



UNDP-supported GEF-financed Full-Size Project:

“Enhancing Effectiveness and Financial
Sustainability of Protected Areas in
Malaysia”

Terminal Evaluation Report

PREPARED FOR:

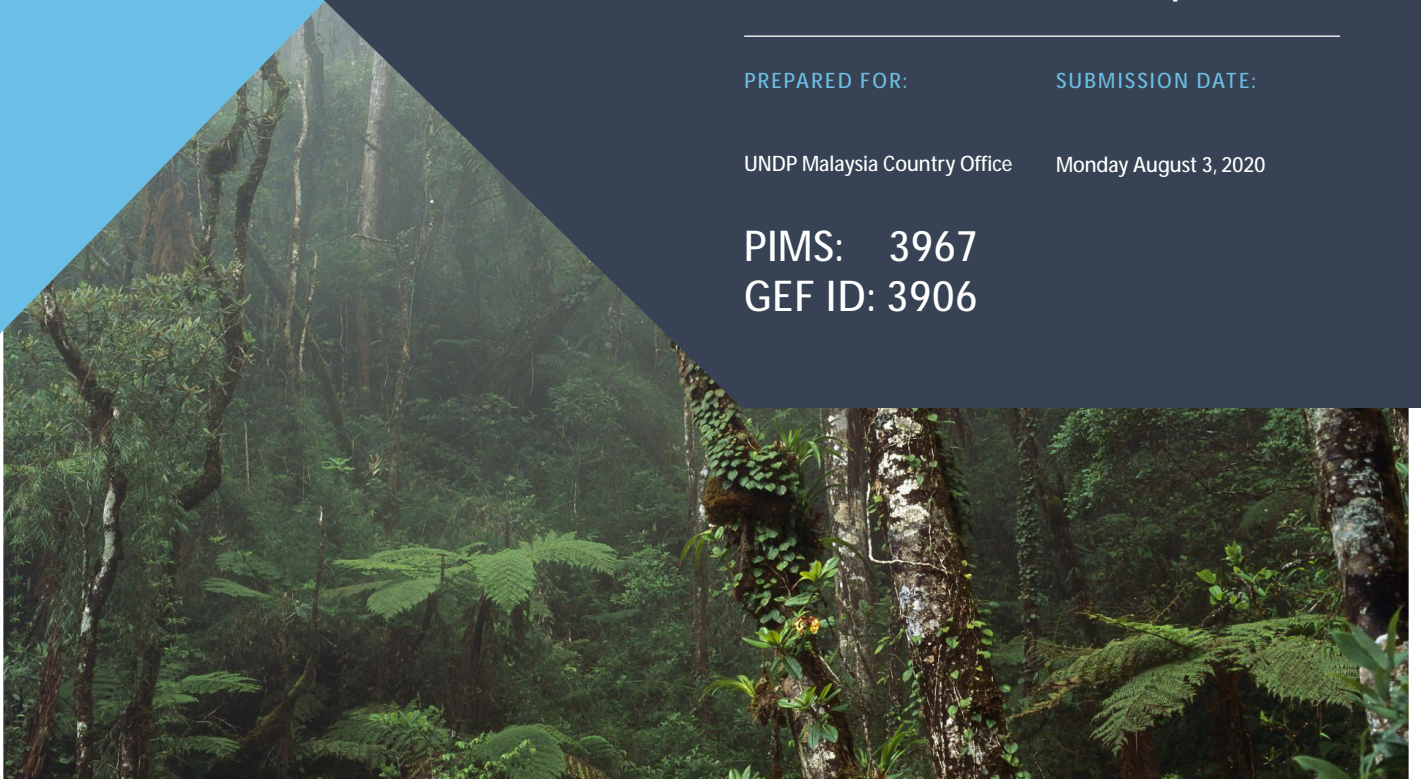
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Enhancing Effectiveness and Financial Sustainability of Protected Areas in Malaysia

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Terminal Evaluation

GEF SO-1 / SP-1, SP-3 Catalyzing Sustainability of Protected Area Systems / Sustainable Financing of Protected areas, Strengthening Terrestrial Protected Area Networks

**Government of Malaysia:
Ministry of Energy and Natural Resources
Department of Wildlife and National Parks Peninsular Malaysia**

United National Development Program (UNDP)

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Evaluation Team:

Camillo Ponziani

Lead Evaluator

Email: cponziani@gefconsulting.com

Feraidoon Khosravi

Environmental Finance Expert

Email: fkhosravi@ezad.ca

Edited by Sharon Creasey, GEF Consulting Inc.

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The evaluation is intended to give a summary of what has been achieved in the Project as well as glean some of the critical lessons that can be learned from it. In the report, we have tried to offer constructive criticism where we think it is warranted and sincerely hope that those involved in the project take it as such.

Many thanks to Sharon Creasey for her editing expertise. Finally, the Lead Evaluator is indebted to the Environmental Finance Expert - Mr. Feraidoon Khosravi - whose thought leadership and command of multiple disciplines have added tremendous value to the evaluation and provoked numerous discussions, exchanges and insight into the multi-layered nature of this Project. All I can say is, thank you!

Camillo Ponziani
Feraidoon Khosravi
Toronto, Canada

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ACRONYMS AND ABBREVIATIONS

1MBEON	1 Malaysia Biodiversity Enforcement Operation Network
APR	Annual Progress Report
AWP	Annual Work Plan
BIOFIN	Biodiversity Finance Initiative (UNDP Global project)
CA TS	Conservation Assured Tiger Standards
CBD	Convention on Biological Diversity
CCA	Community Conserved Areas
CDR	Combined Delivery Report
CFS	Central Forest Spine
CI	Creativity Index
CSR	Corporate social responsibility
CTF	Conservation Trust Fund
DWNP	Department of Wildlife and National Parks Peninsular Malaysia
ECER	East Coast Economic Region
EPAWM	Effective Protected Area and Wildlife Management
EPU	Economic Planning Unit
ERNP	Endau-Rompin National Park
Exco	Executive Committee
FRIM	Forest Research Institute of Malaysia
GEF	Global Environment Facility
GoM	Government of Malaysia
HACT	Harmonized Approach to Cash Transfer
HUTAN	Kinabatangan Orangutan Conservation Project
IBD	Institute of Biodiversity (under DWNP)
IC-CFS	Improving Connectivity in the Central Forest Spine Landscape (UNDP supported GEF-funded project)
IMT-GT	Indonesia-Malaysia-Thailand-Growth Triangle
IRDA	Iskandar Regional Development Authority
IUCN	International Union for the Conservation of Nature
JAKOA	<i>Jabatan Kemajuan Orang Asli</i> (Department of Orang Asli Development)
JNPC	Johor National Parks Corporation
JPA	<i>Jabatan Perkhidmatan Awam</i> (Public Services Department)
KATS	<i>Ministry of Water, Land and Natural Resources (May 2018 – March 2020)</i>
KeTSA	<i>Ministry of Energy and Natural Resources (March 2020 – Present)</i>
KeTTHA	<i>Kementerian Tenaga, Teknologi Hijau dan Air</i> (Ministry of Energy, Green Technology and Water)
KKLW	<i>Kementerian Kemajuan Luar Bandar dan Wilayah</i> (Ministry of Rural and Regional Development)
KWAN	Kumpulan Wang Amanah Negara (Malaysia natural resource fund)
M&E	Monitoring and Evaluation
MACGDI	Malaysian Centre for Geo-spatial Data Infrastructure
MENGO	Malaysian Environmental NGOs
METT	Management Effectiveness Tracking Tool
MHLG	Ministry of Urban Wellbeing, Housing and Local Government
MINDEF	Ministry of Defense
MMBH	Malaysia Mega Biodiversity Hub
MNS	Malaysian Nature Society
MoF	Ministry of Finance
MoSTI	Ministry of Science, Technology and Innovation
MOTAC,	Ministry of Tourism, Art and Culture Malaysia (previously known as Ministry of Tourism and Culture Malaysia)

MPI	Ministry of Primary Industries (previously known as Ministry of Plantation Industries and Commodities)
MTR	Midterm Review
MyBIS	Malaysia Biodiversity Information System
MyCAT	Malaysian Conservation Alliance for Tigers
MYTQA	Malaysia Tourism Quality Assurance
NBC	National Biodiversity Center
NBOS	National Blue Ocean Strategy
NCER	Northern Corridor Economic Region
NCTF	National Conservation Trust Fund
NGO	Non-Governmental Organization
NIM	National Implementation Modality
NP	National Park
NPBD	National Policy on Biological Diversity
NPD	National Project Director
NRE	Ministry of Natural Resources and Environment (June 2012 – May 2018)
NSC	National Steering Committee
NTFP	non-timber forest products
PA	Protected Area
PES	Payment for ecosystem services; payment for environmental services
PIF	Project Identification Form
PIP	Project Implementation Plan
PIR	Project Implementation Review
PMU	Project Management Unit
PoWPA	Programme of Work on Protected Areas
ProDoc	Project Document
PSPC	Perak State Parks Corporation
REDD+	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
RELA	<i>Jabatan Sukarelawan Malaysia</i> (Volunteers Department of Malaysia)
ROtI	Review of Outcomes to Impacts
SEASSA	<i>Seksyen Ekonomi Alam Sekitar dan Sumber Asli</i> (Environment and Natural Resource Economics Section)
SMART	Spatial Monitoring and Reporting Tools (patrolling)
SMART	S pecific, M easurable, A ttainable, R elevant, and T ime-bound (indicators)
SP	State Park
SRF	Strategic Results Framework
SS	State Secretary
SSC	State Steering Committee
SUK	<i>Setiausaha Kerajaan</i> , State Secretary
TDM	<i>Tentera Darat Malaysia</i> (Malaysian Army)
TE	Terminal Evaluation
TE team	Terminal Evaluation team
TEEB	The Economics of Ecosystems and Biodiversity
ToC	Theory of Change
TOR, ToR	Terms of Reference
UNDP	United Nations Development Programme
UNDP-CO	United Nations Development Programme Country Office for Malaysia, Singapore & Brunei Darussalam
UPEN	<i>Unit Perancang Ekonomi Negeri</i> (State Economic Planning Unit)
WCS	Wildlife Conservation Society
WWF Malaysia	Worldwide Fund for Nature Malaysia

EXECUTIVE SUMMARY

Project Information Table

Project Title	<i>Enhancing Effectiveness and Financial Sustainability of Protected Areas in Malaysia</i>		
UNDP Project ID	3967	PIF Approval Date	30 March 2010
GEF Project ID	3906	CEO Endorsement Date	30 March 2012
Atlas Award ID	00066114	Atlas Project ID	00082355
Country	Malaysia	ProDoc Signature Date	5 June 2012
Region:	Asia and the Pacific	Inception W/shop date	27 – 28 June 2013
GEF Focal Area/Strategic Objective	Biodiversity GEF-4 Strategic Programs: BD1-SP1-PA Financing BD1-SP3-PA Networks	MTR completion date	December 2017
Trust Fund	GEF	If revised, proposed op. closing date:	February 2018 (expected date per PIF) 30 June 2019 (revised) 3 June 2020 (current op. closing date)
GEF Implementing Agency	UNDP		
Executing Entity/Implementing Partner	Ministry of Energy and Natural Resources (KeTSA) ¹ through a National Implementation Modality.		

¹ Previously known as Ministry of Water, Land and Natural Resources (KATS) (May 2018 – March 2020) and Ministry of Natural Resources and Environment (NRE) (June 2012 – May 2018).

