

Evaluation & Monitoring Report

Strengthening Commitment for the Effective
Cibodas Biosphere Reserve Management Increased

*Developing Collaborative Management of Cibodas Biosphere Reserve
West Java - Indonesia*

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1. INTRODUCTION

BACKGROUND OF THE PROJECT

Indonesia is considered to be a globally important biosphere which potentially provides a wide range of benefits for people and its environment. In this regard, the government of Indonesia has undertaken significant effort to protect its biodiversity through the establishment of protected areas; nature reserve (284 units), wildlife reserve (76 units), national park (50 units), nature recreational park (124 units), grand forest park (21 units), and hunting park (14 units). The total area in Indonesia coverage is about 28 million ha (22.81 million ha terrestrial and 5.42 million ha marine) of 534 protected area units. Some of the National Park is assigned as biosphere reserve which is established to promote and demonstrate a balanced relationship between humans and biosphere. Cibodas is the one of the 6 (six) biosphere reserve in Indonesia. Mount Gede Pangrango National Park (MGPNP) is a protected area and function as a core zone of Cibodas Biosphere Reserves (CBR).

Mount Gede Pangrango National Park (MGPNP) is one of the conservation areas which administratively located in the Districts of Bogor, Cianjur and Sukabumi, West Java Province. At 2009, the total area MGPNP is 22.851 ha. Ecosystem in Core Area CBR can be defined by the altitude: (a) Sub montane; (b) montane; and (c) sub alpine. Beside, another type of ecosystem can be found that not influenced by the altitude are: (a) swamp ecosystem; (b) crater ecosystem; (c) lakes ecosystem; and (d) homogenous forest ecosystem. The diversity of ecosystem are habitat of variation plant and animal. Potential in term of animal diversity, the MGPNP is an area that has the highest bird species on the island of Java. Approximately 250 species of 400 species of birds in Java can be found in this area. Forest area of MGPNP is also habitat of five species of primates namely Silverly Javan Gibbons (*Hylobates moloch* Audebert, 1798), Javan Leaf Monkey-Surili (*Presbytis comate*), Ebony Leaf Monkey (*Trachythecus auratus*), Long-tailed Monkeys (*Macaca fascicularis*) and Javan Lemur (*Nyctcebus javanicus*).

Cibodas Biophere Reserve (CBR) is very important as a source of water for several surrounding cities such as Jakarta, Bekasi, Tangerang, Bogor, Cianjur and Sukabumi. Therefore Cibodas Biosphere Reserve areas must be protected and developed for the benefit of surrounding communities. More than 60 rivers are flowing from the national park to Bogor and the area surrounding. Debit of spring and in Gunung Gede Pangrango National Park is 40-500 liters/second and provides water economic value as big as 4,341 billion rupiah each year for consumption of community surrounding in national park. It has also approximately 231 billion liters of water per year and all the water is flowing on surface and as 4 sources of watershed: Citarum, Ciliwung, Cisadane and Cimandiri and used by > 20 millions of people in Jabodetabek (Jakarta, Bogor, Depok, Tangerang and Bekasi).

However the impact of various human activities on the Biosphere Reserve core area recently is growing due to tourism development and increasing population density in the surrounding areas such as illegal occupation of forest area for the purpose of utilizing it as agriculture activities. There are 66 villages surrounding core zone and become a threat through, illegal agricultural activities, wood pilfering and wildlife hunting. In addition, development activities of regional government of the three districts of Cianjur, Bogor and Sukabumi are difficult to control because of the pressures of the increasing population. Therefore, there is a need to integrate land use planning in CBR and to integrate protected areas management within the framework of sustainable development of the areas. If the CBR is not properly managed in accordance with the current regulation/guidelines Man & Biosphere and low stakeholders commitment to support conservation of the protected areas, as well as an imminent consequence, these encroachment activities will lead to forest degradation which contributes to flooding, soil erosion, irregular water supplies and continued poverty. If there are no serious planned actions taken, negative impact can be expected to occur particularly in term of flood disaster in Jakarta.

2. M&E PLAN

The M&E plan for the Developing Collaborative Management of Cibodas Biosphere Reserve Project (DCMCBC) has been developed by the National Consultant *Activity 1.1. (Output 1)* ITTO TFL-PD 019/10 Rev. 2 (M) in close collaboration with the Project Coordinator (PC) ITTO TFL-PD 019/10 Rev. 2 (M) during collaborative and participatory work sessions in three district Government (Bogor, Cianjur and Sukabumi) during October 2013.

