monitoring missions, recruiting and managing the Technical Advisory Group (TAG) which was hired to monitor project progress towards the delivery of expected GEF outcomes and impacts

UNDP CO also undertook periodic monitoring of implementation progress assessments through quarterly meetings with the GEFWPO convened by the CTA. This was to allow parties to assess progress, identify bottlenecks, and solve any problems promptly to ensure smooth implementation of project activities.

Given the complexity of the project, as well as the geographic spread of its components, it was decided to hire a technical advisory groups that would assist the project with its technical monitoring, and submit the results of the site visits to the Project Steering Committee (PSC). See 5.2.3.

Comments: According to the PMO, delays between the submission of the worklplans and the provision of the necessary funds was excessively slow, and caused sometimes considerable delays in workprogress.

4.1.4. Role of UNOPS

The United Nations Office for Project Services (UNOPS) was responsible for providing technical assistance.

Comments: from the various discussions the TE Team had with project staff, it appeared that the recruitment of the international staff was often characterised by very long delays.

4.1.5. The Project Steering Committee

The Role of the Steering Committee was to:

- Provide overall guidance, direction and support to the project, taking into account the reports and recommendations of the TAG
- Meet at least twice per year and at other times when necessary
- Approve project annual work plans
- Help disseminate project findings and outputs
- Ensure that the approach developed under the project can be applied to other wetlands
- Facilitate good linkage between project outputs and government wetland policies and legislation
- Ensure coordination of cross-agency project activities

The Project Steering Committee (PSC) met twice each year to provide overall guidance and support to the project.

The Vice Administrator of SFA whose remit covers wildlife conservation chaired the Project Steering Committee. The following national agencies were also represented at Director General level or above:

Ministry of Finance (MOF)
Ministry of Agriculture (MOA),
Ministry of Environment Protection (MEP)
Chinese Academy of Sciences (CAS)
Ministry of Water Resources (MWR)
State Ocean Administration (SOA)
Environment Protection and Natural Resources Conservation Committee (EPNRCC) of the National People's Congress (NPC)

UNDP was also a member of the PSC.
The project also worked with the National Development and Reform Commission (NDRC) and representatives from other relevant organizations, and private individuals, could be invited to join the PSC if and when the need arised.

PSC members have nominated personnel as fixed points of contact for coordination of project activities within their respective agencies.

The PSC was supported by a Technical Advisory Group (see 5.2.3.) to report on project progress.

4.1.6. Coordination at Provincial level

The Vice-Governors of some provinces, Heilongjiang Province in particular, provided local support and guidance to the project: in particular to coordinate joint work planning with government agencies providing project co-funding and to facilitate activities of the project that involve a number of different agencies, through designating personnel as fixed points of contact in their respective agencies. Similar arrangements was made at municipal and county levels.

4.2. Project monitoring

4.2.1. Project performance monitoring and adaptive management

The project has, as far as known, respected the various requirements for periodic reporting in accordance with UNDP and GEF procedures (APR/PIR, QPR) . The role of UNDP CO as a project monitor has been described in 4.1.3.. Tripartite Reviews , the highest policy-level meetings provided opportunities to evaluate progress formally and to make fundamental changes to the project, have taken place as prescribed in the prodoc.
An important non compliance with the reporting/monitoring provisions is the non respecting of terms of the Inception Phase, and the non submission of the Inception Report (see 4.2.3).

4.2.2. The Logical Framework Matrix

The logframe is seen as the most important single tool for guiding project implementation, and the basis for adaptive management. Normally it provides a comprehensive summary of the project scope and component elements, as well as indicators to measure progress towards the objectives or outcomes. Monitoring against the logframe is an effective way of gauging project progress. The logframe allows for fine-tuning in the course of the project, to reflect changing circumstances, experience gained, and shifts in priorities. Revisions of the logframe are a good manifestation of adaptive management.

The TE Team feels that the logframe is reasonably good, but that it is very broad, misses precision and definition and more clarity as to how the outcomes are expected to be achieved. Moreover, there are strong indications that the logframe is not based on sound participative goal oriented problem analyses, from which outputs are derived at, as well as the activities that are needed in order to achieve outputs and outcomes.

The Mission understands that the MTE, who prepared the concept paper for the follow up phase, was under tight time constraints, and that an elaborate analyses had not been possible.

This in itself does not need to represent a major problem. The time elapsed during the suspension of the first phase and the start up of the follow up project was 3 years, which means that a revision of the logframe and its contents was to be undertaken. That is precisely the purpose of the inception phase of a project, to verify whether the key elements of the logframe are still relevant, but also to verify, in a participatory manner all indicators and benchmarks.

4.2.3. The Project Inception Phase

Following the Inception Phase of three months, a Inception Workshop was to be conducted with the full project team, relevant government counterparts, the UNDP CO and representation from the UNDP-GEF Regional Coordination Unit (UNDP-GEF RCU). The main objective of the Inception Workshop was to assist the project team to establish a common vision of the project's objectives and approaches. The workshop was to review the logical framework (indicators, means of verification, assumptions), imparting additional detail as needed, and on the basis of this exercise finalize the Annual Work Plan (AWP). Specific performance benchmarks defined at the IW were to be used as criteria for any decisions to suspend the project.

Comments from the Mission :

- It appears that the project did not have an inception phase, and that consequently no Inception Report was prepared; this was probably due to the fact that recruitment of project staff had progressed very slowly and too few project staff were onboard to enable management to carry out the inception phase according to the rules, culminating in the preparation of the inception report.

- The mission feels that this was a considerable handicap for the further deployment of the project. The Project has a number of components (outcomes) however it is crucial that all those involved in the project have a good understanding of the role of each of those outcomes.

- As the project started effectively three years after its formulation, such an inception phase also allows to accommodate changes that have taken place since the formulation, and to better define the different outputs, as well as the activities that are required to derive at the outputs, based on real time information.

- The TE Team however noted that the Project organised a general workshop in 2006 in order to update project logframe and workplan. In the absence of a proper inception of the Project this meeting was considered by the TE team as very useful for the further implementation of the Project.

4.2.4. Technical Advisory Backstopping and Monitoring – the TAG

The prodoc made provision for the hiring of an independent Technical Advisory Group (TAG) by UNDP to assist the project with technical project delivery monitoring and as an advisory body to the PSC. It was expected to make at least one visit per year to each project site to monitor progress and evaluate impacts of the project, and to study project reports and interview project staff in Beijing and provincial project offices. The TAG had a core membership of three, including one international member, but could co-opt additional members for specific missions or tasks, when additional skills, knowledge or experience are required. TAG was appointed in April 2006.

The role of the TAG was clearly spelled out in the prodoc.

Comments:

- The TAG was appointed in April 2006. This was almost one year after the start of the 3 years project. Earlier involvement of the TAG would have allowed a better involvement into the detailed design of the field activities.

- One of the tasks of the TAG was to:

  "Develop a monitoring framework with time bound indicators to track Project implementation according to the Project Logframe, which will be finalized with all indicators by the time of the Inception Workshop"

The mission notes that the preparation of the monitoring framework was long overdue as the logical framework was expected to be completed, with all indicators and targets, during the inception phase. Moreover such exercise should imperatively have been carried out in a participatory manner, with all relevant stakeholders and participants in the implementation of the relevant outcome/outputs.

- It appears that there was some misunderstanding about the role of the TAG. Whereas this role was clearly spelled out in the prodoc: to monitor progress and evaluate impacts of the project, UNDP, during one of the monitoring missions stated that the role TAG was dual: technical and managerial, including financial management.

  In the view of the ET Team, TAG has done an outstanding job, and has even gone far beyond the terms of its assignment. It has, in particular during the first missions, made substantial and necessary recommendations regarding the set up of the project, its organisation and management, aspects that have plagued the project especially during the first year, and that led to the serious delays in achieving the outputs.

5. OUTCOMES AND OUTPUTS EVALUATION

Remarks

At the time of the start up of the project, the project logframe had little or no baseline data, and practically little in terms of objectively verifiable indicators.
Reason, in part at least, was that indicators capable of reflecting levels of achievement in the fields of institutional capacity building, development of a legislative framework, mainstreaming of wetland management and improved resources management, are often difficult to define.

The logframe was expected to be upgraded during the inception phase, however for some reason, probably related to initial difficulties with the organisational set up of the project, revision of the logframe and the indicators were done at a later stage.

Early 2007, and with the help of the TAG, the logframe was updated and completed with indicators. As pointed out above finding suitable indicators turned out difficult, and many of the outcomes and the outputs have indicators that have little or no use or verifiability. In addition, the logframe does not have reliable baseline information.
But even for outputs that are objectively qualifiable and quantifiable (monitoring protocol, monitoring results, maps of various themes) the updated logframe is very poor in verifiable indicators.

5.1. Outcome A: wetland biodiversity conservation is a routine consideration in government decision making and action at national level

The purpose of Outcome A is to promote wetland biodiversity conservation at national level through policy support, capacity building and information exchange at the national level – primarily in partnership with the State Forestry Administration (SFA) which has been mandated by the Chinese government as the lead agency for wetland conservation in China.

Outcome Indicator 1: Level of compliance with the State Council Circular on Wetland Conservation

In August 2005, the central government approved the establishment of the Wetland Conservation Management Centre (WCMC) of SFA (the Ramsar Convention Implementing Office of China). The centre was established in April 2006 and took over as the lead organization for the implementation of the GEF project.

In August 2007, the China National Commission for Implementation of the Ramsar Convention, with SFA as the leading agency and 15 partner agencies, was set up in SFA, with the approval of the State Council.
In 2008, the State Council, through its 'three decisions' (defining major functions, internal organization and staffing), confirmed the role of the SFA as the lead agency in China for wetland conservation, including organizing, coordinating, guiding and supervising national wetland conservation and management, and implementing relevant international conventions.

Outcome Indicator 2: Accessibility to policy makers of information on wetland location, values, extent, management status

Data from 1998 Wetland Inventory by Academy of Forestry of Inventory and Planning is computerized and made available to SFA.

Outcome Indicator 3: Level of participation and cooperation by different agencies in the implementation of the National Wetland Conservation Action Programme

Eight agencies were involved in the implementation of the National Wetland Conservation Programme.

Outputs

Output A1: Recommendations for central government agencies to improve policy and regulations for wetland conservation prepared.