Executing Entity / Implementing Partner (s)	- Assigned by the Ministry of Energy and Natural Resources (KeTSA) to the Department of Wildlife and National Parks (DWNP) through a National Implementation Modality.		
Project Financing	at CEO endorsement (USD)	At MTR (USD)	At TE (USD)
[1] GEF Financing	5,600,000	2,400,820	4,779,857.59 ²
[2] UNDP Contribution	100,000	no data	no data
[3] Government	13,300,000	19,049,784	26,340,754
[4] Other partners	--	--	--
[5] Total co-financing	13,400,000	19,049,784	26,340,754
TOTAL PROJECT COSTS	19,000,000		

Source: Project document and combined delivery reports

Context and Project Description

1. Malaysia's biological diversity is among the richest in the world and is widely recognized as one of 17 mega-diverse countries on earth, hosting more than 170,000 species. With a land area of 330,290 square kilometres there is an immense variety of wild plants and animals including dipterocarp forests and montane forests. Malaysia's 4,800 kilometres coastline and marine areas house important ecosystems such as mangrove forests and coral reefs. The country is home to an estimated 15,000 species of plants. It also has a great diversity of fauna as well, with about 306 species of wild mammals, more than 742 species of birds, 567 species of reptiles, 242 of amphibians, more than 449 species of freshwater fishes, and more than 150,000 species of invertebrates.
2. Malaysia has experienced a period of unprecedented population and economic growth over the past several decades which - along with its goal of transitioning from an upper middle-income economy to a high-income economy by 2024 - have put tremendous strain on its natural resource endowments and unique biodiversity. Today, the biodiversity within Malaysia - and notably its network of Protected Areas (PA) - is under significant pressures, with the following threats being listed as being the most important: i) loss of natural habitat due land-use change, resulting in fragmentation and isolation; ii) excessive unregulated encroachment and illegal or "legal-but-lethal" logging, with the latter considered to be a growing concern particularly for more remote forest areas; iii) excessive unregulated use and/or illegal poaching and wildlife trade, and; iv) the insidious impact of global climate change – which is fueling greater rates of disease among forest species and biodiversity loss.

² This amount reflects the cumulative GEF expenditure at the time of the TE based on the approved 2019 CDR report provided by the UNDP-CO to the evaluation team during the mission in February 2020. As of 30th June 2020, the year's expenditure stands at USD 344,485.87 with total commitments amounting to USD 419,755.80.

3. Malaysia's long-term strategy to address these threats to terrestrial biodiversity is to have an effective, well-resourced national PA system, supporting ecologically comprehensive, well-managed networks of PA sites in Malaysia that are deeply integrated into broader land-use and development-planning systems. This requires in part, a concerted effort to recognize, capture and demonstrate the true economic value of PAs in order to support justification for the increased investments.
4. The vision for the PA Network in Malaysia, and impetus for the project, is a scenario whereby the overall financing gap is reduced and brought more in line with the regional benchmark for South East Asia³, allowing maximum coverage of the optimal costs of PAs. This scenario could be achieved through a steady stream of funding from diverse sources at national, state and local levels, and by effectively increasing the overall resource envelope. Persistent barriers of achieving financial sustainability of the PA system have been difficult to overcome, with jurisdictional and legislative shortcomings, regulatory and policy gaps, low diversity of funding sources and deep-seated perceptions of protected area management as being an "opportunity cost" as the most pervasive obstacles to achieving an alternative scenario.
5. It should be noted here that the institutional situation of the PAs within Malaysia is not typical and bears several "unique" characteristics. For example: under the Federal Constitution of Malaysia, land and all land-based resources come under the purview of the state, meaning that each State government has the authority to legislate on land matters, including the gazettelement of any land for protection⁴. And while there are some exceptions, most of the PAs in Malaysia are managed by the State government through respective State agencies, which are very much dependent on State operating funds to manage their Protected Areas. Under the existing budgetary norm, PAs managed by the Federal government are funded by the Federal government, while the PAs managed by the State governments are funded by the respective State governments⁵.
6. In addition to diverse management agencies, Malaysia also has another unique phenomenon of legal fragmentation of its PA network, whereby there is a patchwork of approximately 18 enacted legislations dealing with the gazettelement of PAs with little uniformity between them. While there is far greater flexibility for the State Governments to gazette new land for protection, legal provisions and management regimes vary considerably from one to another. As such, Malaysia also faces an even bigger challenge in bringing about top-down coordination efforts at the State and Federal levels and in bridging the existing fragmented PA management based on acceptable national and global standards.
7. Irrespective of the strengths and weaknesses of such a situation (and there are pros and cons that were discussed at length with both the Project Management Unit and UNDP's Policy,

³ The calculation is based on an optimal scenario of 196 staff and a budget of USD 1,000 per km² used by the EPU under the DANIDA supported project and an estimated average annual remuneration for park staff of US\$ 5,000 year (exchange rate used is USD 1 equals to MYR 3).

⁴ In the Federal Constitution of Malaysia, land is a State matter. The Federation has no authority over land except under Articles 83 to 86 and Article 88, which deal with the reservation and disposition of land held for federal purposes. However, the Federation may legislate to the extent of ensuring common policies over land matters and a common system of land administration, under Article 76 (4) of the Federal Constitution, though such legislation again has to be ratified by the respective States.

⁵ The updated National Framework for Protected Areas (2019) indicates that only about 90 PAs in Peninsular Malaysia (less than 12% of all current Protected Areas) are under the management of the Federal Government through the DWNP, DMPRM and the Department of Fisheries (DoF).

Legal and Institutional Analyst), it does mean that the majority of the areas are not managed with conservation of biodiversity, ecosystems and ecological processes as their primary objective. Partly because of the atypical institutional setup for protected areas in Malaysia, they receive disproportionate funding from the government as opposed to other sectors, leading to a further marginalization of the conservation sector.

8. The **Objective** of the Protected Area Financing (PAF) Project was to improve the financial sustainability of the country's protected area system by "*establishing a performance-based financing structure to support effective Protected Area system management in Malaysia*". This objective was to be achieved through three outcomes as follows: **Outcome 1.** *Systemic and institutional capacities to manage and financially support a national PA system by addressing barriers at the national systems level to improve management effectiveness and financial sustainability of protected areas;* **Outcome 2.** *Technical and institutional capacities to manage sub-national PA networks, including capacities for effective financial management;* and **Outcome 3.** *Effective site-level PA management.*
9. The Project was designed to be implemented under National Implementation Modality (NIM) arrangements with UNDP as the Implementation Agency for the GEF. Project implementation was overseen by a National Steering Committee that met semi-annually, chaired by the Director-General of DWNP, as well as through monthly Project Management Unit meetings. In practice, it was implemented by a core team, employed by the UNDP-CO, sitting in the Department of Wildlife and National Parks Peninsular Malaysia (DWNP) under the auspices of the Ministry of Energy and Natural Resources.
10. The Terminal Evaluation (TE) was conducted within the last six months of the Project's intended lifespan between 17 January to 3 June 2020 by a team of two international and one national consultant, and included a mission to Malaysia from 10 to 29 February 2020, as well as field visits to key project areas.

Project Results

Key Points

11. The PAF Project has been a foundational initiative for Malaysia and operationalizes key areas and targets within Malaysia's National Policy on Biological Diversity (NPBD) 2016-2025.⁶ Despite the challenging period over which it was implemented, as well as a number of unfortunate setbacks and missed opportunities, the project was relatively successful to varying degrees in realizing its core objective and three associated outcomes.

⁶ Taken together the Project operationalizes Target(s) 16 and 17 of the NPBD focusing respectively on improving and applying the "knowledge and the science base relating to biodiversity, its values, functioning, status and trends, and the consequences of its loss" and "a significant increase in funds and resources mobilised for the conservation of biodiversity from both government and non-government sources". It is important to note that several of the project's stand-alone projects and services are linked to other NPBD targets and therefore, there is even closer alignment and operationalization at the granular level. For example, the National Framework for Protected Areas (NFPA) is closely aligned to Target 6 (quantity of PAs) and Target 7 (quality of PAs).

12. Promisingly, the Project was able to: shift mindsets on the benefits of a well-funded PA network anchored by a comprehensive management and business planning regime; achieve broad recognition that chronic underfunding jeopardizes the ability of protected areas to safeguard biodiversity, and; highlight the benefits that intact nature provides to society. The Project made gains particularly at the level of the protected areas themselves and to a lesser extent the sub-national level. At a federal level, achievements were less significant, but the institutional context and systemic complexities made this persistently challenging. Taken together, the PAF Project was a successful initiative, with moderate shortcomings in achieving its core objective of a sustainable performance-based financing system, with the following results:

Objective: Establishing a performance-based financing structure to support effective Protected Area system management in Malaysia - Moderately Satisfactory. While the Project did establish a foundation for a performance-based financing structure through a National Conservation Trust Fund and also incentivized State governments through a one-off budget allocation in the 2019 Budget to intensify efforts on protecting, and expanding, existing natural forest reserves and protected areas, both vehicles fell short of expectations, with the former not achieving the vision articulated in the Project Document.

Outcome 1: Systemic and institutional capacities to manage and financially support a national PA system by addressing barriers at the national systems level to improve management effectiveness and financial sustainability of protected areas - Moderately Satisfactory. Exemplary work undertaken at the national level to finalize the PA Master List and adopt a National Framework for Protected Areas (NFPA), with considerable and detail-oriented effort on: identifying priority gaps, setting / adopting common PA standards, articulating key NFPA strategic actions and stakeholders, establishing coordination mechanisms for NFPA implementation, updating the PA Master List going forward, and establishing, through parallel efforts on a National Clearing House Mechanism, an integrated PA information system leading to the Malaysian Biodiversity Information System (MyBis), albeit with neither performance criteria, nor monitoring systems specific to PA management. The success of this outcome was compromised by a lack of progress throughout the entire project lifecycle on advancing core products such as the Economics of Ecosystems and Biodiversity (TEEB) study and Sustainable Financing Frameworks for the Department of Wildlife and National Parks, Perak State Park Corporation and for Johor National Parks Corporation. These outputs were delivered but not formally approved by the respective PA agencies as the TE was being completed.⁷ There is evidence of the national PA system being mainstreamed in the budgeting process via commitments made in the 2019 and 2020 Budget Speech, but there are concerns of whether these can be sustained over the long-term. To date, the Project has yet to insert itself into consultations on the Twelfth Malaysia Plan (2021-2025) and while the NCTF is a particularly useful instrument, its current structure and governance does not incentivize private sector engagement for subsequent replenishments.

⁷ The UNDP-CO has noted the TEEB survey will continue until September 2020 when the project is expected to close financially. Beyond that, the TEEB analysis will continue with the support of other resources that CO is in the process of currently securing. The sustainable finance plans for the three respective protected area agencies are now complete in its final draft, which will undergo comment virtually. The implementation of these plans, unfortunately, will not be supported by the project. As discussed at a PMU meeting in May 2020, these plans will be reviewed and endorsed by respective PA agencies for adoption and subsequent execution.