The M&E plan includes two components addressing the target indicators in the project log-frame:

- **M&E of Project Performance**

Monitoring focuses on the strengthening commitment for the effective Cibodas Biosphere Reserve management increased activities, seeking to improve efficiency and overall effectiveness of project implementation. It is a continuous process to collect information on actual implementation of project activities compared to those scheduled in the annual work plans, including the delivery of quality outputs in a timely manner, to identify problems and constraints (technical, human resource, and financial), to make clear recommendations for corrective actions, and identify lessons learned and best practices for scaling up, etc. Performance evaluation will assess the project's success in achieving its objectives.

- **M&E of Project Impact**

Evaluation of the project's success in achieving its outcomes will be monitored continuously throughout the project. The key indicators can be found in the logical framework. The indicators have been further reviewed/refined during the development of this M&E Plan, and tools and methods and indicators for measuring impact have been determined and agreed to ensure that a standardized framework is shared by the three participating district level.

PROJECT OVERVIEW

The project's developing collaborative management of Cibodas Biosphere Reserve goal is to promote the **conservation** and **sustainable use** of biodiversity and environmental services in Cibodas Biosphere Reserve including: restoration of degraded lands, carbon sequestration, climate change mitigation, biodiversity conservation, and sustainable development.

The project aims to reach this goal through four main components:

1. Trans boundary coordination and information sharing to promote sustainable, biodiversity conservation and sustainable development.
2. Enabling policy, planning and legislative conditions to support and facilitate the sustainable management of Cibodas Biosphere Reserve.
3. Capacity and knowledge development at all levels to promote and support biodiversity conservation and sustainable development in the biosphere reserve.
4. Implementation of improved biodiversity conservation and sustainable development management practices in core area, buffer zone and transition area.

PURPOSE

The monitoring and evaluation plan for the CBC will serve two functions: first, periodic assessment of project implementation and performance of activities (M&E of Project Performance), and second, evaluation of their results in terms of relevance, effectiveness and impact in promoting the biodiversity conservation and sustainable development (BC&SD) (M&E of Project Impact). The M&E system of the project will provide answers on the progress and impact made by the PC, the stakeholders achieving the project's outputs and outcomes.

Project Performance : Performance evaluation will assess the project's success in achieving the outputs with the inputs provided and activities conducted. The project will be monitored closely by Province Government, and by the Forum of Coordination and Communication of Cibodas Biosphere Reserve Management (FKKPCBC) through semi-annual reports, annual reports, and technical reports. Moreover, regular technical supervision missions and Back to Office Reports will be provided as required to enhance success, and well as guidance notes and feedbacks on activity.

Project Impact : Evaluation of the project's success in achieving its outcomes will be monitored continuously throughout the project. The key indicators found in the logical framework, and in the revised M&E matrix will guide the evaluation of the project results and impacts. To do so, reliable baseline data will be collected at start of the project activities, and impact data will be collected when appropriate during the project implementation.