Indicators: 1. Range and scope of recommendations developed;
2. Degree of incorporation of recommendations into draft national wetland conservation regulations

The project has made a major contribution to the finalization of the National Wetland Conservation Regulation through extensive analysis of strengths, weaknesses and gaps in the current legislative and policy framework for wetlands in China, synthesizing information on international policies and regulations on wetlands and directly proposing articles for inclusion in the draft National Wetland Conservation Regulation.
The Policy and Governance Team, consisting of both national and international consultants, conducted assessment of 17 wetland-related laws and regulations including the Water Law, Law on Environmental Protection, Law on Wildlife Protection, and the Regulation on Nature Reserves.

Following significant analysis and consultations the team generated a number of reports including:

- Assessment on the impact of the policies, laws, regulations and implementation standards related to wetland biodiversity conservation;
- Analysis and recommendations on the administrative system of wetland biodiversity conservation in China;
- Assessment and recommendations on the major legal implementation mechanisms on wetland biodiversity conservation in China;
- General assessment and recommendations on the legislation of wetland biodiversity conservation in China.

With the approval by the tenth meeting of the Project Steering Committee (PSC) in June 2008, all these reports have been submitted to the competent authorities under relevant sectors for their reference in revising regulations.
The project supported the development of the National Wetland Conservation Regulation by commissioning or supporting 12 strategic analyses on topics including status on wetland conservation system, wetland conservation and legislation in selected countries (i.e. South Korea, Turkey, EU), assessment on existing wetland-related laws and regulations in China and their major constraints.

The project also proposed a full range of specific articles for inclusion in the National Wetland Conservation Regulation which was developed by SFA during 2005-2007. The draft regulation is currently being finalised by the Department of Legislation of the SFA before being presented for approval to the State Council later in 2009.

In mid 2007 a two-week study tour on wetland legislation was organized to the UK and the Netherlands involving representatives from the Legislative Affairs Office of the State Council, MOF, MWR, SFA, and other sectors.

Output A2: Enhanced implementation of the China National Wetland Conservation Programme

Indicators: *1. Level of incorporation of Recommendations in the implementation of CNWCP;*
2. International lessons incorporated through direct communication with relevant government agencies abroad;

In 2005, the National Wetland Conservation Programme Implementation Plan (2005-2010), prepared by SFA and other 9 agencies, was approved by the State Council. Implementation of some demonstration projects for wetland conservation, restoration, sustainable use and capacity building was launched in 2006. Since then, more than 200 wetland-related projects have been approved by NDRC and SFA, with a total funding of 800 million Yuan from the central government; nearly 100 projects having been or are being implemented.

The Project provided technical support to Wetland Conservation Management Centre (WCMC) of SFA in developing technical standards on wetlands management in China, including organizing many workshops to develop the following:

- Technical protocols for the wetland restoration
- Wetland classification system
- Technical protocols for Ramsar site monitoring
- Monitoring criteria important wetlands and other standards

Output A3: A mechanism for data sharing on wetlands and wetland biodiversity accepted by Agencies on Project Steering Committee and implementation initiated

Indicators: 1. Number of agencies making use of the information in the database
2. Level of information in database
3. Sustainability of database

The project established the China Wetland Information System (CWIS) as a tool to share data on wetlands and biodiversity, by consolidating the data from the first national wetland survey from text format to database format. CWIS includes such content and functions as geographic distribution and classification of wetlands (e.g., classified basic attributes, administrative division or watersheds, etc.), enquiry and statistics about basic data (e.g., area of wetlands). Additionally, the system has ports for rapid data transfer, exchange and sharing between national and local levels. The final system has been transferred to the Academy of Forestry Inventory and Planning (AFIP) under SFA which is responsible for the technical component of national wetland resources survey in China.

The Project co-organized with WCMC the Training Workshop on Updating Information for Ramsar Sites, including updating Information for Ramsar Sites in China, which provides guidance for the administrations of the thirty six Ramsar sites in China to fill in the Ramsar Information Sheet (RIS), producing maps, and providing updating for the wetland information system.

International meetings/conferences have been held to draw the attention of government agencies, enterprises and the public; they are aimed at improving awareness about wetland conservation and wise use. In conference organization, senior government officials were involved in order to create “ownership” of the conference objectives. For example, the “International Workshop on Mainstreaming Wetland Biodiversity Conservation” was held in December 2007 in Yueyang City, and was attended by high-ranking officials from national, provincial, and city levels.

In conclusion, the ET Team recognises that considerable work has been accomplished by the project, but that much additional work remains to be undertaken.

Overall rating of Outcome A: satisfactory

Overall assessment scores of Outcome A	
Attribute	
Design quality	Moderately satisfactory
Relevance	Highly satisfactory
Effectiveness	Satisfactory
Efficiency	Satisfactory
Impact	Moderately satisfactory
Sustainability	Highly likely

5.2. Outcome B: Heilongjiang provincial government agencies routinely consider wetland biodiversity conservation in decision making and action

The purpose of Outcome B is to support mainstreaming wetland biodiversity conservation into the decision making in Heilongjiang Province in NE China; the focus has been policy review and capacity building.

Outcome Indicator 1: Level of compliance by government agencies with Provincial Wetland Regulations (and State Council Circular on Wetlands).

Recommendations by the project to enhance the regulations were considered positively by the provincial government.

Outcome Indicator 2: Number of agencies with personnel assigned specific responsibility to address wetland conservation and management issues

Each of 13 sectors designated a contact person for wetland issues

Outcome Indicator 3: Level of acceptance of the project policy and institutional recommendations by provincial agencies

Outputs

Output B1: Recommendations for changes to sectoral policies and practices to strengthen consideration of biodiversity in governance submitted to provincial government.

Indicator: level of progress in preparing recommendations

The project carried out questionnaires, field surveys, focused investigations, interviews and other means of data collection to review and analyse 21 laws and regulations related to wetlands in the province. They also evaluated administration systems of wetlands in different regions and under different authorities based on case studies from the province.

An assessment of the effectiveness of the provincial Wetland Conservation Regulation was conducted by the Provincial People's Congress in coordination with the project in 2007. This has helped identify some of the constraints to wetland conservation which have been further addressed by the project.
The review and analysis of regulations and policies led to the preparation of two reports, the Analysis and Recommendations on Heilongjiang Wetland Conservation Policies and Law

Enforcement Mechanisms, and the Analysis and Recommendations on Heilongjiang Wetland Conservation Administrative System. These reports have highlighted important issues that need to be addressed in wetland conservation and sustainable use in the province.

Output B2: Capacity of leading group to work as a Cross sectoral coordination mechanism to address wetland management issues strengthened

Indicators: 1. The level and result for activities of leading group and liaison group
2. Level of training of staff from different agencies on wetland issues

The Project Leading Group was established in 2000 in the Phase I and reinvigorated in June 2006. In addition a Project Liaison Group was established. The meetings of these groups involved senior officials from government agencies relevant to wetland conservation and local government officials from the project sites.

Output B3: Integrated information system established to support decision making and improve public awareness about wetland conservation

Indicators: 1: The number of decisions made with reference to information from the website, manual and database;
2: Level of awareness of provincial wetland regulations among key target groups (government agencies, public etc)

The project established a website, and developed and disseminated information and communication materials on the importance of wetlands in the province. The first GIS database on wetlands in the province was also established under the project, together with a wetland vegetation database, and these are being regularly updated.

The ET Team observed that the cross-sector cooperation in wetland conservation in Heilongjiang Province has a good start with the Project Leading Group, water resource department, Provincial People's Congress and other related provincial government agencies have established trust and co-organized some activities for wetland conservation, such as the water resource planning for water supply to some important wetlands, the official check of implementation of Wetland Conservation Regulation of Heilongjiang Province.

Assessment of the Outcome B: satisfactory

Overall assessment scores of Outcome B	
Attribute	
Design quality	Moderately satisfactory
Relevance	Highly satisfactory
Effectiveness	Satisfactory
Efficiency	Satisfactory
Impact	Moderately satisfactory
Sustainability	Likely

5.3. Outcome C: government agencies at local levelsroutinely take into account wetland biodiversity conservation in decision making and action at four wetland sites

Indicators: the revised logframe does not have any outcome indicators.

Sub- Outcome C (Sanjiang): Government agencies in Fuyuan and Jiansanjiang take into account wetland biodiversity conservation in decision making and action with particular emphasis on agricultural practices.

Site profile

The Sanjiang Plain in Heilongjiang Province is a ten million ha low lying alluvial flood plain situated between the Heilongjiang (Amur) and Wusuli (Ussuri) rivers on the Russian border. In its natural state the area consisted of a mosaic of sedge and reed marshes, meandering water courses and ox-bow lakes, wet grass meadows, riverine scrub and mixed woodlands. It is only during the last 40 years or so that the area has been drained and cleared for agriculture so that very little of the original habitat survives. The area of marshes has been reduced from an estimated 5.4 million ha in the 1950's to less than 1.5 million ha today. The project is to emphasise on biodiversity considerations in water management and in international transboundary coordination.

Sub Outcome Indicator 1 : Level of compliance by Fuyuan County and Jiansanjiang State Farm Agencies with Provincial Wetland Regulations and State Council Circular on Wetlands.

Assessment : according to the project, there is a reduction in rate of loss of wetlands in the project area. The wetland area is reportedly stable or slightly increasing

Sub Outcome Indicator 2： Level of acceptance of the project policy and institutional recommendations on agriculture and local planning by local agencies

This indicator is unusable.

Sub Outcome indicator 3: Number of agencies in Fuyuan County and the State Farm units in Jiansanjiang State Farms have personnel with responsibility of wetlands and basic training on wetland conservation

All relevant sectors (Fisheries, water resources, environment, animal husbandry, agriculture, land use, forestry) have allocated staff to be responsible for wetland conservation. Several training activities provided

Sub Outcome Indicator 4: Level of cooperation between local agencies and Russian counterparts on wetland conservation

Agreement between Russian and Chinese local government on collaborative efforts and meetings concluded.

Outputs

Output CS1: Strategy for improved policies and practices for wetland conservation in Fuyuan County and Jiansanjiang State Farms developed

Indicator: availability of a strategy to guide wetland conservation and integration with government plans and practices in Fuyuan County and Jiansanjiang State Farm Bureau

The project prepared a report entitled: *Analysis and Recommendations on Policies and Law Enforcement Mechanism for Wetland Biodiversity Conservation and Sustainable Use in Sanjiang Plain,* and submitted the report to the Heilongjiang Provincial Government as well as local government agencies for consideration.