Outcome 2: Technical and institutional capacities to manage sub-national PA networks, including capacities for effective financial management - Highly Satisfactory. A conscious effort was made during the project to invest heavily in both institutional and professional capacities to manage sub-national PA networks; this reflected strongly in this outcome's results. Training attempted to reach all parts of society at both formal and informal levels, and there is no doubt that an overall enhanced awareness of the unique needs of PAs and a deeper appreciation of the benefits of business planning has been achieved. A notable success of the project - and perhaps its most important legacy - was the transformation of the Institute of Biodiversity (IBD) into a "Centre of Excellence" and the strengthening of its ability to deliver high-quality courses such as the module on Effective Protected Area Management (EPAM). The EPAM course also benefited from the Project's technical and institutional approach to capacity building, whereby it sponsored 22 individuals to attend training at the Wildlife Institute of India. Graduates subsequently advised IBD on strengthening both the delivery and content of EPAM. A series of other trainings organized by the Project equipped key stakeholders with the personal skills, awareness and qualifications to better implement and streamline PA management across scales and the significance of a sound business/management planning process and the associated plans. The content of these trainings was exhaustive, covering everything from patrolling, use of equipment and approaches to community engagement. These were soundly based on the latest scientific advances and up-to-date policy issues and teaching principles. Approaches taken by the project on building technical and institutional capacities were of the highest standard and should be used as a benchmark for other projects. Another cornerstone of this outcome was a review of key PA enactments which created the enabling of legal, business transformation and policy environments for improved PA financial sustainability.

Outcome 3: Effective site-level PA management - Satisfactory. The Project did a good job in communicating and delivering training on the key concepts of PA management which created the opportunity to embed the Management Effectiveness Tracking Tool as a performance-based tool at all three Project sites as part of ongoing operations. Management and Business Plans have been developed for all three Project sites but remain at different stages of approval and/or operationalization. Where possible, inclusion of local community representation and gender considerations was undertaken at the site level. For the most part, the institutional presence at the three sites has been strengthened through a mix of stronger leadership, an increase in staff numbers and efficiency to deliver on core mandates; this is evident through a consistent increase in scores on key parameters throughout the project. At one site a KPI monitoring system is being established to help direct management operations, inform decision-making and investment. Finally, replication at the site level is taking shape through follow-up initiatives, assistance to other protected areas and efforts at the transboundary level.

13. A persistent thread and setback for this initiative has been the scope and scale of institutional changes and turnover during the project's lifetime; at all levels. The Project encountered several notable changes in government and restructurings. The first being the 2018 Malaysia general election and more recently, a change in government in March 2020 immediately following the TE mission. This setback however is not without several bright spots and room for optimism. The final sprint towards project closure has been characterised by key enablers and champions emerging who are deeply committed to the cause of protected area financing. At the time of finalization of the TE report, a policy paper is being commissioned by the GEF OFP to ensure that key strands of the project are carried forward by parallel initiatives within the government and within key agencies. This commitment, coupled with a strong foundation and roadmap created by the NFPA, is encouraging.

14. Ministerial changes and portfolio adjustments, as a result of the general election, led to significant institutional upheaval. In addition to the “Environment” file being carved out and shared across two ministries, the changes in some cases included a total change in personnel. Thus, these were not simply a switch in ministers but reverberated through all the different levels of the civil service including, uniquely, technical staff and protected area managers. Some institutes also suffered a relatively high level of insecurity and folded – most notably the National Biodiversity Centre. Although this proposed institution was never fully established within the project lifetime to provide policy direction and/or administrative powers over protected area matters. Within the project cycle, the Biodiversity and Forestry Management Division in KeTSA performed this key mandate. Finally, it resulted in a mandated dilution for some key partners, including the former Economic Planning Unit of the Prime Minister's Department. Its successor, the Ministry of Economic Affairs, lost its clout to rally other Ministries around key issues and causes of national importance⁸. These changes and portfolio adjustments highlight not only the risks of insufficient ownership within the system, but also underscores the need for institutional structural and policy guarantees to ensure continuity.
15. In contrast, the current change in government has led to uncertainty over the future Ministerial landscape and portfolios⁹, deeply affecting “last mile” efforts to institutionalize products and services created by the PAF Project. Furthermore, the global COVID-19 pandemic and subsequent lockdown has had a profound effect. This has led to a paralysis within the civil service and is a current barrier to a successful operational closure as it relates to completing the remaining activities: defining project Standard Operating Procedures, identifying owners of key processes and services, and transitioning knowledge to operationalize project results.
16. From a turnover perspective, there have also been multiple changes of top personnel within the designated Ministries accountable for the Project: changes to National Project Directors, reassignment of Executive Heads at all three state park agencies and, an uncharacteristic turnover of project coordination staff at the site since the Mid-Term Review. From a UNDP portfolio oversight perspective, there have been three Regional Technical Advisors during the project, as well as a period with the absence of a designated Programme Manager at the UNDP Country Office.
17. With each change the project had to adapt, refocus and in most cases was forced to rebuild relationships, trust and ownership. During times of uncertainty, it adapted by shifting attention from the federal level to redoubling efforts at the State and site levels while working in parallel on securing the necessary buy-in from new stakeholders and communicating the vision and importance of the project. Since the MTR, the institutional situation at the State level has been more stable and consistent and, as a result, the project generated considerable progress and momentum during this period and was able to work effectively with partners in Pahang, Perak and Johor, even when at the federal level Ministries were still very much in flux.

⁸ Following the 2018 general elections, the Department of Marine Parks was placed under Ministry of Agriculture and downgraded as a Division under the Fisheries Department back to pre-2004 era set up. As a result, the Ministry's efforts in coordinating at policy level the management of terrestrial and marine PAs, at least within the Ministry, has been affected.

⁹ At the time of writing, the dust has not yet settled also partly due to the COVID-19 pandemic and subsequent lockdown.

Key Successes

18. Despite these ongoing challenges and barriers, the Project has produced several tools and resources that will benefit conservation and sustainable financing measures throughout Malaysia and could be replicated to other prospective PAs if funding can be found. There are four foundational pillars the PAF Project was instrumental in establishing:

- The NFPA is the main output establishing a standardized framework and associated taxonomy that outlines a chronology of PA advancement and associated challenges. It outlines the operating model to carry on suggested strategic activities in support of PAs and the maintenance of the PA Master List. The PAF Project, through its design to have a three-pronged institutional scope (national, sub-national and site level), introduced an informal platform for Subject Matter Expertise (SME) and domain management for communication and cross/pollination through which individuals across Malaysia can ask their questions, pose their challenges and share their knowledge and experience. It will be important going forward, to promote these established forums through holding annual conferences and symposia, as well as funding the domain resources to contribute, participate and promote conservation. The IBD can be an enabler in this context.
 - As a result, more than 60 NFPA consultations sessions were held at state and national levels. In fact, as recently as February 2020, the Ministry decided to activate the Peninsular, Sarawak and Sabah level NFPA working groups but was stalled due to the COVID-19 pandemic lockdown in March 2020. With the lockdown being slowly removed, both UNDP and DWNP can work together to assist the Ministry to implement the NFPA at the three regions and work towards the updating of the PA Master List at the end of 2020.
- The first iteration of the PA Master List (which was last updated in 2017) is an important legacy which Malaysia can build upon and should serve as the country's main repository to monitor and enhance its footprint of PAs. One of the critical success factors towards development and publication of this artifact has been addressing the uniqueness of the classification criteria and motivation for each of the states, whilst working in concert with all the stakeholders across Peninsula Malaysia, Sabah and Sarawak to develop a framework that all can leverage and continue in supporting and adjusting based on future needs and lessons learned. It is critical to have an established ownership within KeTSA ¹⁰, not only to leverage the NFPA towards establishing the PA Master List as the central source for PAs related to data across Malaysia, but also to ensure the required supporting capacity for maintenance and improvements are articulated and accounted for in the 12th Malaysia Plan, towards its long term sustainability. To operationalize this important work, the three NFPA regional working groups, largely stalled due to COVID-19, need to be established and should convene immediately to implement the recommendations of the NFPA and update the PA Master List on a regular basis. To facilitate this, some strengthening at Ministry level is needed in terms of capacity and governance, and a permanent Secretariat, where the officers are not subjected to frequent transfers, ought to be established to handle and expand the NCTF, coordinate the ecological fiscal transfer for conservation to the states and implement other sustainable financial mechanisms.

¹⁰ The Terminal Evaluation team sees the "Head, Protected Areas Unit" as being the natural gatekeeper for the PA Master List.

- One of the main pillars built for a major transformational initiative is the education and training framework, and a supporting organization that can sustain the program's output and target state. Lifting IBD as a "Centre of Excellence", by means of funding, project management, and providing the required SME, has been one of PAF Project's main achievements. As an entity, the IBD has the potential to become a world class institute that Malaysia can be proud of. Moreover, through raising the knowledge and credentials of the domain resources (rangers, wildlife/conservation managers and resources, etc.), an intellectual, responsible, and caring human platform is being built above which the cause for biodiversity can elevate significantly. Continuity is a critical success factor which needs to be addressed through systematic succession planning for the senior management team based on the practice of reassigning top management to other roles after 2-3 years. There could be benefit in elevating the IBD, presently under the auspices of the DWNP, as a stand-alone entity to facilitate the transition and realize its transformative vision and potential.

The importance of the legal reviews undertaken by the Project, but more specifically, the approval and implementation of an updated legal enactment for Perak State Park Corporation (PSPC), in consultation with the UNDP-CO and cadre of CSOs and NGOs, should not be underestimated and is a significant accomplishment under the PAF Project that will enable PSPC to better achieve its mandate reflected in its newly published management and business plans enabled through a policy framework supported across Perak's state agencies and KeTSA. Through a mixture of foresight and good timing, the Project provided the required legal expertise and resources to position PSPC as the entity for other states to emulate the leadership of Shah Redza Hussein. Going forward, it will be critical to support the activities outlined by Shah Redza for succession planning to ensure long term sustainability. The updated enactment has already justified an ongoing internal restructuring towards staff augmentation and capability enhancements. From a replicability perspective, PSPC is already turning its attention to improving the management of the wider transboundary forest area, which covers Royal Belum State Park and Hala Bala Wildlife Sanctuary, Bang Lang National Park, and Halasah Non-Hunting Area in Southern Thailand¹¹. The experience gained through the drafting process of the enactment, with the inclusion of new legal provisions aligned with international best practices, has created a model which, through close engagement and technical exchange with UNDP's Environmental Legal Specialist¹² and UNDP-CO's convening power, can be applied elsewhere. There is tremendous replicability potential in the legal analysis work which was a welcome high-value addition to the project scope and should be encouraged to continue post-project.

¹¹ [The transboundary collaboration between Malaysia and Thailand and efforts to manage this area as one contiguous forest will enhance the conservation of iconic species like tigers, hornbills, elephants, gaur, tapirs, and gibbons, which depend on forest habitats on both sides of the border for their long-term survival. It will also make inroad into illegal activities since poachers, illegal loggers, and forest product collectors move back and forth across the border. Joint action will also make law enforcement more effective.](#)

¹² To support the process, the Project utilised the services of the Environmental Legal Advisor, appointed by the UNDP-CO, for the drafting of the updated legal enactment for PSPC which saved time in securing the required expertise. The services provided by the Advisor were able to promote advocacy and understanding of the entire PA framework on governance and financing.

Key Issues and Problem Areas

Project Design

19. The project design, while generally strong, had several shortcomings. The intention of the original project was to operate at three layers concurrently, partly to encourage synergies between federal, State and site level, as well as to amplify the effectiveness of the project in achieving its intended results. But in doing so, it introduced from the outset a level of complexity and high risk (both in its likelihood and impact) to achieving all outcomes, without the appropriate readiness, mitigations and resources to tackle these head on. It was also ambitious in attempting to introduce two major concepts of business planning and a performance-based system to the PA¹³ / conservation sector, without sufficient guidance in the Project Document, which were inadequately researched / discussed during the inception phase, resulting in the failure of these concepts from being achieved. The MTR itself attributed the lack of a clear definition of "performance-based" financing structure within the design as one of the factors for minimal progress on this front and encouraged "a clear definition or policy statement to be formulated, to clearly present the meaning of the concept of performance-based financing" by project stakeholders.