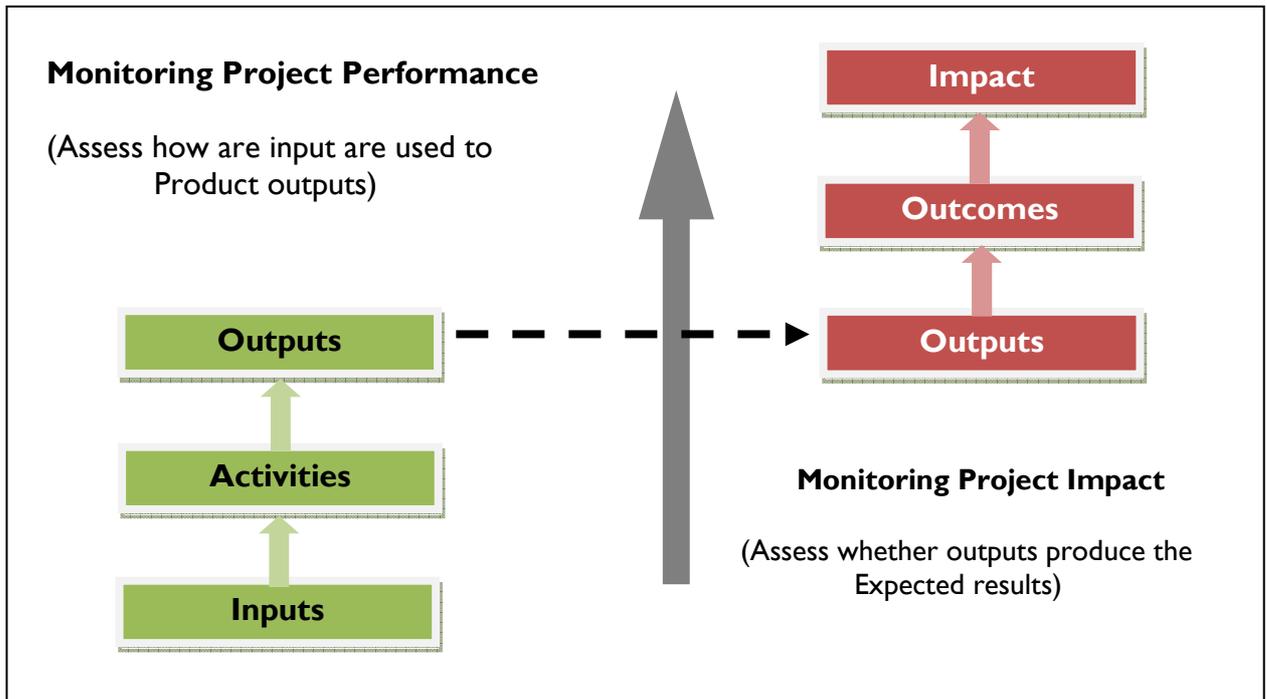


Diagram 1 : M&E of project performance and project impact

Both project performance and impact M&E will contribute to improve decision making and management, by keeping the project on track towards achieving the outcomes and environmental and development objectives and by integrating lessons learnt into planning.

Project achievements will be evaluated after two years of project execution during the planned, and at the end of the project through an independent final evaluation.

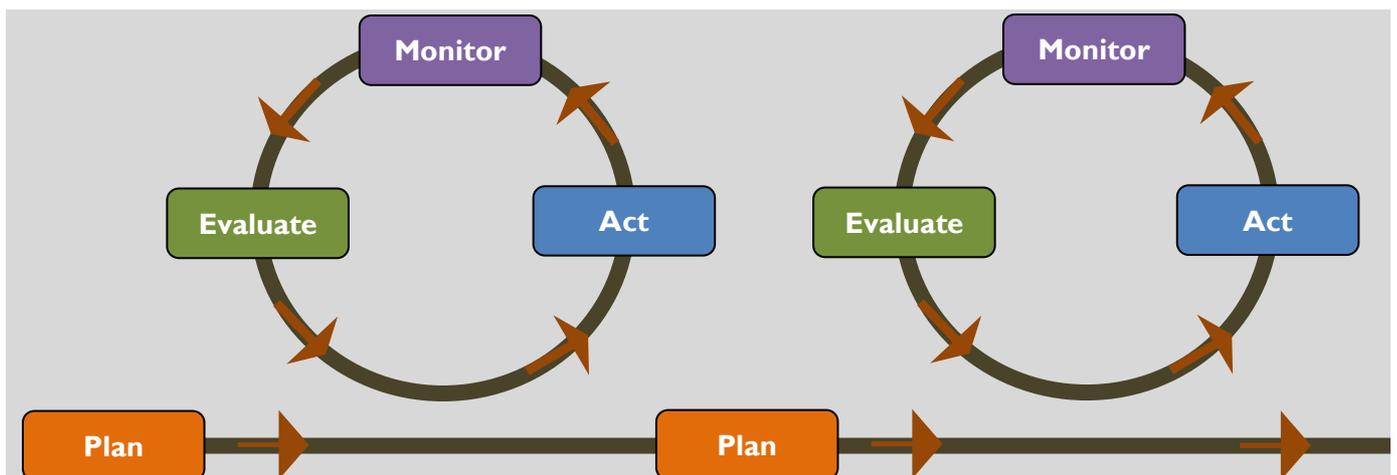


Diagram 2 : M&E as part of project management and planning

3. M&E OF PROJECT PERFORMANCE

The M&E of project performance focuses on the record of information related to the project implementation process (*inputs*), activities and outputs. A minimum data collection is required to enable the project management and stakeholders: i) to track at regular time intervals the activities achieved (compare planned/versus achieved) and assess effects of both external factors and internal project operations; ii) to assess results (*outputs*), lessons learnt, and solutions to keep project on track.

CONTEXT OF THE EVALUATION

This report presents the results of the evaluation of Stakeholder Commitment for the effective Cibodas Biosphere Reserve Management Program. In accordance with the District Government, the evaluation focuses on the extent to which the CBC Program has demonstrated value for money by assessing the core issues of relevance and performance, including effectiveness, efficiency and economy.