Output CS2: Fuyuan County - Jiansanjiang State Farm joint water resource management plan for the Nong-Yalu watershed

Indicator: Availability of joint water resource management plan for the Nong-Yalu watershed

The project prepared the " Sanjiang Plain Wetland Water Resources Management Plan" based on a number of studies, presented to Fuyuan and Jansanjiang and accepted.

Output CS3: Specific guidelines on reducing impact of agriculture on wetlands and their biodiversity published

Indicators: 1. the number of recommendations from the reports which are adopted and implemented by government;
2. Level of conformity by agriculture activities within and adjacent to wetland nature reserves with guidelines to reduce the impact of agriculture on wetlands.

Project activities at Sanjiang Plains have demonstrated good agricultural practices through its wetland-friendly agriculture models which have been piloted at selected representative marshes in the wetlands. An Outline of Wetland-friendly Agriculture Model Development in Sanjiang Plain was produced.

Output CS4: Information on key wetland species and habitats in NE Sanjiang shared routinely with decision makers in local and higher levels of government

Indicator: Availability of information

Through capacity building activities and the establishment of a monitoring system based on key wetland species, the project has managed to encourage a better decision-making process among government agencies.
This involved initially creating a Heilongjiang wetland species database, and using expert advice to develop a wetland species monitoring plan which looks at monitoring and analysing key wetland species and their habitats during the different seasons. Training was also provided to nature reserve staff on the monitoring plan developed. Water quality monitoring equipment was procured, with which the NR could be able to monitor the water quality. Technicians were invited to provide training for the reserve staff on the use of the equipment.

Output CS5: New approaches to targeted information dissemination implemented

Indicator: none

Awareness programmes for World Wetland Day and World Environment Day targeted at schools, local communities and the general public. Support was also given for the development of information and awareness materials and displays for the Sanjiang and Hong He NNRs. In Hong He NNR a new wetland visitor centre was constructed with co-funding and the project made contributions related to the development of display materials.

Output CS6: implementation of joint agreements between Russia and China with influence on wetlands enhanced

Indicator: exchange visit and workshop, and a joint action report

Under the bilateral agreement for conservation action between Heilongjiang Sanjiang NNR and Bolshehekstsirskiy NR, joint conservation activities will include the joint winter survey of wild mammals, the spring monitoring of bird migration and banding, the cooperation on cross-border eco-tourism etc. Honghe NNR of China and Khinganskiy NR of Russia have also signed a cooperation agreement under the Sino-Russian Transboundary Nature Reserve Joint Conservation Action.

<u>Evaluation of S.O. Sanjiang</u>

Some of the indicators are extremely difficult to verify (Level of compliance, level of acceptance, level of cooperation, etc).
However based on the discussions with the local officials, the Mission strongly believes that considerable work has been done to take into account wetland biodiversity conservation in the decision making process when it comes to agricultural practices. Furthermore, the wetland area is reportedly stable, relevant sectors have allocated staff to deal with wetland conservation, and a number of staff have participated in trading sessions. Finally a

cooperation agreement between the local governments in China and Russia, in the field of nature conservation, has been signed.

This sub outcome is rated satisfactory.

Sub-Outcome C (Ruoergai): Provinces and County Governments in Ruoergai Marshes addressing Wetland biodiversity conservation issues in a coordinated manner

The site

The Ruoergai Marshes are found in a large plateau depression on the Gansu-Sichuan border in the eastern edge of the Qinghai-Tibetan Plateau. The marshes occur at about 3,600m m.a.s.l. and comprise about 1 million ha of peat lands and marshes interspersed with low hills and dry grasslands.
The Ruoergai marshes have for centuries been used for grazing of yaks, sheep and horses by transhumant herdsmen, and have also supported a number of species of wild mammals, many birds and a unique flora.
Human population density is low, but there are still threats to the wetlands arising from over-grazing, drainage, road construction and changes in agricultural practices.
The project focused on two main counties – Ruoergai County in Sichuan and Maqu County in Gansu Province. Some of the activities and outputs were focused in one province or county and other were undertaken jointly.

Sub Outcome Indicator 1： Level of implementation of county wetland conservation strategies

A broad range of recommendations was made based on various studies undertaken by the project.

Sub Outcome Indicator 2: level of interaction between provinces to address wetland conservation issues and transfer of good practices

MOU signed in 2008 between 2 provinces, 4 counties, 4 nature reserves and one NGO (Wetland International) for cooperation in wetland conservation
Exchange of information between the two provinces ongoing.

Sub Outcome Indicator 3: Status of Designation as Ramsar Site of Ruoergai Marshes in Ruoergai, Hongyuan and Maqu Counties

Assessment: the Ruoergai NNR in Sichuan was approved as Ramsar Site on 2.2 2008

Sub Outcome Indicator 4: Actions taken by local government and local communities to reduce impact of grazing on wetlands and restore degraded wetlands

A Pilot project for gully erosion control was established in Maqu County

Outputs

Output CR1: Development activities and ecological problems in Ruoergai and Maqu reviewed and recommendations and action plan to reduce impact and improve practices developed. (Ruoergai and Maqu county)

Indicator: the number of government agencies in Ruoergai and Maqu counties which will read and be satisfied with the consultation results and agree to change their practice.
Note: this is not a usable indicator

A number of studies and surveys were commissioned by the project, including:
“Defining of Major Functions and Development Policy Options in Ruoergai Area”;

an environmental impact assessment of the site focusing on the impact of development activities and ecological problems in the area, and provides policy options and recommendations on how to control and manage development activities and ecological problems in the county.

An other team developed a "Wetland Biodiversity Conservation Strategy for Ruoergai Marshes", an assessment on the ecological and socio-economic problems of Ruoergai Marshes and policy options on wetland conservation in the local area.

In Gansu – assessments were also conducted by two teams – one focusing on the biodiversity aspects and an other addressing the biodiversity assessments.

Rather than fielding several missions in a specific field (and often conducted by scientists), the project should have fielded teams that combine the scientist, the anthropologist, the range management specialist, range ecologist etc., and get the benefit from their synergy, and more importantly, to derive at practical recommendations.

Output CR2: Grazing practices and impacts on wetlands reviewed and recommended for improvement.(Maqu county)

Indicator: the number of government agencies in Maqu county which will read and be satisfied with the consultation results and agree to change their practice.
Note: this is not a usable indicator

As a result of grazing and pasture assessments and subsequent discussions with the Maqu County Liaison Group, a participatory community-based resources management plan was developed in the wetland areas in the county. The Mission Team attempted to see the plan, however it could not be traced at the moment of the visit.
A research team prepared the report: 'Assessing the Grazing Practices and Ecological Impacts of Ruoergai Marshes'.
An assessment on the current state of grazing management system in Ruoergai Marshes with indigenous knowledge, and propose some policy options on how to enhance livestock management in the local area was also conducted.
The project completed the Maqu management planning and EIA report; more than 90% of stakeholders satisfied. Collected more than 200 feedback /comments from stakeholders Maqu government prioritised ecological conservation in their development strategy.
For Sichuan, a consultant prepared a report and organized a meeting in September 2008;
Output CR3: Techniques for wetland restoration further tested and promoted

Indicator: acceptance of new techniques of wetland restoration

In order to stem the draining of the marches, a survey was conducted on the ditch blocking in the four counties of Sichuan and Gansu in Ruoergai Marshes.
The project provided funding for Ruoergai NNR administration and the Forestry Bureau of Hongyuan County to conduct tests on wetland restoration in Ruoergai and Hongyuan counties.

Output CR4: Application for listing Ruoergai Wetland as Ramsar Site(s)

Indicator: status of designation as Ramsar Site

On February 2, 2008, the Ruoergai NNR was officially designated as a Ramsar site.

Output CR5: Availability of information, mapping and spatial planning to support wetland management in local counties improved. (Ruoergai and Maqu county)

Indicator: Availability of information and Number of staffs with GIS and Mapping skills

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To help enhance the capacity of relevant sectors of Ruoergai County Government in mapping and spatial planning, Sichuan PPMU has organized two training workshops on GIS for the relevant stakeholders in Ruoergai County and provided notebook computers, desktop computers, GPS, relevant software and books for the relevant stakeholders, including the Forestry Bureau, the Environmental Protection Bureau, and Livestock Bureau of Ruoergai County, Sichuan Ruoergai NNR Administration, the Forestry Bureau of Hongyuan County, and Riganqiao Wetland NR
Similar training was also undertaken in Gansu Province using the same training and resource materials to build common skills and enable future sharing of data and maps.

Output CR6: Transboundary wetland management cooperation mechanism demonstrated and capacity enhanced. (Ruoergai and Maqu county)

Indicator: information, lessons learned, experience on wetland conservation shared in both two counties

A number of joint meetings, study visits and exchanges were undertaken throughout the project period, both directly by the project and in partnership with other agencies and projects. A Trans-boundary Cooperation Agreement on Wetland Conservation of Ruoergai Marshes between the two provinces, four counties (Hongyuan, Ruoergai, Maqu and Luqu), has been concluded.

Output CR 7: Understanding of agencies and local people enhanced on options for reducing environmental impacts and better management practices (Ruoergai, Hongyuan, Aba, Luqu and Maqu county)

Indicator: Number of videos, booklets, project newsletters and posters distributed

In Gansu, the Project has managed to increase the awareness of the public on the importance of wetland conservation through various awareness and training activities it carried out. Among the activities organized are training on wetlands ecology, study tours, wetlands awareness campaigns.

Evaluation of S.O. Ruoergai

As were the indicators of the Sanjiang sub outcomes, those of Ruoergai are equally difficult to use for the assessment of the achievements of the project. (Level of implementation of strategies, level of interaction…)
The project carried out several grazing/land use surveys and studies and reports. It also carried out several experiments for gully erosion reduction, as well as for ditch blocking to reduce the drainage of the marches.
While the project provided mapping ouldtraining to local staff, the Mission was however unable to assess the results of these project inputs at the local level.
The area is extremely complicated in many ways, as pointed out in the conclusions, and the Mission feels that the project was very ambitious to bring about visible changes in the legal framework, let alone on the ground.
Nevertheless, from the discussions the TE Team had with the local government officials, the issue of the wetlands conservation is of concern to a string of offices and there appeared to be a genuine effort to address the issues in an integrated manner.
Ruoergai NNR was declared as Ramsar site in 2008.