Procurement Processes

20. Perhaps the biggest single shortcoming to the PAF Project has been the extensive and systematic delays in procurement and the time it took to onboard external consultants and firms to undertake key pieces of work, including but not limited to, the TEEB study and Sustainable Financing Framework. Interviewees generally attributed this to a combination of slow procurement processes, unclear modalities, and rigid rules leading to the frequent need to re-advertise. Development of the TORs and their review also proved to be a lengthy process that could have been prioritized to reduce delays. The output from the TEEB study was/is considered the main enabler as an input to the Management Plans (MPs) and Business Plans (BPs) and Sustainable Financing Framework. Due to the dependence of the State on natural resource for revenue, there is a constant hesitation to gazette more forested areas and marine areas as PAs. Therefore, the TEEB study could have leveraged heavily, during the project, to articulate the total economic value of investments to enhance PA management and conservation to minimize perceptions of PAs being an "opportunity cost". Unfortunately, it was, and continues to be, chronically behind schedule.¹⁴ This underscores the need to have a pre-inception phase within GEF projects to align on roles and responsibilities, accountabilities and admin procedures.

¹³ While Outcome Based Budgeting (OBB) was introduced in 2010 by the Ministry of Finance as a potential model for performance-based financing, interviews with project stakeholders revealed that OBB was not rolled out uniformly across government entities and did not have the necessary support structures, monitoring, coordination and evaluation infrastructure associated with it. From an operational perspective it was very much "business as usual" across ministries. Contributing to this, at the outset of the Project, the focus was very much on becoming operational and gaining traction as much as possible by advancing low-hanging fruit and planning complex activities in the latter stages of the Project. OBB can still be a valuable tool to inform performance-based objectives, especially since management, business and sustainable financing plans have been drafted. However, this will require a concerted effort post-project and significant ownership and accountability on the part of KeTSA and the DWNP to identify and communicate objectives for the 12th Malaysia Plan.

¹⁴ The DWNP with the consent of Ministry and EPU, decided at the outset of the Project that the UNDP procurement was preferred and would be a value-added service given the stringent rules around governing the DWNP Trust Fund.

Implementation of Business and Management Planning Framework

21. While the PAF Project developed relatively strong MPs and BPs as stand-alone products, the timing of their delivery, order in which they were developed, and subsequent approvals did not permit them to optimally inform one another and benefit from a full cycle of execution. The latter could have strengthened operational readiness of responsible State agencies and help establish ownership of processes therein. The premise that they should in some way contribute to financial sustainability is only possible through execution and continual refinement.

Country Driven-ness, Ownership and Governance

22. While there was consensus among all interviewed government stakeholders that UNDP's convening power brought greater visibility, profile and importance to the project, there has been surprisingly weak country ownership and little initiative demonstrated towards institutionalizing products, services and financing vehicles created by the project, with the exception of the IBD. Because of a limited understanding of GEF projects and overreliance on UNDP processes, administration, technical guidance and approvals, the project was very much seen as a UNDP initiative and therefore, has been nationally executed mostly in name. This raises concerns from a sustainability perspective. The National Steering Committee (NSC) also failed to provide strong leadership and served mainly as a reporting body rather than a mechanism for overcoming obstacles and barriers to delivery. Continuity, greater ownership and institutional memory could be enhanced going forward through the designation of key officers at the outset, who are unaffected by any rotation policy and/or changes in government, for the entire the duration of a project. There are several bright spots and room for optimism. The final sprint towards project closure was characterised by key enablers and champions emerging who are deeply committed to the cause of protected area financing.

TE Ratings & Achievement Summary Table

Item	Rating	Comment
Overall project results	MS	The Project made gains particularly at the level of the protected areas themselves and, to a lesser extent, the sub-national level. At a federal level, achievements were less significant but the institutional context and systemic complexities made this persistently challenging.
IA & EA Execution		
Overall quality of implementation and execution	S	<p>In the face of significant implementation challenges, the project managed to make important headway, particularly at the site level and, on institutional and professional capacity building activities, at the sub-national level. Nurturing relationships and obtaining buy-in on the importance and direction of the project was exceedingly time-consuming with the number of institutional and personnel changes.</p> <p>The PMU operated at a high level of professionalism and integrity. The small size of the PMU following the MTR (relative to remaining disbursement), coupled with slow</p>

		<p>decision-making processes, have contributed to delays and is a barrier to the finalization of project deliverables. The current PMU, composed of a National Project Director, Project Manager, Project Executive, one representative each from KeTSA, PSPC and JNPC along with two Project Coordinators who were based in Perak (contract ended by end of September 2019) and Johor (resigned in June 2019)¹⁵, has been clearly stretched to take on the multiple tasks at different levels and would have benefited from operating at full capacity.</p> <p>Additional details on the PMU composition are noted in Section 3.1.8.1</p>
Implementation Agency Execution (UNDP)	S	<p>In the context of existing processes and frameworks, UNDP has performed its functions as Implementing Agency satisfactorily, with a few issues that could be strengthened.</p> <p>In spite of best efforts, the project suffered from excessively complex management chains which made communication and coordination difficult at times.</p> <p>To enhance IA functions and requirements for implementing the GEF project, the UNDP-CO would benefit from enhanced capacity and staff augmentation at the Programme Officer level.</p>
Executing Agency Execution (DWNP / KeTSA)	MS	<p>The government proved more of an obstacle to project implementation and did not take on the accountabilities associated with the NIM. For much of the project, there was little government ownership of the project and institutionalization of the core objective, key outcomes and outputs. Notwithstanding, there were bright spots from the perspective of EA execution that justify this rating. The final sprint towards project closure has been characterised by key enablers and champions emerging from the woodwork, who are deeply committed to the cause of protected area financing and were responsible for moving things forward in a short amount of time since the MTR.</p> <p>The protected area managers within the core PA agencies generally proved to be more committed to the shared vision and good partners to the project.</p>
M&E		

¹⁵ These two positions were planned to complete their services in 2018 upon completion of the PA site level management and business plans, and not meant to last until the end of project cycle.

M&E design at project start-up	S	The design of the M&E for the project and the inception phase was standard for all UNDP-GEF biodiversity projects.
Overall quality of M&E	S	M&E was tackled in intermittent bursts at key junctures of the project. The M&E led to some adaptive management of the project – with particular reference to the re-focusing of the project to the pilot/demonstration sites when the institutional changes were occurring at the central level as a result of electoral processes or, when there were opportunities to do so.
M&E plan implementation	S	The M&E plan was implemented satisfactorily with no shortcomings.
Outcomes		
Overall quality of project outcomes	MS	<p>With the exception of gaps at the objective level, the majority of the indicators in the SRF were achieved. Through the SFPA, MPs, BPs and trainings, the Project set the foundation for, and built capacities that resulted in greater PA management effectiveness, as well as an increase in revenues and budgets for the PAs at the sub-national and site level.</p> <p>Overall, the project demonstrated that there are indeed options for diversifying revenues for protected areas away from the previous forms of State revenue.</p>
Relevance (R or NR)	5-S	<p>The project remained relevant to the GEF priorities and is closely aligned with the policy framework within Malaysia, specifically the NPBD (2016-2025).</p> <p>The project was less relevant to the UNDP country programme document for Malaysia (2016-2020) partly as a result of the fact that it fell outside of the development priorities for the country and partly because the environment sector is not currently seen as a pathway to enable the transition towards a high-income, inclusive and sustainable economy, as envisioned in its Vision 2020.</p>
Effectiveness	S	The project was effectively implemented by a small professional team. The way in which the project adapted to change and seized opportunities to achieve key outcomes, as well as its approach to retroactively incorporating community engagement and gender considerations, was also notable.
Efficiency	MS	<p>Where possible, the project dovetailed on efforts by parallel projects, the implementation of BIOFIN in Malaysia and the UNDP-supported GEF-financed Improving Connectivity in the Central Forest Spine Landscape project implemented by Forestry Department</p>

		Peninsular Malaysia, to deliver items similar in scope to leverage financial efficiencies. Myriad factors, including reporting discrepancies, shortcomings in internal communications, gaps in governance / leadership and administrative processes, resulted in long delays in contracting and procurement, negatively affected project scheduling and ultimately its efficiency.
Sustainability (L, ML, MU, UL)		
Overall likelihood of sustainability	ML	Institutional and financial sustainability is the aspect that is most concerning and the political / institutional changes over the lifetime of the project did not inspire confidence.
Financial sustainability	ML	<p>Hope can be derived from the top-notch processes and governance mechanisms articulated in the NFPA, if these can be operationalized and key commitments included in the forthcoming 12th Malaysia plan. Unfortunately, both the recent change in government and the COVID-19 pandemic has once again unseated the continuity of the Project in the final stretch of implementation and its ability to ensure a smooth operational transition and institutional ownership of the NFPA and associated processes / governance.</p> <p>The budget commitments made in the 2019 and 2020 Budget Speeches, while a move in the right direction, may be short-lived unless a radical overhaul to the NCTF and finalization of performance-based criteria related to subsequent transfers through these modalities, are completed.</p>
Socio-economic sustainability	ML	
Institutional/governance sustainability	MU	
Environmental sustainability	L	
Impact (S, M, N)		
Environmental Status Improvement	N	<p>A gap to gauging environmental sustainability at the national level is that key outputs, expected to contribute to this parameter, have yet to be delivered and are expected post-project. The TEEB and Sustainable Financing Framework are key to raising the profile of the economic value and potential of the environment sector in Malaysia. Until then, the State government's dependence on the resource sector is likely to continue. At site level management and business planning, together with renewed capabilities and profile of the IBD, are likely to lead to a more lasting legacy.</p> <p>It is only in the long-term that environmental impacts will be seen from the processes and financial sustainability measures that will be put into place.</p> <p>Contextually, the biodiversity indicator in the SRF was wholly inappropriate as the tiger population, as a flagship</p>
Environmental Stress Reduction	N	
Progress towards stress/status change	N	

		species, was neither not actively monitored nor in alignment with the scope.
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Summary of Conclusions

23. The prospect of achieving a Sustainable Financial Framework based on common performance-based metrics within the PA sector is highly relevant for Malaysia and holds much promise in terms of potential impact. There were profound institutional and systemic issues that prevented the PAF Project from achieving its full potential and realizing its core objective. As a result, the financial sustainability of the PA sector has not found its footing in Malaysia and other initiatives will have to take on important strands of work and “loose ends” at each level post-project for lasting benefits to accrue. The Project’s high replication potential requires a concerted effort at all levels to assess best modalities and national instruments for creation of opportunities for PA financing and the sustainability of revenue streams going forward.
24. Despite this, there is room for optimism here - primarily because of the foundational nature of the Project and the critical pillars that have established through the persistence and commendable legwork by the PMU, as well as a small number of champions and enablers. Reassuringly, key project targets are reflected in the NPBD 2016-2025 and the 12th Malaysia plan offers a near-term opportunity to further elevate the priorities therein to ensure these become long-term national obligations rather than political ones.
25. The adaptive management demonstrated by the project should be commended, with reference to re-focusing of project priorities to the site level when opportunities presented themselves and when the institutional changes at other levels required recalibration and nurturing of relationships. The PMU acted with foresight and demonstrated its ability to seamlessly pivot from one outcome to the other.
26. A strategic decision taken early in the project - in response to a fundamental design weakness, which expanded the project scope to include both Sabah and Sarawak - has paid dividends. This has enhanced both formal and informal cooperation and has gone beyond its original concept by developing communication links between PA managers and *Orang Asli* communities. The conservation sector is likely to benefit from this well into the future.
27. The approach taken by the project towards education and institutional and professional capacity, from raising the profile of the IBD, work on the development and delivery of the EPAM module, supporting skill set enhancement by sending trainees to attend a three month wildlife management course at the WII, delivering countless and indispensable training courses to raise the profile and qualifications of rangers, local communities and women alike, was of the highest standard and should be used as a benchmark for other projects.
28. The project also demonstrated, while it takes time due to the political complexities, there are indeed options to move away from reliance on State funds. Despite historical barriers to raising park fees, these was increased at Royal Belum State Park with the other two sites not far behind. While the project made gains in this area, there remains barriers to other revenue streams being explored, including: i) bed night fees at the accommodation facilities within protected areas themselves, ii) ‘conservation’ fees for visitors to protected areas, iii) limitations in the way concession fees generated from Mutiara resort can be used when they go to the

State, and iv) infrastructure fees channeled to federal accounts with parks not having access or say on how the money is allocated.