SCOPE AND METHODOLOGY

The main objective of this evaluation is to determine to what extent the CBC Program is managed effectively and efficiently and whether it has achieved its intended outcomes. The evaluation covered the period from 2013 to the present and was undertaken between October, 1-31st2013. The evaluation was led by the National Consultant ITTO-TFL PD 019/10 Rev. 2 (M) Activity I.I. An national consultant was retained to develop the evaluation plan and to conduct the CBC Program evaluation.

EVALUATION OBJECTIVE

The main objectives of this evaluation is to determine to what extent the Integrated Cibodas Biosphere Reserve Management Program is relevant, is managed effectively and efficiently, and whether it has achieved its stated objectives. As such, the evaluation examined the extent to which the CBR Program demonstrates for biodiversity conservation and sustainable development its relevance and performance (including effectiveness, efficiency and economy), in accordance with district government policy. This evaluation covered the period from 2013 to the present and was undertaken on developing collaborative management of Cibodas Biosphere Reserve process.

PROGRAM DESCRIPTION

The DCMCBC (*Developing Collaborative Management of Cibodas Biosphere Reserve*) Program is the program activity within TFLET-ITTO (TFL-PD 19/10 Rev.2 (M) Project with responsibility for integrated management of Cibodas Biosphere Reserve and application of biodiversity conservation tools for the protection of sensitive or significant core areas. The DCMCBC Program provides district government and provincial government authorities, private sector, non-governmental organizations, local community groups and other stakeholder with the tools and for a needed to collaboratively develop Integrated Cibodas Biosphere Reserve Management Plans that incorporate social, economic, and environmental considerations in decision-making. The ultimate intended outcome of the DCMCBC Program is that sustainable development activities are managed in a way that preserve the ecological health of the forest, while allowing for sustainable use of the forest.

EVALUATION METHODOLOGY

The evaluation used a non-experimental design and a multiple-lines-of-enquiry approach. Qualitative and quantitative data for the evaluation were obtained from the following sources:

- Document and performance data review;
- Interviews with key informants, including stakeholders and external experts;
- Survey of partners and stakeholders (responses from individuals); and
- Three case studies (three pilot projects).

4. KEY FINDINGS (RESULT)

RELEVANCE

The Team concluded that the relevance of the Project is high.

- The evaluation evidence indicates that there is an ongoing need for CBC programming. Core Area CBC has great economic and social significance, yet are showing signs of stress in many areas (buffer zone). The views of key informants, surveyed CBC Program stakeholders, and public opinion data are also supportive of efforts to zonation system management. Integrated management is an approach that has proven effective in terrestrial planning and has been adopted by other countries to manage environments.
- The CBC Program aligns with district government priorities, particularly those related to economic affairs (a green product). The CBC Program is a key aspect of the District Government of Bogor, Cianjur and Sukabumi Regional Strategy through leadership and responsibility for many of the Biodiversity Conservation and Sustainable Development Initiative components, and supports complementary regional strategies (e.g. the Regional Sustainable Development Strategy). CBC Program activities supported by the Health of the Environment Initiative contribute to meeting international commitments related to biological diversity, specifically protected areas and protected area networks (Convention on Biological Diversity).
- The CBC Program aligns with departmental priorities, addressing the strategic outcome of Sustainable Forest Ecosystems, as well as contributing to the strategic outcome Economically Sectors and Agricultures by supporting sustainable development. The program's priority alignment is subject to a persistent tension between the ecosystem approach and focus on biodiversity conservation and sustainable management.
- The Cibodas Biosphere Reserve Strategy outlines the national mandate in integrated biodiversity and sustainable management. The District Government level (Pemerintah Daerah) and National Park (TNGGP) make an appropriate and important contribution to CBC programming, in collaboration with other levels of government and other stakeholders. There is some sentiment that the district government role could be more fulsome to meet its leadership mandate stated in the *Memorandum of Understanding* for integrated CBC management.