As to the gully erosion control measures, measures alternative to the engineering approaches should be tried out. The cause of the gullies (on sloping land) are the combined effect of the natural drainage, overgrazing and (especially) trampling. Such gullies, which are often limited in size, could be cordoned off with tape (e.g. the tape used by traffic police to cordon off sectors) and reseeded. This approach will be much more ecological and much more cost effective. Whatever measure is used, it should be done in close consultation and with the support of the land users.

Regarding the multiple studies carried out by the project, the mission feels that, rather than fielding several missions in a specific field (and often conducted by scientists), the project should have fielded teams that combine the scientist, the anthropologist, the range management specialist, the range ecologist, get the benefit from their synergy, and more importantly, have them come up with practical recommendations.
Whatever measure is used, it should be done in close consultation and with the support of the land users. The engineering approach displaces the problem from upstream of the ditch to right behind the ditch, as was clearly demonstrated in the field!

In conclusion, the Ruoergai component has carried out several studies and pilot activities. The mission feels that the Ruoergai system needs to be looked at in its entirety, and that the current land users should be deeply involved in and changes of the current practices. Many options appear to be inadequately explored, such as cost effective gully erosion control, range land improvement through reseeding, etc.

Overall rating of the Ruoergai sub outcome: moderately satisfactory

Sub-Outcome C (Dongting): Government agencies in Yueyang take into account wetland biodiversity conservation in decision making and action.

The site

Dongting Lake, with its varying size of about 3000 sq. km in summer and shrinks in winter to form three separate lakes, (West, South, and East) with a total area of around 1000 sq. km. The lake has become steadily smaller over the past 70 years as a result of siltation from both the Yangtze and the Li, Yuan, Zi and Xiang rivers. This process has been augmented by the creation of dykes and polders to claim more and more of the former lake bed as farmland, and an accompanying enormous influx of farmers from surrounding areas.
Threats to the fish and other aquatic species are numerous and include pollution, over fishing, gravel dredging, alien species, aquaculture, changes in hydrology, disturbance by shipping, farming practices, and by the construction of the Gezhouba and Three Gorges Dams upstream. The main threats to the migratory birds are pollution, illegal hunting (including by poisoning) and human disturbance.

Sub outcome indicator: Enhanced monitoring and information sharing among government agencies in Yueyang supporting wetland biodiversity conservation in Donting lake.

This indicator is inadequate. Since the monitoring system is an objectively verifiable output, the indicator should have been more precise.

Outputs

Output CD1: Recommendations for reducing the negative impact on wetland of sectoral policy and practice, fishery, reed/poplar plantation, and enhancement of conservation of wetlands and wetland biodiversity.
1: Recommendations for reducing the current and potential impacts of fisheries and aquaculture on wetlands and wetland biodiversity
2: Review of options for reducing impacts of reed cultivation and the pulp industry on wetlands and wetland biodiversity.
3: Proposals for improvements in biodiversity management policies and practices

Indicator: 1. Number of practical, feasible, workable recommendations.
2. Availability of wetland and wetland biodiversity-friendly option
3. Amendments for regulation in relation to biodiversity conservation.

These indicators are not very practical

The project undertook a number of activities to assess the nature of the threats to the wetland biodiversity of Dongting lake system and the associated root causes of impacts. This resulted

in a number of specific reports which included a range of specific recommendations on policy and required action.
A range of key decisions were made during the project period by the Yueyang Municipal Government which has overall responsibility for much of the land in and around the east Dongting lake area

Output CD2: A wetland biodiversity monitoring programme that provides coherent data on key species and habitats in the Dongting Lake area and shares them with decision makers in Yueyang Municipal government and the whole range of agencies that have impacts on and benefit from wetlands.

Indicator: Availability of a wetland biodiversity monitoring program and operation of the program.

Dongting lake has been the site of a range of monitoring activities for many years by various institutions, academic and other.
A wetland biodiversity monitoring programme was initiated during the project period.
However it was not clear to the Mission what the exact contribution of the Project was in that overall monitoring programme. This output should have been preceded by an assessment of the ongoing monitoring, identify missing elements, and design a monitoring system based on such analyses. It is an example of 1) the lack of clear definition of expected outputs in the project document and 2) overlooking the importance of the inception phase during which all these required outputs should have been better defined, based on practical problem/situation analyses.
During a power point presentation at the PMO in Changsha one slide showed a picture of the cover of a monitoring protocol, however the document was not available.

Output CD 3: A map-based Dongting Wetlands Information System being used to improve data management and sharing with special regard to the needs of governance.

Indicator: Information system in place and number of agencies sharing information and data

A web-based Dongting Lake Monitoring Information System was initiated in December 2007.
The website presents functions such as data collection, analysis, online information release and searching, current news reports, task assignments and training opportunities.
The system is used by public and other agencies

Output CD4: Demonstrated inter-sectoral coordination on wetland conservation in selected case studies, using monitoring information and findings.

Indicator: Examples of selected issues which are solved by improved inter-sector coordination

The project promoted understanding of the different sectoral agencies on the need for enhanced inter-sectoral coordination on management of the Dongting Lake ecosystem. A Steering Group of Integrated Management of East Dongting Lake was set up in March 2008, comprising the Development and Reform Commission, Forestry, Environment Protection, Agriculture (fishing administration), Reeds Administration, Junshan District, Yueyang County and East Dongting Nature Reserve.
In the core Zone of Donting Lake a closed management regime was introduced with the support of relevant agencies and communities for 20,000 mu (1200 ha). Moratorium for fishing in the area provides for fish breeding and nursery habitat as well as for wintering bird populations.
After moratorium fish size and number and bird population reportedly increased.

Output CD 5: A demonstration of how local people can contribute usable data to a biodiversity monitoring programme

Indicator: 1. Number of educational materials (pamphlets/handouts/brochures/CDs) distributed.
2. Number of fishermen involved in monitoring

Local fisherman were trained in the reporting of catches (species, weights etc) in order to contribute to the monitoring programme.
The Mission learned that the government had already developed detailed plans for the establishment of a "Wetland Park", i.e. project for the development of the tourist sector.

Assessment of the S.O. Dongting

There is no doubt that the Dongting Lake has been the scene of numerous studies, monitoring programmes, assessments, involvement of NGOs, etc., and that the project has made a substantial contribution to the monitoring activities and to improvement of management of the system. However, more precise indicators should have been in place to carry out this concrete programme, to allow proper assessment.

Assessment of the sub outcome: satisfactory

Sub-Outcome C (Yancheng) : Government agencies in Yancheng take into account wetland biodiversity conservation in decision making and action.

The site

The Yancheng coastal marshes stretch for nearly 600km along the coast of Jiangsu Province, northeast of Nanjing and originally consisted of intertidal mudflats, creeks, salt marshes and reed beds.
Yancheng NNR is the site of a captive breeding operation and Dafeng NRR has successfully brought the endangered Pere David's Deer (*Elaphurus davidianus*) from a small population repatriated from UK in 1986 to a well thriving population.
Yancheng NR (Biosphere Reserve since 1992) is managed by the Provincial Department of Environment Protection, while Dafeng NNR (Ramsar site since 2002) is managed by the forest sector.

Outcome Indicator 1: Acceptance of the wetland strategy in the municipal strategy prepared by the Leading Group.

A report on wetland issues integrated into the master plan for coastal development was approved by the Municipal government.

Outcome Indicators 2: The numbers of local government agencies with personnel assigned to wetland wise use and management through their agency programmes.

A Liaison group added representatives from the education and the tourism sectors, and are a mechanism to review projects and activities related to wetlands

Outcome Indicators 3: Level of utilisation of enhanced wetland education centres by government agencies and the public for training and awareness activities.

Well developed education centres in Yancheng and Dafeng. The number of visitors to the nature reserves increased

Outcome Indicator 4: Level of promotion by government agencies of best management practices.

Study tour to different sites to help the liaison group understand the benefits of different management approaches. Following a visit to Mai Po, a technique was adopted for adjusting water levels in Dafeng NNR to attract different species of water birds.

Outputs

Output CY1: Information on key wetland species, habitats and management issues in YCM routinely shared among agencies, experts and public

Indicator: Level of information available and shared

The Yancheng GEF Wetland Project Leading Group was established by Yancheng Municipal Government in July 2006 to enhance coordination and collaboration among different government agencies and ensure the successful implementation of project activities at coastal Yancheng marshes.
A survey on the wild population of Chinese water deer in coastal Yancheng marshes. Chinese water deer (*Hydropotes inermis*) was carried out including assessment of the population, distribution, living conditions, trend etc., as well as on Saunders's gull.
An assessment on the wetland ecosystem services of coastal Yancheng marshes was carried to assess the tourism, cultural, economic and ecological values of coastal Yancheng marshes.
Capacity building and awareness activities included a visit to visit Shanghai Chongming Dongtan NNR and Zhejiang Hangzhou Xixi National Wetland Park, as well as a visit to the Mai Po Marshes in Hong Kong for a training workshop and study tour on biodiversity conservation, wetland conservation and management, and nature reserve management.
Four training workshops were held for the managers and technicians of relevant sectors and organizations in the project site, covering the topics of eco- aquaculture, eco-agriculture, wildlife identification and the use and operation of wetland biodiversity information system.

Output CY2: Strategy for wise use of wetlands in Yancheng agreed by local government.

Indicator: Number of policies and practices analysed

The report*: "* Policy and Legal Assessment on Wetland Conservation in Coastal Yancheng Marshes" included a comprehensive survey and assessment on the policies, laws, regulations and their implementation related to wetland biodiversity conservation and use of Jiangsu Province and coastal Yancheng marshes in particular, as well as the local policies and their impacts on wetland conservation.
The project also commissioned a study entitled: "Analysis on the land use conditions of coastal Yancheng marshes", and provided an account on the history, current status and trend of land use in coastal Yancheng marshes with GIS and other tools.
A Biodiversity information system was developed to provide support for the local government's policy-making on wetland conservation and sustainable use.
Wetland conservation is now considered in the new development master plan by local government.

Output CY3 : Improved approaches, facilities and materials for education and more effective involvement of different agencies in awareness activities

Indicator: 1. Educational centres in both nature reserves improved;
2. Availability of education materials suitable for use by different agencies

The education centres on wetland biodiversity conservation of Dafeng and Yancheng NNRs were upgraded with state-of-art concepts, and by providing the latest display technologies and equipment.
The Project worked with local schools (over 1000 attendants) to carry out publicity campaigns on wetland conservation and focusing on conserving wetland and protecting the wild animals.