29. Other barriers, of course, still remain. These include: i) the persistence of underlying threats to biodiversity – although there is the hope that by achieving financial sustainability, efforts will be made to address the threat, their root causes and the barriers to effective management of the protected areas, ii) governance issues and complex bureaucracy, iii) high rates of change among personnel leading to loss of momentum, institutional memory and lack of ownership, and iv) marginalization of the environment sector.
30. With respect to the latter, the strong imperative to commercialize the resource sector has been Malaysia's development priorities and the transition towards a high-income economy. As such, there is a great deal of irony that even when a project comes along seeking financial sustainability and the application of business practices – ultimately to move towards financial independence from state coffers, an unnecessarily rigid and disjointed system still managed to undermine its potential successes.
31. A further conclusion is that while there are palpable tensions between the resource extraction sector (especially with the overt commercial aspects logging and aggregates) and biodiversity conservation, currently the PAs cannot do without the revenues generated by the State from forestry work. Neither the forestry nor mining sectors for example were active stakeholders in the PAF Project. Follow-up work may consider mainstreaming biodiversity thinking into the extractive industries surrounding PAs such that these would be more willing to cross-subsidise more focused biodiversity work and even tourism development. In addition, the role that the logging currently plays in securing the livelihoods of local communities should be recognized – although, as tourism develops further in Peninsular Malaysia, it will also play an increasingly important role in local livelihoods.
32. In conclusion, despite the challenges it faced, the project demonstrated tremendous value in key areas. Further, in each of the areas in which the project worked, there are people now doing something different from what they were doing before: as such there is a shift from the “business as usual” to a new mindset.

Summary of Recommendations & Lessons Learned

33. The following recommendations are divided into two categories, project-specific and broader recommendations, the latter being informed by commonalities and recurring themes observed by the TE evaluation team across multiple evaluations in Malaysia. These are elaborated at a more granular level in [Section 4.2](#) of the evaluation report including their recommended priority and party responsible for the recommendation which can be found in Table 15.

Project-Specific Recommendations

34. Going forward, revenue opportunities should scaled-up and spin-off initiatives should seek mechanisms to expand the revenue streams, including Payment for Ecosystem Services, debt for nature swaps or the creation of dedicated endowments for the parks themselves. The concept of “business planning” for the protected areas as implemented by the project, also strayed a little from the original perception of the project designers. The project focused primarily on the business plan of the immediate park agencies - thereby excluding, for example, the tourism and forestry aspects. It would be interesting to trial one business plan

for an entire protected area including all aspects of its operations and touch points with other sectors.

35. Remaining project outputs and activities such as TEEB survey, Sustainable Financing Plans for the three protected area agencies, were initially affected by the change in government in March 2020 and are currently affected by the movement control order imposed by the government since 18 March in response to the COVID-19 pandemic. With a decision taken on the operational closure on 3 June 2020, it is unlikely these “last mile” activities will be brought to a successful conclusion in a manner that delivers strong value. At 16% completion, the output from the TEEB study is a particular concern and does not inspire confidence.
36. Having liaised with the PMU and UNDP-CO on this, the TE team understands that alternative ways to complete this work are being explored.¹⁶ The TEEB study is meant to be a fact-based instrument in support of sustainable financing and set the tone of discussions with the Malaysian government, Ministry of Economic Affairs and UPEN at the State level. If the study is rushed with inadequate dataset (sample size, quality and integrity), the analysis may not deliver the supporting conclusion or reliable outcome that can be leveraged and supported by the stakeholders. Moreover, the contextual social, economical and political circumstance as a result of the COVID-19 pandemic is likely to result in biased and circumstantial feedback from the surveys and skew the overall result. It is strongly recommended to wind down these activities and take them up as part of a separate initiative. The imperative of completing this activity for the sake of checking off a deliverable should be reconsidered as it would be detrimental to the long-term narrative this output will establish; it is better to get it right than to rush and squeeze it into the remaining time. The results are much too important for the national context and will set the tone of future conversations and investments and therefore, needs to be uncompromised.
37. The UNDP-CO should leverage its expertise in gender responsiveness and in-house capacity when the gender officer vacancy is filled to act as a “floating” resource to support projects within the portfolio.
38. The window of opportunity to ensure PA financing is entrenched in the 12th Malaysia Plan 2021 - 2025 is closing quickly; it is recommended that monthly meetings between the UNDP-CO, GEF OFP and KeTSA are held to align on priorities and ensure strategies are developed to penetrate the consultation process with key recommendations and issues to be reflected.
39. Projects need to institutionalize the products and services they produce to ensure sustainability through defined accountability and well-established ownership. Operational readiness ought to be a mandatory phase in GEF projects in parallel to the terminal evaluation with a runway of at least six months to document processes and knowledge to be transitioned to respective owners. The Terminal Evaluation would therefore not be a point in time, but would be implemented in stages to document the smooth handover and transitioning of operations.

¹⁶ It is anticipated that the TEEB survey will continue until September 2020 when the project is expected to close financially. Beyond that, the TEEB analysis will continue with the support of other resources being secured. The implementation of the sustainable financing plans, unfortunately, will not be supported by the project. At a PMU meeting in May 2020, it is expected these plans will be reviewed and endorsed by respective PA agencies for adoption and subsequent execution.

40. The NFPA should be viewed as roadmap. It documents the necessary steps, governance and strategic actions to maintain a healthy and well-financed PA network in Malaysia. At the very minimum, efforts should be taken to operationalize it post-project and ensure there is a clear owner within KeTSA.
41. To ensure maximum continuity and to minimize disruption to GEF projects signed by Government entities, a commitment ought to be made early on (perhaps during pre-inception) to ensure that several officers are permanently assigned throughout the duration of a project, without transfers and without affecting promotions, under the supervision of the NPD. This mechanism would provide a great on-job training opportunity for young officers looking to gain experience, as well as the natural benefits of interacting with experienced consultants (national and international alike), also maximizing exposure to another language and retention of institutional knowledge even after project closure.
42. To operationalize the important work associated with the PA Master List, the three NFPA regional working groups, largely stalled due to COVID-19, need to be established and should convene immediately to implement the recommendations of the NFPA and update the PA Master List on a regular basis. To facilitate this, some strengthening at Ministry level is needed in terms of capacity and governance, and a permanent Secretariat where the officers are not subjected to frequent transfers, ought to be established to handle and expand the NCTF, coordinate the ecological fiscal transfer for conservation to the states, and implement other sustainable financial mechanisms.
43. The IBD is presently under DWNP and therefore, its Directors, teaching staff and rangers are bound by the rotation policy of the Public Service Department (i.e. subject to transfers to other branches of DWNP in Peninsular Malaysia). For the IBD to become truly an effective Centre of Excellence in training PA managers irrespective of agencies, and in line with the IBD Transformation Plan of DWNP, it ought to become an independent entity.
44. The legal work was a significant value-added and novel concept to the project. While introduced during implementation and not strictly in scope, other projects of similar nature should consider such activities due to their spin off benefits.

Broader Recommendations

45. It is clear with the 20/20 vision hindsight brings, that the Project's partners were not ready to implement this project at the outset. The DWNP's inexperience in undertaking GEF projects, knowledge of GEF culture and requirements, should have been identified as a potential risk from the outset, together with expectations of the NIM. Readiness was a gap and the slow project start-up phase¹⁷ may have held the Project back from hitting the ground running and firing on all cylinders. In a previous evaluation the TE team primed another department of KeTSA, through consultative workshops, to de-mystify basic concepts which are taken for granted in the UN universe, to harmonize expectations and ensure common understanding. It is recommended that, the GEF should consider a pre-inception phase for training, alignment of accountabilities, creating a project handbook and agreeing on administrative, financial and procurement procedures. Perhaps the UNDP-CO could even consider building this into the

¹⁷ While the project officially started in June 2012, it initially experienced a six-month start-up delay. The inception phase was also delayed and started from March to September 2013.

formal inception phase and ramp up, following the thorough discussion of key items and the establishment of a shared understanding between the core stakeholders.

46. UNDP's ability to inform national policies and link community-level initiatives with national programmes lies in demonstrating well-tested programme models. As such, UNDP's convening power was instrumental in raising the profile of the PAF Project and it plays an essential role in operationalizing national environment and development priorities, enabling a vital and neutral platform for the engagement of various government actors and resolution of conflicts. In many respects while the Project was NIM implemented, the DWNP relied heavily on the UNDP-CO's leadership and guidance to overcome barriers to implementation. Given the size of the portfolio there is a need to increase the UNDP-CO capacity at the Programme Officer level in performing its oversight and quality assurance roles and responsibilities as per UNDP and GEF requirements.
47. Projects are only as strong as their weakest link and more so in multi-level projects like this one. Procurement and contracting requires strengthening. These were persistent bottlenecks and significantly contributed to key pieces of work from being delivered on time to be leveraged in a meaningful way; the delay in TEEB is a missed opportunity and blow to the project's core objective. In keeping with NIM requirements, the UNDP-CO mostly took a hands-off approach (aside from regular meeting cadence). This was partly due to bandwidth issues from unfilled vacancies at the country office which put undue burden and workload on the Programme Officer. When there were external problems, it used its neutrality to try and resolve political / project conflicts, as well as help nurture rapport with new senior personnel during times of turbulence. However, such a hands-off approach cannot be viewed as a complete success and closer involvement would undoubtedly have helped minimize delays. It would also have improved the functioning of the Steering Committee helping to push the financial sustainability aims of the project to higher levels within the Ministries.
48. There are opportunities that a robust knowledge management strategy can bring to the UNDP-CO. The dramatic success of knowledge-sharing networks and initiatives within the UN system is a compelling argument for it to invest in a deeper awareness, connections and knowledge within its portfolio for improving organizational effectiveness. To succeed, knowledge management must be fully integrated into how each organization operates. Introducing knowledge management as a core business process requires transformational change which can be complex and difficult. However, this need not be a sophisticated technology deployment as existing tools and platforms within the UN such as SharePoint exist. It is recommended that an internal project be initiated at the UNDP-CO to benefit from the knowledge and information it produces.