EFFECTIVENESS

- Evaluation evidence from all lines of inquiry indicates some progress toward the achievement of the immediate and intermediate outcomes of the CBC Program.
- The CBC Program has engaged a wide array of stakeholders in integrated management. Surveyed CBC Program partners/ stakeholders who were engaged in consultations/ committees were generally satisfied with these processes. Impacts were noted in areas such as the inclusion of a broad spectrum of views, but less impact was felt to have occurred in the areas of forest management decision-making and stakeholder commitment to integrated forest management.
- Integrated CBC Management Plans has been implemented within the timeframe specified in the District Government strategic plan. To date, only three villages Integrated CBC Management Plan has been endorsed by the District Government, (i.e. Bogor district at Pasir Buncir village, Cianjur district at Sarongge village and Sukabumi district at Langensari village) through of the organic agriculture and integrated livestock. Because Integrated CBC Management Plans are not a stage of implementation, there have been limited impacts on policies or practices for related decisions.
- Progress in establishing *Core Areas* and conserving national park ecosystems is carried out through the restoration. There has been significant progress in the development of key strategic and operational supports to establish and manage a national and local level network of core area. Progress has demonstrated participation by the public and stakeholders in conservation effort in core area of Cibodas Biosphere Reserve and developing indicators and monitoring protocols for the management of existing Core Area.
- The program's ultimate outcome – management of conservation activities in a way that preserves the ecological health of the forest, while allowing for sustainable use of the forest – is ambitious, achievable only in the longer-term and difficult to attribute the CBC Program's contribution to its achievement. Some question the plausibility of the program's design to achieve this objective.
- Unintended outcomes of the program were generally few, but mostly positive in nature. Unintended outcomes were largely in the area of beneficial aspects of collaborations. A negative unintended outcome has been increased stakeholder expectations around buffer zone and transition area, which have not been met under the current program, resulting in a loss of credibility of CBC and skepticism about the government commitment to integrated CBC management.

EFFICIENCY

- In general, financial resources allocated to the CBC Program on the district government are difficult to track over time due to evolutions in the scope of the program during the study period. However, resources are generally viewed to have been lean for the program. Factors that hinder efficiency include delays, multi-stakeholder consultation processes which are expensive and time-consuming, lack of coordination and absence of well-articulated program objectives and targets.
- The terms of reference for district government related to CBC management, and roles and responsibilities of district government were viewed as clear, with continued attention to coordination and communication required.

- Science has provided significant support to integrated CBC management, though resource challenges remain in the complex area of ecosystem science. Social, cultural and economic data are being collected within regions, often with the assistance of external expertise. Practical use and incorporation of the information within integrated CBC management processes has proven challenging.
- The CBC Program is currently developing performance measurement and monitoring tools. However, during the period under study, performance measurement occurred informally, as well as formally for activities funded through the District Government Initiative. Component leads are generally satisfied with the requirements for monitoring and reporting under the multi-stakeholders Initiative, and the performance measurement process proved useful for internal management and reporting functions.
- The CBC Program has supported an increased district government focus on integrated management. There are many lessons learned that may benefit efforts moving forward to address evolving priorities. Priority areas identified in the evaluation included: moving Integrated CBC Management Plans toward implementation; honoring commitments on *Zonation System* designation and marine protected area networks, and addressing Core Area management challenges; and improving coordination.

IMPACT

Following impacts are found through the evaluation study by the Team.

- As is mentioned 1.3, overall goal is prospected to be achieved under support by Three District Government (Bogor, Cianjur and Sukabumi) and Other Stakeholders for the enhancement of collaborative management of Cibodas Biosphere Reserve.
- There are also expected and unexpected impacts caused by the Project, as follows.
 - Trainers of ITTO TFL-PD 019/10 Rev.2 (M) have improved training skills through the Project. They have started adopting some methodologies to their original training.
 - Through On Site Training, the staff of the target District Government, National Parks and Local Community has established confidence to manage the Cibodas Biosphere Reserve with the stakeholders. Some have utilized the skills in their routine works and some do in buffer zone area.
 - Through the collaborative management, various stakeholders have been involved in the Cibodas Biosphere Reserve management and received accesses to benefit from it.

SUSTAINABILITY

The Team considers that the sustainability of outcomes from the Project is relatively high.

- Collaborative management of Cibodas Biosphere Reserve has been enhanced based on the Governor Regulation 2010. It is also related to the Regional Strategic Plan of the Cibodas Biosphere Reserve Integrated Management.
- The activities developed by the Project have already been Cibodas Biosphere Reserve management.
- Trainers of ITTO TFL-PD 019/10 Rev.2 (M) have improved their capacity enough to conduct training on their own. Three District Government has expressed its commitment to allocate budget and implement the training every year.
- Through the On Site Training, the three Village (Pilot Project of CBC) targeted in the first and second training have started collaboration with the local district Government. The participants of the training have expressed their confidence for the implementation. Other Village in buffer zone will also start adopting the approach in 2014.