<u>Assessment of the S.O. Yancheng</u>

Yancheng NR planned and carried out the development of new visitor facilities (amphitheatre) , however the project was not involved in these plans, though it was directly linked to the project's objective to enhance education and awareness. Similar developments are taking place in Dafeng, without consultation with the project.

In Dafeng a well organised visitor centre was further developed with help of the project. The park, where David's deer can be observed at close range in enclosures, receives large numbers of tourists every day.
The core area of Dafeng is small (2680 ha), and it appeared that some parts of the core area have given way to commercial enterprises in aquaculture.
While the economic enterprise of Yancheng and Dafeng are visibly flourishing, attention should be given to avoid that the commercial activities do not draw too much attention, at the detriment of the conservation issues,

Rating: satisfactory

Overall assessment scores of Outcome C	
Attribute	
Design quality	Moderately satisfactory
Relevance	Satisfactory
Effectiveness	Satisfactory
Efficiency	Satisfactory
Impact	Moderately satisfactory
Sustainability	Likely

5.4. Project Outcome D: improved processes of monitoring and evaluation, and the collection, analysis, use and sharing of information, knowledge and experience in wetland biodiversity conservation.

Outcome Indicators: while the outcome has a number of indicators pertaining to reporting, exchange and dissimination of information, (D1,D2 and D3), the "Improved processes of monitoring and evaluation", as mentioned earlier, was poorly dodumented in the logframe.

Outputs

Output D1: Technical oversight of project plans, inputs and results of other 3 Outcomes maintained.

Indicators: 1. Timeliness and quality of work plans and reports submission.
2. No irregularities reported in audit.
3. TAG recommendations accepted.
4. No irregularities reported in TPR.

Indicators 2, 3 and 4 are not suitable.

Mandatory Project reporting was generally satisfactory, with exception of the inception report. (see outcome assessment)

Output D2: Information and experience exchange and wide access to project information enhanced.

Indicators: Timely availability and easy access of project information.

Adequate project information was made available through project workshops, newsletters and the website. Numerous high quality books and documents were prepared by the project.

Output D3: Project results disseminated

Indicators: Percentage of collected project results disseminated through proper ways

Project results were generally disseminated through workshops, meetings, as well as through a range of well prepared documents.

Assessment of the output D

The absence of good baseline information against which progress could be measured, as well as appropriate objectively verifiable indicators, was an important shortcoming of the project and at the same time a serious handicap for its management.

The not adhering to the terms of the inception phase was unfortunate for the project, especially in view of the fact that the prodoc was badly lacking clear definition of outputs and of the activities that were needed to achieve the outputs.
Monitoring criteria and indicators were updated/introduced in the project in early 2007, year when the project was originally expected to be completed, an indication of the fact that such information was not seen a crucial management tool.
Based on the analyses of the TAG reports, the Mission concludes that the involvement of a TAG group was a very good idea and recommends that similar groups be included in projects of the same level of technical and managerial complexity. The TAG ensured a good technical backstopping of the Project, and in the beginning even good administrative and organisational monitoring and backstopping.

Rating: moderately satisfactory

Overall assessment scores of Outcome D	
Attribute	
Design quality	Moderately unsatisfactory
Relevance	Satisfactory
Effectiveness	Satisfactory
Efficiency	Satisfactory
Impact	Moderately satisfactory
Sustainability	Llikely

6. SUSTAINABILITY OF THE PROJECT

6.1. Institutional sustainability

Even though more work is needed in the field of legislation pertaining to wetlands, the basic structure at Central level: the Wetland Conservation Management Centre, is in place to deal with wetland issues. Therefore the Team is confident that institutional sustainability of the actions undertaken by the project, is very likely.
At provincial level, attention has also been given to wetlands, and considerable institutional strengthening has been provided by the project through training as well as the provision of needed equipment.
More attention and support should be given to the local governments, for them to cope with the various issues of wetland conservation and management.
Continued attention will have to be given too vertical and horizontal cooperation and coordination, in view of the various sectors involved in wetlands.

6.2. Financial sustainability

The Government has already made available considerable amounts of resources for the improved management of wetlands. It has also shown that by creating commercial activities annexed to the nature reserves , a considerable income can be generated, while at the same time enhancing awareness and conservation education.
Utmost attention will be required to avoid that these economic activities do not overtake the nature reserve itself in importance, to the potential detriment of sound reserve management.

6.3. Knowledge management

The project has produced a considerable data base, through the numerous studies that have been taken place in the past, as well as those undertaken by the project as well as by other institutions. The list of key publications, technical reports, leaflets, posters and other educational materials is considerable. This has added to the growing information base on wetland biodiversity, services, management. Through the various studies commissioned to various research institutions and universities, these institutions have also gained experience and know how, and will in turn support the need for their sound management and/or conservation.

In view of the above, the Mission Team feels that sustainability of knowledge acquisition is very likely.

6.4. Suggested follow up programmes

As indicated under 6.1. and elsewhere, the challenges facing nature reserve management in China remain considerable, despite the many efforts that have been made at various levels in the past and that continue to be made.
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The TE Team suggests that particular attention be given to the following issues:

- The policy and legislative frameworks will require additional attention leading to their improvement, adoption and enforcement. While nature reserves have some form of classification according to the level of authority that manages the reserve (National, Provincial, Local) reflecting the level of importance of the reserve, nature reserves should be classified according to their purpose, their management, their use etc.. In this context some more experimentation could be undertaken with the setting up/management of protected areas according to the guidelines of the IUCN Classification system (e.g. IUCN Classification V: Protected Landscapes), as is currently being undertaken in Yunnan Province.

- Taking into account the above recommendation, institutions at all levels, in particular the lower levels that are in the most urgent need, should be supported, adjusted and strengthened. In view of the ecological diversity of the nature reserves and their management complexity, specific policies, legislation and regulations will be required. While capacities at provincial levels were often impressive in many ways, specific projects should target local administrations in order to enhance their capacities in dealing with nature reserve planning management.

- Capacity building should remain a high priority. While the TE Team felt that many of the staff had advanced academic backgrounds, the Team found that staff was sometimes lacking practical, hands on experience, and sound knowledge of the local ecosystem and its components.

6.5. Sustainability of the project outcomes and outputs

Several information/data bases were set up, monitoring systems improved or put in place, information made available at all levels, and a mechanism of policy dialogue and cooperation enhanced. Many staff at all levels were given opportunities for specialised training or for study tours, national and international.

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Institutions have been strengthened, in particular at the central and the provincial levels. Capacity building at the Prefecture and County levels should be given continued attention. A vast number of surveys and studies have been carried out on the basis of which legislation can be refined and updated.
Naturally, more work and support will be needed, as the task is enormous and complex. However a good momentum has been achieved at all levels. The Mission Team believes that this momentum can be maintained, but that additional resources and continued attention will be required in order to build on the achievements of this and other projects.

Much more work will be needed at the field level, in particular the nature reserve management. There appears to be a tendency to attach a great deal of importance to the economic operations annexed onto the nature reserves.
While these operations are welcomed and necessary, attention should be given to avoid that these activities overshadow the importance of the management of the reserves.

7. ISSUES AFFECTING ATTAINMENT OF PROJECT RESULTS

The project suffered not only a credibility loss as a result of its suspension in 2002, but also a loss of momentum and continuity due to the 3 years hiatus between the two phases. Start up of the project was slow.

The concept of wetland and biodiversity conservation are relatively new. Aiming at setting up relevant and adequate legislation and institutional frameworks at all levels is seen by the Mission as very ambitious target to be achieved in 40 months, let alone the 28 months original duration of the project (July 2005-October 2007).

Generally speaking, project management was good, however, there is no doubt that project management could have been improved had the project had a well developed and defined project logframe from the onset.

From a management and backstopping point of view also, the project was geographically very dispersed; from an ecosystem point of view very diverse (tidal mudflats, high elevation peat bogs, open wetlands, lakes). In addition, some of these systems (e.g. Ruoergai peat bogs) are extremely complex from an anthropological, social and economic point of view; solutions for one system can not necessarily be applied in other systems.

The involvement of the TAG was seen by the TE Team as very positive, effective and efficient.

8. CONCLUSIONS AND LESSONS LEARNED

8.1. General conclusions

Despite a somewhat bleak past, a long project interruption, and a very slow re-start, the project was able to make very positive achievements at Central, Provincial and local levels of the Administration, despite its geographical dispersion and its thematic diversity (tidal mudflats, peat bogs, open wetlands, lakes).

An impressive information/data base was set up, monitoring systems improved or put in place, information made available at all levels, and a mechanism of policy dialogue and cooperation enhanced. Many staff at all levels were given opportunities for specialised training or for study tours, national and international.

More work and support will be needed, as the task is enormous and complex.

The comments below are meant to guide and help those who will be involved in the preparation of new projects, national and international, for the good of the sound management of the wetlands in China and elsewhere.

The cooperation environment

- The original project started in 2000, was suspended in 2002 as it "was not achieving its goals", reformulated, and put on hold for 3 years before it restarted. Such implementation path is neither usual, nor is it conducive to good further cooperation.

- The re-start up of the Project was plagued by a string of difficulties and delays, (late fielding of project staff, the TAG not on board, the crucial inception report not produced etc.) and little appears to have been achieved during the first project year;

- The above likely resulted in a further loss of credibility of the Project, and to the National Executing Agency not perceiving the project as a good source for (external) valuable knowledge and advice;

The project document

- The scope of the (originally) 28 months project was very ambitious, both in terms of expected impact on Central, Provincial and local levels (institutional and policy frameworks, mainstreaming etc), as in terms of changes at the level of the demonstration sites spread throughout the vast country.

- While the project document was broad but well focused (It was an excellent idea to involve the MTE team in the preparation of the Revision Document!), the document did not provide an analyses in sufficient detail of the issues the project was expected to address, on the basis of which the expected outputs were defined, and the necessary activities described. "Improved management of grassland" and "a monitoring system" are not precise enough for those who have to prepare work plans and their implementation, let alone for the local government that took charge of the management of these vast areas…

- As a possible result, and probably due to other factors, the project appears to have been driven to some extent by its means, rather than by analyses based solutions and achievements.