Lessons Learned

49. There are a number of lessons to be learned from the project:
- **Adaptive management in the face of adversity.** The project demonstrated that even when things appear to go wrong, with adaptive management and re-focusing, positive results can be attained.
 - **Rigid management can be a bottleneck.** Project staff at all levels need to feel empowered, be freely heard and be part of the end-to-end decision-making process. There also must be avenues for escalation at various levels of the management hierarchy. Complex management chains make communication and coordination difficult

even when all parties act professionally and with good faith. It can also lead to unnecessary turnover in projects. In a transparent organization such as the UN, it is essential that knowledge flows up and down the management chain. This is the hallmark of effective projects and the cornerstone of the Secretary General's agenda on the repositioning of the United Nations development system.¹⁸

- **Steering Committees are more than just a reporting body.** Made up of senior executives and thought leaders, they play an essential role to removing barriers and providing leadership to projects. They serve a broader purpose than reporting, but to be effective, it is essential to communicate not just what was achieved but rather what was planned and not achieved.
- **Incentives and compelling arguments rooted in fact are needed to motivate the State government.** Given the complexities and final say of the State over land matters, it is imperative to provide a strong value proposition for designating new PAs to meet the 2025 NPBD target. These must be grounded in strong economic arguments and may also include incentives for win-win outcomes.
- **Gender by design.** Gender considerations are much too important for the 2030 Agenda to be an afterthought. Projects should not be expected to shoehorn gender considerations retroactively into activities. Gender ought to be budgeted and thought out from the outset.
- **Legal assessments and gap analyses are complimentary to Protected Area projects, especially so in similar contexts to Malaysia, and are a significant value-added and novel concept to the project.** Important lessons were learnt from the legal perspective such as from the gap analysis, with recommendations shedding light on important perspectives with respect to enactments, governance aspects, institutional reforms, trust fund issues, informing consultations and many other corollary benefits. While introduced during implementation and not strictly in scope, other projects of similar nature should consider such activities due to their spin off benefits.

¹⁸ The UNDP-CO is cognizant of the challenges faced by the project and the specific examples which affected the PMU. It is working towards encouraging more open communication and escalation channels within its portfolio.

1. INTRODUCTION

1.1 Purpose of the Evaluation

50. The Terminal Evaluation of the UNDP-supported GEF-financed project “*Enhancing Effectiveness and Financial Sustainability of Protected Areas in Malaysia*” was carried out according to the UNDP-GEF Monitoring and Evaluation Policy. Thus, it was carried out with the aim of providing a systematic and comprehensive review and evaluation of the performance of the project by assessing its design, processes of implementation, and achievement relative to its objectives. Under this overarching aim, its objectives were: i) to promote accountability and transparency for the achievement of GEF objectives through the assessment of results, effectiveness, efficiency, relevance, sustainability and impact of the partners involved in the project; and ii) to promote learning, feedback and knowledge sharing on the results and lessons learned from the project and its partners as a basis for decision-making on policies, strategies, programme management and projects, and to enhance knowledge and performance.
51. As such, this TE was initiated by the UNDP-CO as the project’s Implementing Agency in accordance with its accountabilities to meet GEF requirements, to determine its success in relation to its stated objectives, and to understand the lessons learned through the implementation of the project.
52. The TE was conducted by two international consultants (a Lead Evaluator and an Environmental Finance Expert) with the support and assistance of a national consultant (a Social and Gender Expert). For full disclosure, none of the consultants were involved in the design, implementation and/or supervision of the project. See **Annex 1** for brief profiles and biographies for each of the consultants.
53. The TE was carried out over a contractual period starting from 6 January 2020 to 31 July 2020, with a mission to Malaysia from 10 - 29 February 2020. Carrying out the TE at this point in the project’s implementation timeline was in line with UNDP-GEF policy for Evaluations.

1.2 Scope & Methodology

54. The approach for the TE was determined by the Terms of Reference (TOR), (see **Annex 2**) and by the UNDP-GEF Guidance for conducting Terminal Evaluations.¹⁹
55. Thus, it was carried out with the aim of providing a systematic, evidence-based and comprehensive review of the performance of the project by assessing its strategy and design, processes of implementation and achievements relative to its objectives. As such, the TE determined the progress of the project in relation to its stated objectives (through the assessment of results, effectiveness, relevance, sustainability, impact and efficiency - requiring a review of the fund allocations, budgets and projections, and the financial coordination mechanisms), to promote learning, feedback and knowledge sharing on the results and lessons (both positive and negative) that can be learned from the implementation

¹⁹ UNDP-GEF (2012) Project-level Monitoring: Guidance for conducting Terminal Evaluations of UNDP-supported, GEF-financed projects.

of the project. The TE examined whether the implementation arrangements – including the relationships and interactions among the project’s partners, UNDP, and other partners – were effective and efficient.

56. The TE included a thorough review and desk study of the Project Document and other outputs, documents, monitoring reports, the Mid-Term Review (MTR) report, Project Implementation Reviews (PIR), National Steering Committee (NSC) reports, Annual Work Plans (AWP) against Combined Delivery Reports (CDR), relevant correspondence and other project related material, and training outputs produced by the project staff or their partners (see **Annex 3**). Because of the delays in the TE team receiving project documentation, the desk review was carried out both in parallel, and immediately following, the mission to Malaysia. Due to the volume of information to be consumed, the Project Executive from the PMU provided an extremely helpful deep dive of key documentation to assist with prioritizing the material and ascribing a hierarchy of importance to the evaluation report. The evaluation also assessed whether the corrective and augmentative recommendations, made following the MTR, were implemented and to ascertain the explanations if they were not. This is articulated in Section 3.2.1 focusing on adaptive management.
57. The TE also included a mission to Malaysia between 10 - 29 February (see **Annex 4** for the itinerary of the mission). The evaluation process during the mission followed a participatory approach and included a series of structured and unstructured interviews (see **Annex 5** for a sample list of questions for data collection and **Annex 6** for the Evaluation Framework articulated in the Inception Report), both individually and in small groups, as well as a number of community interviews with local *Orang Asli* villages (see also **Annex 7** for the list of people met and interviewed over the course of the mission in Malaysia). Taking all these features into account, the evaluative framework provided a clear and logical guide for how the TE was to be conducted.
58. As part of the mission, site visits were also scheduled to Royal Belum State Park (managed by PSPC), Endau-Rompin National Park (managed by JNPC) and Taman Negara National Park in Pahang (managed by the DWNP) to: i) validate content in reports and indicators, ii) examine, in particular, any infrastructure development (i.e.: trails), community / gender engagement and equipment procured, iii) consult with protected area staff, local authorities or government representatives and local communities, and iv) assess any economic data that was held only locally by State entities. Particular attention was paid to listening to the stakeholders’ views and the confidentiality of all interviews was stressed. Whenever possible, the information was crosschecked among the various sources.
59. No major methodological limitations or shortcomings were an impediment for this evaluation as both the Lead Evaluator and Environmental Finance Expert were able to speak with all the main stakeholders and obtain detailed feedback on the project, as well as consume key documentation. Three minor procedural limitations were noted as follows:
- Because of delays in the TE team receiving core project documentation, the desk review was carried out both in parallel, and immediately following, the mission to Malaysia. Due to the volume of information to be consumed, the Project Executive from the PMU provided an extremely helpful deep dive of key documentation to assist with prioritizing the material and ascribing a hierarchy of importance to the evaluation report;
 - Detailed expenditures at a more granular level than the CDR were not provided, however, this was not a substantial bottleneck since the Project underwent a number of spot checks and financial audits during its lifecycle;

- Until the end of the mission to Malaysia, the evaluation team also consisted of Social and Gender Expert. However, the Lead Evaluator and Environmental Finance Expert, as well as both the PMU and UNDP-CO spent considerable time and energy during the orientation phase and mission educating them about the scope of the project and their role vis-à-vis the Project, with little benefit and value. In the end, the Lead Evaluator together with the Environmental Finance Expert had to represent this domain and distilled relevant observations from the stakeholders interviewed. Given the scope of the Project and principal focus on PA financing, the evaluation could have been very well carried out by a team of two with the right cross-section of experience between them. In future, it would be prudent for Lead Evaluators to sit in on interviews as an observer for respective team members to ensure adequate breadth of knowledge, experience and make recommendations as appropriate.
60. It should be noted that most of the key informants identified in the inception report were engaged during the mission and thereafter, therefore, the evaluation results, despite the minor challenges and limitations, can be deemed to be valid.
61. The evaluation was carried out according to the UNDP-GEF Monitoring and Evaluation Policy. Therefore, activities and results were evaluated for their: i) **Relevance** – thus, the extent to which the results and activities were consistent with local and national development priorities, national and international conservation priorities, and GEF’s focal area and operational programme strategies, ii) **Effectiveness** – thus, how the project’s results were related to the original or modified intended outcomes or objectives, and iii) **Efficiency** – thus, whether the activities were being carried out in a cost effective way and whether the results were achieved by the least cost option. The results, outcomes, and actual and potential **impacts** of the project were examined to determine whether they were positive or negative, foreseen or unintended. Finally, the **sustainability** of the interventions and results were examined to determine the likelihood of whether benefits will continue to be accrued after the completion of the project. The sustainability was examined from various perspectives: financial, social, environmental and institutional. See **Annex 8** for the rubric of criteria in accordance to the UNDP-GEF Monitoring and Evaluation Policy.
62. In addition, the evaluator took pains to examine the achievements of the project within the realistic political and socio-economic framework of Malaysia.
63. The logical framework (with approved amendments in the Inception Phase and any subsequent updates following the MTR²⁰) with Outcomes, Outputs and Indicators, towards which the project was working, formed the basis of the TE.
64. According to the GEF policy for TEs, the relevant areas of the project were evaluated according to performance criteria.
65. The preliminary findings of the TE were presented to the UNDP-CO and PMU at the Business Centre of the Zenith Putrajaya at a debriefing meeting at the end of the mission on 29 February 2020. See **Annex 9** for the PowerPoint deck from this debriefing session. Following the mission, additional actions were undertaken to continue information gathering, digest key

²⁰ It is important to note that no amendments to the SRF were undertaken following the SRF. Changes were proposed by the PMU in 2015 for the 6th National Steering Committee Meeting (see Annex 1 of the 6th NSC Report) but were rejected due to the time remaining in the project. No further changes to the SRF were contemplated thereafter.

documentation that only came during the mission, cross referencing and verification of interview responses. These actions included several follow-up consultations with specific stakeholders, and verification of relevant documentation evidence.

66. Finally, the TE was carried out with a number of audiences in mind, including: i) the various (and changing) entities of the Government of Malaysia with whom the project was connected, ii) the UNDP-CO and UNDP-GEF RTC in Bangkok, iii) the GEF, and finally iv) the NFPA Working Groups established under the National Steering Committee for NPBD who will be instrumental in operationalizing the NFPA and as such may be interested in the recommendations herein.
67. As articulated in the Inception Report there are several areas in which the TE team have honed its efforts:
- ***Degree to which the project has adopted corrective / augmentative recommendations from the MTR as part of its adaptive management plan.*** The MTR highlighted a suite of recommendations that, if put into practice during the remaining project timeframe, significant improvements in project performance could be expected, leading to more positive project outcomes over the long-term. Priority rankings and primary responsible parties / units were assigned to each recommendation.
 - ***Whether or not efforts were made to close or mitigate risks identified during the MTR.*** Proper risk management implies the control of possible future events and is proactive rather than reactive. The TE team determined whether risk management was embedded in the project planning process.
 - ***The extent to which the singular objective to establish a performance-based financing structure has been achieved and if not, what were the factors and barriers preventing this.*** The Theory of Change for this project was built on the premise that in order to support effective Protected Area systems management in Malaysia, a performance-based financing structure is required to change the budgeting process, status quo and prevailing mindsets that PAs are not an opportunity cost and worthy investments. The MTR lamented that “a business as usual scenario” persisted without any institutional changes in terms of sustainable finance. The TE will focus on the degree to which progress has been made since the MTR.
 - ***What was the project’s added value; the additional results brought in by the GEF funding delivered as a program?*** Compared with either a pre-existing or a hypothetical set of stand-alone full- and/or medium-sized projects or other comparable alternatives.
 - ***What was the Global Environment Facility “additionality”?*** Was the GEF really needed as a catalyst for this project or could it have been implemented through other means and financial investments? A central concern for the GEF, as it is for other development institutions, is the attribution of its support to environmental impact. In other words, did its investment displace (crowd out) other funding that could have materialized? Equally important, what outcomes can truly be attributed to the additional funding, and what part of the outcomes would have happened even without additional funding?
 - ***To what extent has gender and local community considerations been included in activities since the Mid-Term Review?*** Following recognition of inadequate gender representation at the design stage, have actions and/or adaptive management efforts

been taken to ensure greater gender equity and local community considerations are adequately taken into account? In light of the heightened awareness of gender equality within the 2030 Agenda and the goal of “leaving nobody behind”, gender equality, women’s empowerment and indigenous representation is a strategic and operational imperative for the GEF. The TE must assess whether, and how, men and women are affected by changes to natural resource use and decision making resulting from GEF outcomes. Wherever feasible, evaluations should provide sex-disaggregated and gender-sensitive data.