5. FACTORS PROMOTING SUSTAINABILITY AND IMPACT

FACTORS CONCERNING TO PLANNING

- Training has been developed as a package for one year, including Basic Training, On Site Training and Follow Up Training. Through implementation of the package, local district Government has gradually developed its capacity and commitment to the Training of CBR management.
- The participants selected all the level of each District Government. From the second training, participants are instructed to be selected from the same section. These selections enhanced the implementation of On Site Training.

FACTORS CONCERNING TO THE IMPLEMENTATION PROCESS

- The positive result of the first Basic Training encouraged Training Team members involved in the Project. Replacement of new members to the Training Team has also vitalized the implementation from the second year.
- Collaboration between CBR trainer, ITTO expert and national consultant team composed of local people, NGO, local government and staff National Park has strengthened the capacity of the Training Team.

6. FACTORS INHIBITING SUSTAINABILITY AND IMPACT

FACTORS CONCERNING TO PLANNING

The strengthening of stakeholders has planned for six months ago and does not cover all the activity.

FACTORS CONCERNING TO THE IMPLEMENTATION PROCESS

At the early stage of the activity, issues related to strengthening commitment of stakeholders required discussion among the two partners, GPNPN (Gede Pangrango National Park and District Government (Pemerintah Daerah/Kabupaten)

7. CONCLUSION

As it is written in the previous chapters, the Project is most possibly to sufficiently achieve its purpose by the end of the term. All the five evaluation criteria also show that the Project has been appropriately implemented.

There are two points to be specially recorded; an introduction of Integrated Management of Cibodas Biosphere Reserve, so-called by the Project, and an establishment of a new monitoring procedure. The Integrated Management, in which three different levels, but in the same line, district government and national park, is an epoch-making device to ensure the feasibility of action plan. It should be highly appreciated as a kind of main activities in Cibodas Biosphere Reserve.

A monitoring mechanisms developed by the Project, which is also new to stakeholders, whose effectiveness for improving the quality of capacity building has been understood by Stakeholders, is now being adopted in other activity. It is, however, regretful that the Project has planned for two years and to terminate just after the third Basic Activities. Therefore, the Project, the Project will not see the visible of the activity, that is, the embodiment of action plans on-site due to the term of the Project.

8. RECOMMENDED DURING THE PROJECT PERIOD

The team recommends the following by and after the termination of the Project.

(1) Recommended activities for ensuring the sustainability. The most important next step to be taken is to raise the feasibility of the embodiment of action plans, in order to achieve the Overall Goal of the Project and to maximize the results of the Project's.

(2) Integrated CBC Management Plans has been implemented within the time frame specified in the District Government's strategic plan. To date, only three pilot project Integrated CBC Management Plan has been endorsed by the District Government. In order to demonstrate results, the Program needs well-articulated program objectives with an appropriate performance measurement strategy. A new draft performance measurement strategy, inclusive of Science and Policy components, has recently been developed.

(3) Improvement is needed in the areas of management decision-making, stakeholder commitment to integrated CBC management and efficient committee processes. Although collaboration is improving, continued attention to coordination and communication is required.

(4) The Integrated CBC Management Program has engaged a wide array of stakeholders in integrated management. Consultations and committees were successful in encompassing a broad spectrum of views. However, in order to gain efficiencies and effectiveness, it is advisable to streamline stakeholder participation in the consultation processes.

9. LESSONS LEARNED

The Team found these lessons learned for the future projects, as follows;

- Effectiveness and importance of Integrated Management,
- Effectiveness of the formation of the Integrated Management Team composed of district government, national park, private sector, local community, academicians, NGO, experts, and other stakeholders, which is in charge of all the activities management in the Cibodas Biosphere Reserve.
- Efficiency of activities methodologies;
 - Comprehensive activities; especially, in relation with adoption of Biodiversity Conservation and Sustainable Use Based Zonation Management approach in Cibodas Biosphere Reserve,
 - Participatory activities methodologies,
- Importance of approaches for collaborative management of Cibodas Biosphere Reserve, such us:
 - Importance of understanding the local communities, including the socio-economic situation, needs and interests,
 - Communication between the National Parks and District Government must be strengthened.
- Efficiency and effectiveness of utilization of outputs from the previous activities (three village of pilot project CBC is selected as a site for the field practice),
- Necessity of the careful consideration of length of the Project at the project stage; the Project has planned for two years and does not cover all activities on the village of Cibodas Biosphere Reserve (buffer zone and transition area), and, Necessity of sufficient coordination about management system before starting the Project between ITTO and GPNP.