The Inception Phase

- The Mission fully understands that the MTR *cum* formulation team could not carry out sound goal oriented problem analyses due to time constraints.
  However during the inception phase, the Project Team should have carried out more analytical and
  planning work, in order to clearly describe outputs and activities, define, in a participatory manner "who will
  do what", at what cost and under whose responsibility, and identify at the same time the appropriate
  indicators for monitoring of the implementation;

- For a number of reasons, (late fielding of project staff, the TAG not on board,…) the inception phase did not take place as planned, neither was an inception report prepared, and in the view of the Team, this has had far reaching consequences on the further implementation of the project.

The Project set up

- A very well organised PMO (GEFWPO) was set up in Beijing, under the authority of the SFA.
  In each of the provincial capitals where project components were located, the project had an additional provincial PMO (PPMO), with a Provincial Coordinator, an Outcome Coordinator and support staff.

- The TAG Team, and the TE Team, noted the often considerable distance between the PPMO and the project sites. Such separation makes support and backstopping difficult and inefficient. While it would be normal to have a focal point at provincial level, at least the outcome coordinator should have been located at the project site, to allow efficient and effective operations, advice and management.

- Some of the wetland nature reserves fall under the authority of the local government (Prefecture, County). These local governments often lack manpower, means and expertise to properly protect and manage these often very extensive wetland area. Project support should have focused more effectively on the local government level, and on the site itself.

The role of UNDP

- Given the complexity of the project, its geographical spread, and the diversity of its activities, the multitude of agencies involved, the oversight of such programme requires time and resources, and one could wonder, whether UNDP CO has the necessary means to properly backstop such programmes. The Project had 7 PMO's and 8 field offices, besides the local authorities to coordinate with!
  Briefly visiting the local authorities, the PMO's and field sites (as did the TE Team), takes a minimum of 16 full working days!
  The TE Team feels that the involvement of a Technical Advisory Group was a very appropriate and wise decision.

The role of TAG

- The role of the TAG was to advise the PSC, UNDP CO and SFA on the project implementation and impact;

- The TAG was appointed in April 2006, 10 months after the start of the (originally) 28 months project. Earlier fielding of the TAG would have allowed their more effective involvement into the design of the field activities and the updating of the logframe;

- In the view of the TE Team, the TAG has done an outstanding job, and has even gone far beyond the terms of its assignment. It has, in particular during the first missions, made very pertinent recommendations regarding the organisation and management of the project, aspects that have plagued the project especially during the first year.

Technical consultants' inputs

- The Project had some 140 national consultants and staff.
  Many of the consultants were academics and according to TAG reports, some did not have the necessary previous exposure to the field in order to be able to make sound practical recommendations. According to the same reports, in certain cases the assignment of some consultants was not very well defined.

- Rather than sending many individual consultants, the TE Team feels that it might have been more productive to field integrated teams, comprising the sociologist, the anthropologist, the grassland ecologist, the grassland manager, the hydrologist, the legal advisor, get the benefit of their synergy, and come up with an holistic approach for improved resources/landscape management.

Project presence and impact

- The TE Team felt, that more effort and support should have been directed to the lower echelons of the administration.
  iven the increased authority of the lower echelons of the administration in matters such as integrated wetland management, these levels need extra strong support to take on this important challenge.
  For this to work effectively requires very clear and well defined responsibilities, expected outputs and activities, prepared in a participatory manner, of which the local authorities can then take full ownership.

8.2. Specific conclusions

Outcomes A and B

- Mainstreaming; levels of compliance, level of participation and cooperation, level of acceptance, level of implementation, level of interaction etc. , as cited in the logframe as indicators, are difficult to use not only as a project management tool, but equally difficult as an evaluation tool, in particular in the absence of baseline information and of very concrete outputs: passed laws, decisions, MOU's, endorsed managements plans. etc.

- By the same token, and as indicated in the General Conclusions above, to derive at new policy and legal frameworks, institutional adjustments, mainstreaming, and to see this reflected at field level, takes a lot of patience and time, especially in a field as new as wetland biodiversity management and conservation.

- The TE Team concluded that the project provided considerable quantities of information and data, in fields including natural resources and their trends, current legal provisions and advise for their adjustments, current resources management and suggestions for adjustments, and current institutional arrangements and potential changes. In addition large numbers of staff have benefited from training, leading to enhanced capacities of the institutions at all levels, with better operating means.

- The National Wetland Conservation Programme was approved by the State Council and was allocated a budget of 9 billion RMB. This is a clear indicator of the importance the Government attaches to the cause of wetland conservation and management.

- The 11th National Five Year Plan incorporates specific actions to enhance wetland biodiversity conservation;

- A number of provinces have prepared wetland conservation regulations that are in conformity with criteria for wetland biodiversity conservation; these legislations however are awaiting promulgation;

- Provinces held cross sectoral meetings on wetlands, including wetland biodiversity, under the chairmanship of the vice governor;

Outcome C

- For each site, a local level government office was set up to deal specifically with wetland management issues;

- Well organised and better equipped information centres had been set up at various places, drawing many visitors, enhancing awareness and education, as well as income of the relevant offices, which, in turn allows for a better management. As some of the business development operations appear to be very lucrative, utmost caution should be exercised to avoid that the management of the nature reserves or the core areas ends up in their shadow

- At Dongting Lake, a number of agencies, governmental and non governmental is routinely sharing data on wetland biodiversity monitoring;

- At Ruoergai and Maqu, local governments will require more support to derive at a sound and effective management of the marches, systems extremely complex not only from an ecological point of view, but also from a human and socio-economical point of view.

- Fuyuan and Jiansanjiang State Farm have appointed qualified nature reserve management staff, Fuyuan has developed a visitor/education centre, and Jiansanjiang is completing a new observation tower and education centre;

Outcome D

- The various components of the Project have produced a considerable number of well prepared technical reports and shared with their colleagues elsewhere in the country;

- The TAG missions were very effective. While the first missions devoted time and effort to improve the operational aspects of the project (which was apparently highly needed), later reports put emphasis on the technical aspects and the delivery of the outputs;

- As pointed out in the General Comments, the Project did not have the benefit of a logframe with well defined outputs and activities, together with suitable indicators to allow sound management and monitoring.

8.3. Lessons learned

Based on the review of the project documentation, interviews with key stakeholders at various levels, and analysis of the information collected, the TE Team collaged the following lessons learned:

- The design of projects involving the achievement of critical milestones such as new approaches (mainstreaming), laws, regulations and institutions, should better take into account the time needed for the political process to go through. This process should also be fully part of the logic of the project intervention and allow the project to pause until its achievement is met. Often, the remaining part of the project will depend greatly of this critical milestone (new approach instituted, new piece of legislation adopted, new institution created) and the decision to continue with the implementation of the project without waiting for this critical milestone is not a good project management practice searching “good value for money”.

- All projects, and in particular those dealing with changes in approach, in policy, in institutional responsibilities, should be based on sound goal oriented project analyses, on precise goal, outcome, output and activities’ definition and description, and on the identification of sound objectively verifiable indicators that can be measured against the baseline.

9. ANNEXES

Annex 1: People met

INSTITUTIONS	INDIVIDUALS & FUNCTIONS
July 20, UNDP, PMO, Beijing	
UNDP Beijing Office	GUO Yifeng, UNDP/GEF project manager
Wetland Conservation Management Center, SFA	MA Guangren, Director-General, National Project Director
SFA	LIU Guoqiang, Deputy National Project Director
PMO (Academy of Forest Inventory and Planning, SFA)	YUAN Jun, National Project Coordinator
Wetlands International-China (TAG-Technical Advisory Group)	CHEN Kelin, Director ZHANG Xiaohong, Deputy Director
UNDP/GEF Wetland Project consultant	Edwin Ongley, International Consultant
July 21, PMO; Ministry of Environment Protection, Beijing	
Ministry of Water Resource	LIU Ping, Professor
Ministry of Environmental Protection	TAO Siming, Division Chief of Nature Conservation Department
July 23, Yancheng Forestry Administration Bureau, Jiangsu Province	
Jiangsu Forestry Administration Bureau	YAO Zhigang, Acting Provincial Coordinator
Yancheng Forestry Administration Bureau	XU Huiqiang, Deputy Director LI Yao, Outcome Coordinator
Yancheng Finance Bureau	ZHAO Fujun, Deputy Director
Yancheng Water Conservancy Bureau	FENG Zhaoyun, Director
Yancheng Agriculture Comprehensive Development Bureau	HUANG Hequn, Deputy Director
Yancheng Public Security Bureau	ZHANG Kemin, Deputy Commander
Yancheng Development & Reform Commission	YU Fei, Deputy Director
Yancheng Tourism Bureau	HUANG Jinwen, Deputy Director
Dafeng National Milu Nature Reserve	WANG Yunbo, Division Chief
Yancheng Ocean and Fisheries Bureau	HUAN Aihua, Director
Yancheng Border Defense (Police)	LU Hongjun, Division Chief
July 24，Yancheng National Nature Reserve, Yancheng, Jiangsu Province	
Jiangsu Forestry Administration Bureau	YAO Zhigang, Acting Provincial Coordinator
Yancheng Forestry Administration Bureau	LI Yao, Outcome Coordinator
Yancheng National Nature Reserve	SUN Ming, Director WANG Hui, Division Chief of Scientific Research
July 24，Dafeng National Milu Nature Reserve, Yancheng, Jiangsu Province	

INSTITUTIONS	INDIVIDUALS & FUNCTIONS
Jiangsu Forestry Administration Bureau	YAO Zhigang, Acting Provincial Coordinator
Yancheng Forestry Administration Bureau	LI Yao, Outcome Coordinator
Dafeng National Milu Nature Reserve	DING Yuhua, Director, Professor YUAN Guojin, Tourism Division SHEN Yong, Finance Division XIA Yong , Communication Division XU Anhong, Administration Office SHEN Hua, Administration Office WANG Yunbo, Administration Office REN Wenjun, Scientific Research Division
Local Community	HE Long, farmer NIN Hongfu, farmer
July 26, Forestry Administration Department of Hunan Province, Changsha, Hunan Province	
Forestry Administration Department of Hunan Province	ZHAO Qingyun, Deputy Director-General ZHOU Shuyu, Chief of Wildlife Conservation XU Yongxin, Outcome Coordinator
Hunan Academy of Forestry Sciences	ZHANG Canzhao, Professor
Hunan Normal University	DENG Xuejian, Professor LI Jiao, Assistant Professor, Ph D
Politics and Law School, Central South University of Forestry & Technology	ZHOU Sunfan, Professor
July 26, East Dongting Lake National Nature Reserve, Yueyang, Hunan Province	
Forestry Administration Department of Hunan Province	XU Yongxin, Outcome Coordinator
East Dongting Lake National Nature Reserve	JIANG Yong, Deputy Director YAO Yi, Division Chief
July 27,Yueyang Municipal Government, Yueyang, Hunan Province	
Forestry Administration Department of Hunan Province	XU Yongxin, Outcome Coordinator FANG Daolong, Division Chief
Yueyang People's Congress	YUAN Ronghua, Deputy Director
Yueyang People's Political Consultative Committee	PAN Gangqiang, member
Yueyang Forestry Administration Bureau	MENG Zhengxing, Deputy Director XIONG Yi'en, Division Chief CHEN Kuiwu, Division Chief
Wetland Conservation Station of Yueyang County	XU Yukuai, Chief
Academy of Forest Inventory and Planning, SFA	CHEN Kangjun, PMO officer
East Dongting Lake National Nature Reserve	JIANG Yong, Deputy Director YAO Yi, Division Chief ZHANG Ming, Division Chief XU Shengnan, Staff LIU Heping, Staff LIU Youjun, Staff
July 29，Sichuan Provinciale Forestry Department, Chengdu, Sichuan	