68. The TE deviated slightly from the methodology outlined in the Inception Report. Originally, the TE team had intended to deploy a short survey to capture thoughts on the Project prior to the mission to Malaysia, but the following parameters contributed to this being abandoned: i) delays in obtaining a comprehensive list of stakeholders and individuals associated with the PAF Project prior to the mission, ii) delays in receiving project documentation which resulted in the TE team having to digest considerable material both in parallel and after the mission, iii) the COVID-19 pandemic and subsequent lockdown until at least 12th May 2020, made it impossible to even obtain data and figures requested by the TE team from the respective park agencies related to their Annual Operation and Development Budgets for 2019 and 2020, and iv) in hindsight, the TE team has determined that it has collected sufficient data from the interviews and discussion on which to base its conclusions.
69. A Concluding Workshop was expected to take place in June 2020, during which the TE findings and recommendations would be presented, as well as the formulation of management responses to them, but this is likely to be pushed forward due to the current pandemic. Preliminary discussions also touched on leading sessions to develop key processes for the maintenance of project outputs and services, as well as discussing institutional ownership and transition to steady-state operations.

1.3 Structure of the evaluation report

70. The report follows the structure of Project Evaluations recommended in the UNDP Evaluation Guidance for GEF-Financed Projects and is in alignment with Annex G of the Inception Report provided at the outset of the engagement. As such, it first deals with the purpose of the review and the methodology used for the review (Section 1), a description of the project and the development context in Malaysia (Section 2), it then deals with the Findings (Section 3) of the evaluation. Finally, the report draws together the Conclusions and Recommendations from the project (Section 4).

2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1 Project start and duration

71. The project identification form (PIF) was originally submitted to the GEF on 3 March 2009 and subsequently re-submitted on 3 February 2010. It received CEO Endorsement on 30 March 2012 and officially started on 5 June 2012 when the UNDP Project Document (ProDoc) was signed. As per the PIF approval, the project was planned to be implemented over six years (72 months) and its anticipated completion was set for February 2018, but upon GEF Agency Approval, this completion date was updated to 30 June 2019 and subsequently revised to 3 June 2020 through a formal project extension. Key milestone dates are reflected in Table 1 below.

Table 1. The Project Milestones	
Milestone	Date
PIF Approval	30 March 2010
Project Approved for Implementation	29 March 2012
CEO Endorsement	30 March 2012
UNDP Prodoc signed	5 June 2012
Implementation commences	5 June 2012
Project Manager starts	January 2013
Mid-Term Review Completion	December 2017
Planned Project closure(s)	3 June 2020
Terminal Evaluation Completion	July 2020

2.2 Global significance and problems that the project sought to address

2.2.1 Global Significance

72. Malaysia is an upper middle-income Southeast Asian country with a multi-ethnic, multi-cultural and multi-linguistic population of just over 31 million people²¹. It occupies 330,290 square kilometres of land. The country comprises two principal areas: Peninsular Malaysia, where 79 percent of the country's total population lives, and Sabah and Sarawak on the Island of Borneo.

²¹ <https://data.worldbank.org/country/malaysia>

Malaysia's rainforests and seas are among the most biologically diverse ecosystems on the planet and its terrestrial and marine ecosystems comprise of immense variety of flora and fauna and therefore, it is not surprising that Malaysia is ranked as one of 17 mega-diverse countries in the world.

73. However, Malaysia's rapid economic development in recent decades has partly been attributed to the utilization of its natural resource endowments and has caused loss of forest ecosystems through conversion into agricultural lands and urban areas²². This situation has led to a rapid decline in biological diversity, which is characterized by the following threats:

Land-use change, resulting in fragmentation and isolation: Most surviving areas of relatively undisturbed natural habitats are effectively "islands in a landscape" characterized by transformed and/or degraded ecosystems. For example, extensive tree-crop monocultures of rubber or oil palm or agricultural land surround many surviving high-quality lowland forest areas. This fragmentation results in genetic isolation of populations of endangered species and reduced habitat value due to edge effects. Also, this threat is exacerbated by the fact that State, district and local development plans do not adequately account for areas of natural habitat designated as PAs.

Encroachment, poaching and illegal logging: Illegal or "legal-but-lethal" logging is considered to be a growing risk, particularly in remote forest areas. Similarly, encroachment and land clearance, poaching and the illegal collection of non-timber forest products (NTFPs) such as agarwood (gaharu) are growing pressures. Evidence of widespread poaching also exists, particularly from the seizures of smuggled wildlife at border crossings and regional markets. The scale of poaching is difficult to estimate as there is currently limited monitoring or systematic estimation of remaining populations for species such as tigers and elephants. To the degree possible, actions taken by the PA authorities to combat illegal activities include: strengthening of law enforcement activities, surveillance and monitoring, improved public awareness and networking with village leadership. However, lack of inter-agency coordination, gaps in human and financial resources, low penalties, porous border and increasing human-wildlife conflict are some of the underlying issues which make this threat persistent and difficult to overcome in the current scenario.

2.2.2 Problems That the Project Seeks to Address

74. Malaysia has had a long history of PA management, with the first PA in Malaya (as Peninsular Malaysia was then known) being gazetted in 1903. Recognizing the challenge of balancing development and conservation priorities, Malaysia has established a network of protected areas for the protection of biodiversity. This has since evolved into a patchwork of protected areas, with some established and managed by the Federal Government while others administered by individual States.²³ Historically however, the development of these PA networks in Malaysia, especially at the State government level, could be described as a bottom-up evolutionary process.

²² Table 2 in the Project Document highlights that 40% of the country is covered by agricultural crops, rubber plantations, oil palm plantations, urban areas and other uses. Another driver of this decline has been the prevailing development policy framework for Malaysia with its long-term development vision introduced in 1991 which called for a self-sufficient industrial, Malay-centric developed nation, complete with an economy by 2020 that will be eightfold stronger than the economy of the early 1990s.

²³ In Peninsular Malaysia PAs cover 13.2% of land area which are managed by either Federal or State governments.

75. During the consultation process for the NFPA, stakeholders agreed that Malaysia's success in achieving coverage of both terrestrial and marine PAs by 2025 (20% and 10% respectively) is very much dependent on the State Governments' willingness to designate new PAs and retain and strengthen the existing ones.²⁴ To date, however, some of the proposed PAs have not been fully established such as the Ulu Muda Wildlife Reserve in Kedah, Mersing Nature Monument in Johor, and Sungai Nenggiri Wildlife Reserve in Kelantan. While increasing the area under PA status to achieve the aggressive targets under the NPBD continues to be a challenge, the management of the existing PAs are also constrained by a number of sustainable financing barriers.
76. In general, government expenditures for environmental management and nature conservation are lower than other areas of public policy, although policymakers ought to be particularly concerned by highly underfunded countries that steward high amounts of threatened biodiversity. A study from 2013 highlighted Malaysia as being 7th in terms of underfunding for biodiversity conservation compared to other countries. As such, PAs in Malaysia continue to depend heavily on government funding sources.²⁵
77. When the project was being conceived in 2009, an understanding of the systemic issues in Malaysia and an appreciation of the inadequate operating funding for PAs had been uncovered by two preceding technical assistance projects on PAs. The first was the Colombo Plan Technical Assistance Programme in 1966-1968. The second was, known as the Master Plan and Capacity Building and Strengthening of the Protected Area System of Peninsular Malaysia, supported by the Danish Government, in 1996.
78. A study also commissioned by the then Economic Planning Unit in 2009 through an EPU-DANIDA Biodiversity Component Project, assessed 81 PAs throughout Malaysia, and it found that staffing for PAs was far below the Southeast Asia regional standards of 196 staff per 1,000 km² of PAs. This is also exacerbated by the atypical institutional setup for the protected areas in Malaysia, making it difficult to maintain the current PA network, let alone the designation of new ones.
79. With the above as the impetus, The PA Financing project was designed to address the sub-optimal management and inadequate resources invested in the protected area system in Malaysia, with primary focus on three PA networks covering a total area of 597,858 hectares, managed by the Federal Department of Wildlife and National Parks, Johor National Parks Corporation, and Perak State Parks Corporation.

2.3 Immediate and development objectives of the project

80. In response to the aforementioned development context and inherent problems with PA management in Malaysia, the project aimed to address sustainable financing barriers at three

²⁴ National Framework for Protected Areas (2019 update), pg. 66 and Target 6 of the National Policy on Biological Diversity 2016-2025 aims to achieve 20% of land under PAs

²⁵ Waldron, T., Mooers, A.O., Miller, D.C., Nibbelink, N., Redding, D., Kuhn, T.S., Roberts, J.T., and J.L. Gittleman. (2013). Targeting Global Conservation Funding to Limit Immediate Biodiversity Declines. *Proceedings of the National Academy of Sciences (PNAS)*. Vol.110(29): 12144-12148.

levels—namely at the national systems level, the sub-national PA network level, as well as the site level.

81. At the national systems level, barriers include:

- Mismatch in the costs and benefits of establishing PAs, between national and subnational government authorities; and
- Lack of consistency, comparability and complementarities amongst different sub-national PA networks and individual sites, which hinders the creation of an effective, representative and well-managed national system.

82. At the sub-national PA network level, barriers include:

- Fragmented planning and management structures, with unclear and overlapping jurisdictions;
- Absence of clear mechanisms for trans-boundary planning and cooperation, or management of trans-boundary PAs;
- Lack of integration between PAs and broader landscape-level land-use and national development planning; and
- Fragmented and inconsistent financial planning and budgetary allocation systems.

83. At the site level, barriers include:

- Inadequate technical and professional management capacities; and
- Lack of systems, policies and mechanisms for PA revenue generation or effective revenue recovery.

84. The goal of the project is:

To ensure that protected areas in Malaysia are underpinned by adequate financial and technical resources, within an overall system that ensures representativeness and nation-wide coherence, safeguarding globally significant biodiversity and playing an essential role in the Nation's sustainable development.

85. The PA Financing Project is expected to contribute to a singular objective:

To establish a performance-based financing structure to support effective Protected Area systems management in Malaysia.

2.4 Core activities and baseline indicators established

86. In order to achieve its objective, the project worked at three levels – Federal Level; Sub-National (State/Regional) Level; and Site Level. As shown in Table 2 below, the project interventions are structured into three outcomes and 14 corresponding outputs as the expected results. The table below is a revision from the proposed activities in the ProDoc

which were rationalized and subsequently amended in consultation with project stakeholders as part of the Inception Phase.²⁶

87. The indicators and their baseline values were established during the project preparation phase and revisited during the Inception Workshop and approved by the National Steering Committee. These are discussed when the project's results framework is presented (see Table 14 in Section 3.3.1).