INSTITUTIONS	INDIVIDUALS & FUNCTIONS
Province	
Wildlife Conservation Management Center of Sichuan Province	LI Jianguo, Provincial coordinator GU Haijun, Outcome Coordinator WANG Yulin, staff TANG Yonghua, Engineer
Rural Development Institute, Sichuan Provincial Academy of Social Sciences	LI Shengzhi，Vice-Director
World Wide Found Chengdu Office	LIU Lei, Programme Associate, UNV
Institute of Biology, CAS	LU Tao, Assistant Professor DAI Qiang, Assistant Professor WANG Qian, Assistant Professor
July 30，Ruoergai County Government, Sichuan Province	
Wildlife Conservation Management Center of Sichuan Province	LI Jianguo, Provincial coordinator GU Haijun, Outcome Coordinator
Ruoergai County People's Government	YU Sigang, Deputy County Governor
Rouergai Environmental Protection Bureau	CAO Kunlin, Deputy Director
Rouergai Forestry Administration Bureau	WANG Yong, Director-General
Ruoergai Animal Husbandry & Veterinary Bureau	DU An, Chief
National Nature Reserve in Ruoergai Wetland	ZHA Ke, Director ZHANG Ming, Deputy Director LI Hua, Deputy Director LU Ming, Deputy Director
July 31，Animal Husbandry and Veterinary Bureau of Maqu County, Muqu, Gansu Province	
Gansu Wildlife Administration Bureau	ZHANG Yongke, Provincial Coordinator OUYANG Feng, Outcome Coordinator WANG Lei, UNV
Animal Husbandry and Veterinary Bureau of Maqu County	Banmacaiyang, Chief YANG Lingping, Deputy Chief Daojiecairang, Administration Office WANG Zhi'an, Administration Office
Maqu Grassland Station	CONG Weijie, Chief
August 1，Gahai-Zecha National Nature Reserve, Dangqu County, Gansu Province	
Gahai-Zecha National Nature Reserve	XING Yumei, Director CHEN Youshui, Deputy Director LI Junzhen, Senior Engineer TIAN Ruichun, Chief of Field Station ZHANG Yong, Field Station XING Yumei, Administration Office
August 2，Gansu Wildlife Administration Bureau, Landou, Gansu Province	
Forestry Department of Gansu Province	ZHENG Kexian, Chief of International Cooperation and Development WANG Peng, Officer
Gansu Wildlife Administration Bureau (Gansu UNDP/GEF Wetland Project Office)	MA Chongyu, Director ZHANG Yongke, Provincial Coordinator, OUYANG Feng, Outcome Coordinator

INSTITUTIONS	INDIVIDUALS & FUNCTIONS
	WANG Lei, UNV GUO Weibin, Administration Office BAI Shumei, Project officer CAI Ming, Project Officer MA Guorong, Project Officer
August 3，UNDP Beijing Office; PMO, Beijing	
UNDP Beijing Office	SUN Xuebing, Environment and Energy Team Manager
PMO (Academy of Forest Inventory and Planning, SFA)	YUAN Jun, National Project Coordinator
August 5，Heilongjiang Provincial Forestry Department, Harbin, Heilongjian g Province	
Heilongjiang Provincial Forestry Department	CUI Guangfan, Provincial Coordinator
Northeast Institute of Geography and Agricultural Ecology, CAS	JIANG Ming, Outcome Coordinator WU Haitao, Acting Outcome Coordinator LU Xianguo, Professor ZHANG Shuqing, Professor
Heilongjiang Provincial People's Congress	WU Bing, Vice Chair of Agriculture and Forestry Affairs Committee
Heilongjiang Agricultural Reclamation Bureau	SHI Weiqiang, Deputy Chief of Policy & Regulations Department
Rural Affair Committee of Heilongjiang Communist Party	GAO Ruikuan, Deputy Chief of Science and Education Division
Heilongjiang Animal Husbandry and Veterinary Bureau	ZHANG Yili, Division Chief
Heilongjiang Environmental Protection Bureau	YU Zhihong, Division Chief of Nature Conservation
Northeast Forestry University	XU Yangchun, Professor SUI Xiang. PhD
Heilongjiang Water Conservancy & Hydroelectricity Survey & Designing Institute	HAN Shoujiang, Deputy Director WEN Jijuan, Hydrology Expert
Politics and Law School, Heilonjiang University	LI Yanyan, Professor
August 6, Sanjiang National Nature Reserve, Fuyuan County, Heilongjiang Province	
Fuyuan Communist Party	ZHANG Qinyan, Deputy Secretary- General DUAN Hongguang, Chief of Rural Affair Committee
Sanjiang National Nature Reserve Administration in Helonjiang	ZHANG Qinyan, Director ZHEN Zhigang, Deputy Director YU Xiaodong, Deputy Director LI Chuangbao, Deputy Director CHEN Shanliang, Financial Management HAN Shengbo, Police Station ZHAO Qichao, Disease Prevention Station LIU Zunxian, Scientific Research WU Zhifu, Publicity Education SUN Xinxin, Administration Office
Fuyuan Country **Forestry Administration Bureau**	LIU Chunsheng, Chief

INSTITUTIONS	INDIVIDUALS & FUNCTIONS
Fuyuang Environmental Protection Bureau	CAI Xianshun, Chief
Fuyuang Water Authority	SHUI Chengyu, Deputy Chief
Fuyuan Education Bureau	ZHANG Xulin, Secretary of Party Committee
Fuyuan Animal Husbandry & Veterinary Bureau	DONG Yongchui, Chief
Fuyuan Land Resources Bureau	LIU Yongyun, Deputy Director-General
August 7，Jiansajiang Sub-bureau of General Bureau of State Farms, Heilongjiang Province	
Heilongjiang Province Forestry Department	CUI Guangfan, Provincial Coordinator
Jiansajiang Sub-bureau of General Bureau of State Farms, Heilongjiang	LIN Changhua, Deputy Director-General LI Yunge, Chief of Weather Station QU Shen, Division Chief of Environment Protection YU Jun, Chief of Water Authority ZHEN Wen, Division Chief of Animal Husbandry and Fisheries
Honghe Nature Reserve	DONG Shubin, Director ZHU Baoguang, Division Chief
Northeast Institute of Geography and Agricultural Ecology, CAS	WU Haitao, Acting Outcome Coordinator
Jiansanjiang Radio and Television Bureau	WANG Zhenghui, Journalist

Annex 2: Mission schedule

Schedule for Terminal Evaluation Mission of UNDP/GEF China Wetlands Project
July 20 - August 28, 2009

DATE	TIME	VENUE	ACTIVITIES	PARTICIPANTS
2009/7/20 Monday	9:00 - 10:00	UNDP	Meeting with UNDP Programme Manager	UNDP Programme Manager
	10:30 - 12:00	PMO	Get understanding of the project backgrounds, discuss overall evaluation arrangemnets and collect relevant materials	Deputy National Project Director and other PMO staff
	14:00 - 15:00	Ministry of Environmental Protection	Meeting with Department of Nature Conservation	PSC member of MOEP
	15:30 - 16:30	Ministry of Finance	Meeting with MOF officials in charge of GEF	MOF officials
2009/7/21 Tuesday	08:30 - 10:00	Wetland Conservation Management Center (WCMC), SFA	Meeting with WCMC	WCMC representatives
	11:00-12:00	Ministry of Water Resources	Meeting with Department of Water Resources	PSC member of MOR
	13:30 - 17:00	PMO	Discussion on National Level component	PMO staff
2009/7/22 Wednesday	9:00 - 12:00	PMO	Discussion on National Level component	PMO staff
	13:30-17:00	PMO	Material reading and report writing	PMO staff
20097/23 Thursday	11:30	Beijing Capital Airport	Fly to Yancheng by CA1591	
	15:00 - 17:00	Yancheng	Meeting with relevant agencies, overnight in Yancheng City	Provincial and Outcome Coordinators, representatives of Yancheng relevant agencies
2009/7/24 Friday	8:30-12:00	Yancheng NR	Discussion and visit to Education Center and NR, drive Dafeng NR after lunch	Provincial and Outcome Coordinators，Yancheng NR representatives

	15:00 - 17:00	Dafeng NR	Meeting with relevant stakeholders, overnight in Dafeng NR	Provincial and Outcome Coordinators, Dafeng NR representatives
2009/7/25Saturday	08:30 - 11:30	Dafeng NR	Visit Education Center and inspect wetland restoration project	Provincial and Outcome Coordinators, Dafeng NRrepresentatives
	12:30 - 17:30	Drive to Nanjing Airport	Fly to Changsha at 18:45 by CZ3986, overnight in Changsha	
2009/7/26 Sunday	9:00 - 11:30	Changsha	Meeting with Provincial Forestry Department and project experts	Provincial Coordinator,Outcome Coordinator,Project experts
	13:00 - 15:00	Drive to Yueyang	Arrive at Yueyang	Provincial Coordinator,Outcome Coordinator
	16:00 - 18:00	Yueyang	Meeting with East Dongting NR, overnight in Yueyang	Provincial Coordinator,Outcome Coordinator, East Dongting NR representatives
2009/7/27 Monday	09:00-12:00	Yueyang	Meeting with relevant agencies	Provincial Coordinator，Outcome Coordinator，Yueyang relevant agencies'representatives
	14:00-18:00	Yueyang	Inspect enclosed management area of East Dongting NR，discuss with fishmen，overnight in Yueyang	Provincial Coordinator,Outcome Coordinator,Easr Dongting NR representatives
2009/7/28 Tuesday	09:00-11:30	Drive to Changsha	Arrive in airport	Provincial Coordinator,Outcome Coordinator
	14:30-16:15	Fly to Chengdu by 3U8998	Overnight in Chendu	
2009/7/29 Wednesday	09:00-11:30	Chengdu	Meeting with Provincial Forestry Department and project experts	Provincial Coordinator,Outcome Coordinator,Project experts
	14:30-15:15	Chengdu Airport	Arrive in Jiuhuang Airport by MU5869	Provincial Coordinator,Outcome Coordinator
	15:30-18:00	Drive to Ruoergai	Overnight in Ruoergai county	Provincial Coordinator,Outcome Coordinator

2009/7/30 Thursday	09:00-11:30	Ruoergai County	Meeting with relevant agencies	Provincial Coordinator，Outcome Coordinator，Ruoergai county representatives
	14:00-17:30	Ruoergai County	Field visit on wetland restoration etc., overnight in Ruoergai County	Provincial Coordinator,Outcome Coordinator,Ruoergai NR's representatives
2009/7/31 Friday	08:30-11:30	Drive to Maqu	Arrive in Maqu	
	14:30-17:30	Maqu	Meeting with relevant agencies, overnight in Maqu	Provincial Coordinator，Outcome Coordinator，relevant representatives of Maqu county
2009/8/1 Saturday	08:00-12:00	Maqu	Visit demonstration villages	Provincial Coordinator,Outcome Coordinator,Shouqu NR's representatives
	13:30-18:00	Drive to Lanzhou	Visit Gahai NR, overnight in Lanzhou	Provincial Coordinator,Outcome Coordinator
2009/8/2 Sunday	09:00-11:30	Lanzhou	Meeting with Provincial Forestry Department and project experts	Provincial Coordinator,Outcome Coordinator,Project experts
	15:20-17:25	Fly back to Beijing by CA1272		
2009/8/3 Monday	09:00-12:00	UNDP	Debriefing on field mission	staff of UNDP and PMO
	14:00-17:30	PMO	Discussion bewteen two evaluators and report writing	
2009/8/4 Tuesday	9:55-11:40	Beijing Capital Airport	Fly to Harbin by CA1643	
	15:00-17:30	Harbin	Meeting with relevant agencies and project experts. Overnight in Harbin	Relevant agencies' representatives and project experts
2009/8/5 Wednesday	07:30-18:30	Drive to Fuyuan	Overnight in Fuyuan	Provincial Coordinator,Outcome Coordinator
2009/8/6 Thursday	09:00-11:30	Fuyuan	Meeting with relevant agencies	Provincial Coordinator，Outcome Coordinator，Fuyuan county representatives

	13:00-18:00	Fuyuan	Visit Sanjiang NR, overnight in Fuyuan	Provincial Coordinator,Outcome Coordinator,Sanjiang NR representatives
2009/8/7 Friday	08:30-11:30	Drive to Honghe NR	Visit ecological corridor,Education Center of Honghe NR, and wetland restoration	Provincial Coordinator,Outcome Coordinator
	13:30-15:00	Drive to Jiansanjiang State Farm Bureau		Provincial Coordinator,Outcome Coordinator
	15:30-17:30	Jiansanjiang Bureau	Meeting with relevant agencies.Overnight in Jiansanjiang	Provincial Coordinator，Outcome Coordinator，Jiansanjiang Bureau's representatives
2009/8/8 Saturday	07:00-10:00	Drive to Jiamusi Airport		Provincial Coordinator，Outcome Coordinator
	11:00-13:10	Fly to Beijing by CA1692		
August 17			submission of first draft report	consultants
8 月 21 日			feedback to draft report	UNDP and PMO
8 月 26 日			Finalization of report according to comments	consultants

Annex 3: Total Budget and Workplan

CPR/98/G32 OUTCOMES	Indicative Activities (see Logical Framework and Outcome descriptions in Appendices B3 and B1 respectively for more details)	ERP/Atlas Budget Description		GEF (US$)	GOC (US$)	Total (US$)
Outcome A Wetland biodiversity conservation is a routine consideration in government decision making and action at national level	• Carry out sectoral analyses of policies and practices affecting wetlands in all relevant agencies • Develop wetland biodiversity conservation criteria for assessing policy • Prepare recommendations for policy framework, new legislation and transboundary agreements, and revisions to existing legislation and agreements • Strengthen systems of data collection, quality control, analysis, management and sharing so that accurate and consistent information on wetlands in China is easily available and being consulted by a wide group of users inside and outside government • Strengthen literature resources and use of internet for access to information relevant to wetland biodiversity conservation, including subscriptions to journals if subsequent funding guaranteed • On-the-job training • Routine participation in China National Wetland Conservation Programme review meetings	71200	International Consultants	96,000	0	96,000
		71300	Local Consultants	130,153	302,400	432,553
		71400	Contractual Services-Individuals	0	0	0
		71500	UN Volunteers	0	0	0
		71600	Travel	6,000	30,000	36,000
		72100	Contractual Services-Companies	0	0	0
		72200	Equipment and Furniture	50,000	155,000	205,000
		73100	Rental and Maintenance	0	240,000	240,000
		74100	Professional Services	6,000	55,000	61,000
		74500	Miscellaneous Services	190,301	200,000	390,301
			Outcome A Total	***478,454***	***982,400***	***1,460,854***

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Outcome B Heilongjiang provincial level government agencies routinely consider wetland biodiversity conservation in decision making and action	• Carry out sectoral analyses of policies and practices affecting wetlands in all relevant agencies • On –the-job training • Strengthen systems of data collection, quality control, analysis, management and sharing so that accurate and consistent information on wetlands in Heilongjiang is easily available and being consulted by a wide group of users inside and outside government • Prepare recommendations for incorporation of wetland biodiversity conservation considerations into policy framework, new legislation and international agreements, and revisions to existing legislation and agreements • Strengthen literature resources and use of internet for access to information relevant to wetland biodiversity conservation, including subscriptions to journals if subsequent funding guaranteed	71200	International Consultants	112,000	0	112,000
		71300	Local Consultants	193,000	432,000	625,000
		71400	Contractual Services-Individuals	0	0	0
		71500	UN Volunteers	0	0	0
		71600	Travel	28,000	20,000	48,000
		72100	Contractual Services-Companies	0	0	0
		72200	Equipment and Furniture	80,000	360,000	440,000
		73100	Rental and Maintenance	0	460,000	460,000
		74100	Professional Services	4,800	65,000	69,800
		74500	Miscellaneous Services	86,200	220,000	306,200
			Outcome B Total	***504,000***	***1,557,000***	***2,061,000***

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Outcome C Government agencies at local levels routinely take into account wetland biodiversity conservation in decision making and action at four wetland sites	• Make initial assessments of the effects of local land use on wetland biodiversity at each of the four sites • Carry out sectoral analyses of policies and practices affecting wetlands in all relevant agencies • Prepare an economic framework for wetlands conservation at the four sites • Review work plans for nature reserves and relevant government departments and incorporate project support for programmes to enhance wetland biodiversity considerations and on-the-job training • Keep local governors involved • Develop and implement wide partnership strategy • Training workshops • Increase access of general public to information on wetland biodiversity and decision making on wetlands • Incorporate wetland biodiversity considerations into water management for cultivation, pasture management, and international and interprovincial transboundary interactions. • Improve monitoring and research and the sharing with and use of data by decision makers	71200	International Consultants	400,000	0	400,000
		71300	Local Consultants	594,000	1,252,800	1,846,800
		71400	Contractual Services-Individuals	0	0	0
		71500	UN Volunteers	400,000	0	400,000
		71600	Travel	314,000	488,000	802,000
		72100	Contractual Services-Companies	410,000	0	410,000
		72200	Equipment and Furniture	378,000	1,411,000	1,789,000
		73100	Rental and Maintenance	0	1,738,000	1,738,000
		74100	Professional Services	73,350	1,041,000	1,114,350
		74500	Miscellaneous Services	682,150	875,000	1,557,150
			Outcome C Total	***3,251,500***	***6,805,800***	***10,057,300***

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Outcome D Improved processes of monitoring and evaluation, and the collection, analysis, use and sharing of information, knowledge and experience in wetland biodiversity conservation	• Use reports from TAG to improve project performance • Maintain technical oversight of project plans, inputs and results • Communicate within the project through exchanges of experience between sites, between sites and province, between provinces and between sites, provinces and national level: meetings, website, project newsletters, distribution of progress reports, feedback to project planning, intranet for downloading data • International exchange of information, particularly with neighbours • React to reports and recommendations of Technical Advisory Group • Prepare materials and methodology for dissemination of project results to ensure that they are adopted in other provinces and localities • Carry out tests of dissemination approach in one province and one county • Increase access of general public to information on wetland biodiversity and decision making on wetlands	71200	International Consultants	278,000	0	280,000
		71300	Local Consultants	130,347	378,000	508,347
		71400	Contractual Services-Individuals	0	0	0
		71500	UN Volunteers	0	0	0
		71600	Travel	64,000	0	64,000
		72100	Contractual Services-Companies	0	0	0
		72200	Equipment and Furniture	50,000	85,000	135,000
		73100	Rental and Maintenance	0	0	0
		74100	Professional Services	49,068	0	49,068
		74500	Miscellaneous Services	530,653	50,000	580,653
			Outcome D Total	***1,102,068***	***513,000***	***1,617,068***

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Totals for all four outcomes over the whole project *(For breakdown by year see Appendix B11)*	71200	International Consultants	888,000	0	888,000
	71300	Local Consultants	1,047,500	2,365,200	3,412,700
	71400	Contractual Services-Individuals	0	0	0
	71500	UN Volunteers	400,000	0	400,000
	71600	Travel	412,000	538,000	950,000
	72100	Contractual Services-Companies	410,000	0	410,000
	72200	Equipment and Furniture	558,000	2,011,000	2,569,000
	73100	Rental and Maintenance	0	2,438,000	2,438,000
	74100	Professional Services	133,218	1,161,000	1,294,218
	74500	Miscellaneous Services	1,489,304	1,345,000	2,834,304
Grand Total (US$)			**5,336,022**	**9,858,200**	**15,196,222**

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