Table 4: Outcomes and Corresponding Outputs to Achieve the Core Project Objective	
Outcomes	Outputs
<p>Outcome 1: National Level</p> <p>Systemic and institutional capacities to manage and financially support a national PA system by addressing barriers at the national systems level to improve management effectiveness and financial sustainability of protected areas</p>	<p>Output 1.1 National framework established in support of developing a national PA system, with uniform criteria for PA establishment and management standards</p> <p>Output 1.2 Performance measurement indices developed and adopted for (i) individual PAs and (ii) overall PA networks with identified targets for financial requirements</p> <p>Output 1.3 PA information and knowledge management system established to support the national PA system management</p> <p>Output 1.4 Budgetary framework created to increase financial support for PAs, allocated on the basis of performance</p> <p>Output 1.5 Structures and processes created for KeTSA to provide performance-based operational and capital grants to PAs on the basis of performance against national indices, and other relevant criteria</p> <p>Output 1.6 Capacity of key Federal (EPU and MoF) and State agencies is strengthened to ensure sustainable financing of PA management is addressed in the annual budget</p>
<p>Outcome 2: Sub-National Level</p> <p>Technical and institutional capacities to manage sub-national PA networks, including capacities for effective financial management</p>	<p>Output 2.1 PA network financing plans are developed, incorporating strategies for financing source diversification for PA networks</p> <p>Output 2.2</p>

²⁶ Two outputs (one for Outcome 1 and another for Outcome 3) were either dropped or absorbed into other activities as part of this process.

Table 4: Outcomes and Corresponding Outputs to Achieve the Core Project Objective	
Outcomes	Outputs
	<p>Policies and guidelines for PA financing diversification and retention institutionalized in the targeted PA agencies</p> <p>Output 2.3 Three target networks have sufficient institutional capacity to support their PAs to meet national management criteria and access a performance-based financial support system</p> <p>Output 2.4 A Center of Excellence to meet the long-term capacity development needs of PA authorities is established</p>
<p>Outcome 3: Site Level</p> <p>Effective site-level PA management</p>	<p>Output 3.1 PA Management Plan developed for target PAs and replicated to other PAs over 20,000 ha</p> <p>Output 3.2 PA Business Plans developed for target PAs and replicated for PAs over 20,000 ha, clearly identified the cost of implementing the management plan, means of financing the management actions, revenue generation and revenue recovery strategies, with a 20% gross revenue increase over the project period for the three target PAs</p> <p>Output 3.3 Functional capacities of the target PAs improved, meeting the minimum performance criteria under the national standards</p> <p>Output 3.4 Best practices and lessons documented, integrated into communication strategies and used in replication and scaling up</p>

88. The TE team concurs with the MTR that many of the indicators employed in the project design do not fully satisfy the SMART criteria. The MTR also highlighted the need for the Project to re-evaluate and right-size indicators accordingly. Ensuring that the indicators were “SMART” would facilitate a more accurate determination of how successful the project is in achieving its stated objective and outcomes. Following initial amendments to the SRF during the Inception Phase, the PMU had in fact proposed a set of modifications to the Strategic Results Framework at the 6th Steering Committee Meeting via a formal change request. This change request included nominal amendments and rewording to 9 outputs with associated justifications. However, the change request was not approved by the members of the NSC as it was felt the Project was too far into implementation to adjust course. No further efforts to modify the indicators were taken thereafter, even following the MTR.

2.5 Main stakeholders

89. Both the Project Document and MTR exhaustively identified the project's stakeholders. The tables and figures presented therein not only identify the stakeholders, but they describe their mandates and their roles within the project.
90. Based on the TE team's assessment and for the purposes of the Terminal Evaluation, it is noted that there are three tiers of stakeholders: **primary**, **secondary** and **tertiary**. As noted in Figure 1 below, Primary Stakeholders are those who were or will be directly affected by the PA Financing project's outcomes (three involved park agencies and local communities) and those who have been directly involved in its implementation from an IA and EA perspective and stakeholders with direct managerial authority (UNDP Country Office, the Department Wildlife and National Parks and NSC members), which have been integral to determining the success of the project. Secondary Stakeholders include actors who have been / will be instrumental to the long-term sustainability and replication of project results. This group wields considerable authority through policy levers, development frameworks, legislation and decision-making and can be considered enablers of the project (KeTSA, MEA, UPEN, State government entities of Pahang, Johor and Perak, CSOs and all national and State parks who have taken part in myriad trainings and site visits, as well as benefitted from enhanced collaboration and communication through the PAF Project). Finally, Tertiary Stakeholders are those actors and institutions that may have been somewhat removed from the project, but who will nonetheless be influenced by it, or have been closely monitoring it for guidance, lessons learned and best practices, as well as opportunities for engagement (peripheral ministries such as forestry and tourism, tourism operators and private sector, neighbouring countries that would benefit from any regional or transboundary PA cooperation going forward).

Figure 1. Layers of Stakeholders in the PAF Project



91. Of relevance to stakeholder composition, the two original government signatories of the Project Document, the Economic Planning Unit and Ministry of Natural Resources and Environment, both changed during implementation as a result of the 2018 Malaysian general election and are now respectively the Ministry of Economic Affairs and Ministry of Energy and Natural Resources.

2.6 Expected results

92. The principal results that were expected from the project included: i) a national framework established in support of developing a national PA system, ii) adoption of the policy, legislation and instruments surrounding the finance of protected areas, specifically in the context of performance measurement indices, iii) a diversification of the revenue streams for protected areas, and iv) improved institutional and professional capacity within protected areas networks and at site level as a result of improved planning, provision of training and improved operational management and business plans.

3. FINDINGS

3.1 Project Design

93. The Project Document and MTR both provide comprehensive accounts of the rationale of the project. The TE team also concurs with the conclusions drawn from the latter that lessons from other relevant projects were duly incorporated into the design and feature strongly in the Project Document. Some understanding of the protected area system within Malaysia and how it is financed, however, is useful here as it differs in its governance than many other protected area systems. Many of its features have persisted throughout the Project and will likely continue thereafter. Several examples of these nuances are:

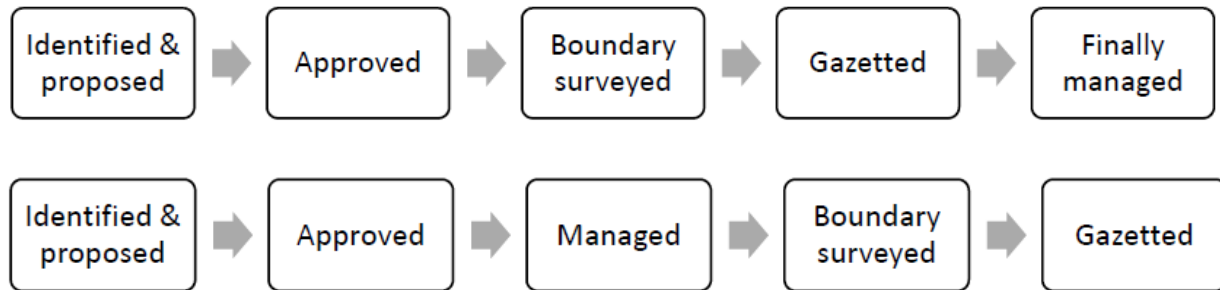
- Management of protected areas is delegated to a number of different organisations (federal and State agencies) and there is no single protected area management authority or “owner” (as can be found in many other nation states).
- The government provides very little in the way of funding for protected areas; indeed, with the majority of protected areas being managed under the auspices of some form of state enterprise, the protected areas are expected to be net contributors to the economy and therefore, increases to the budget for protected area management would be considered as an “opportunity cost”. The forthcoming TEEB study would be seen as a game-changer in defining the intrinsic value of PAs to level the playing field for investments in biodiversity and fundamentally change this perception.
- Whilst encouraging commitments have been made in the 2019 and 2020 budget speeches to increase allocations to State governments for the protection and expansion of existing natural forest reserves and protected areas²⁷, a clear budget line within the federal system of accounting and budgeting, to ensure increased funding for PA networks and management, still does not exist. Also, the amount of funding earmarked by the federal government for State PAs versus the amount which trickles to park agencies is opaque²⁸. State forestry department budgets also do not have specific budget lines for PA management, let alone for individual forest reserves themselves.
- The justification and documentation preparation for the establishment of protected areas is lengthy and cost prohibitive. It currently requires extensive survey work to be carried out by the State government and prospective management entity prior to designation. This is a constraint and the implication of this lengthy process is that the identified site is not managed immediately, leading to possible loss of biodiversity resources due to poaching, encroachment and destruction of the habitat. Encouragingly, this was noted as a gap in the NFPA and an alternate pathway has since been suggested, with some States

²⁷ [Item 198](#), 2019 Budget Speech and [Item 176 / 178](#) in the 2020 Budget Speech. The inception report articulates the creation of a dedicated budget line for national PA systems was a priority at the outset. This would have been facilitated by project activities such as the TEEB study to support quantification of the PAs’ economic contributions to national development, in order to raise awareness among the decision makers on the importance of the PAs and expected return on investments in the PAs.

²⁸ For example, during the mission, data was requested by the TE team from UPEN Johor on the funding provided by the federal government versus what was disbursed to the park. It was noted while there is an annual State budget (approximately 8-10M RM annually), transfers were made on the basis of a park’s performance, however the details are considered confidential.

and PAs since the compilation of the Master List having already adopted this new model. However, it is not ubiquitous.

Figure 2: Current State and Future Vision Designation Process of a Site as a PA



Source: National Framework for Protected Areas (NFPA) System in Malaysia

94. As the project was being designed and as implementation was starting, Malaysia started to reinforce its biodiversity conservation framework on the basis of learnings from a myriad of reports seeking to develop a better ecological representation and a sustainably funded PA system, as well as to better fulfil obligations under the United Nations Convention on Biological Diversity. This period gave way to a series of other GEF projects within the UNDP Country Office portfolio²⁹ and also set the tone to anchor major tenets of these initiatives through a formal National Policy on Biological Diversity (2016 - 2025) to replace the National Policy on Biological Diversity (1998).

95. Crucially, a decision was taken during the design phase to push government stakeholders at federal, State and site level to work together and also restrict the project scope to the financial sustainability of the protected area system of Malaysia – rather than addressing the broader systemic barriers to effective management of the protected area system, including, perhaps most pertinently, the institutional aspects. This was slightly odd because of the difficult institutional context to push through mutually enforcing measures at all levels, and a State focused initiative was seriously contemplated at one point. However, as observed by the TE team, the complexity was inherently good and forced people from all levels to come together to collaborate (both formally and informally) and make hard decisions collectively. The NFPA is evidence of the virtues of this complex approach. As rightly observed by the MTR “*the interconnectedness of the various elements of the project is regarded as an inherent strength, since it can have a synergizing effect upon the various actions being undertaken. However, at the same time, weakness in any given element of the project can be transmitted and affect the success or failure of other aspects.*” While this approach worked for some deliverables, it did weigh on others - such as the NCTF and legal work on the enactments - which did not come to fruition as expected, due to a hardy mix of a politically charged system, lack of empowerment and a history of mistrust between the State and federal government on land issues.

96. On the whole, the project design was strong and while outcomes were ambitious, as they aimed to address changes at the three levels simultaneously, the documented theory of

²⁹ These include the UNDP-GEF GEF-5 FSP “*Improving Connectivity in the Central Forest Spine (CFS) Landscape - IC-CFS*” and MSP “*Mainstreaming of Biodiversity Conservation into River Management*”

change and intervention logic have a natural flow, and the end-of-project targets are well articulated.

97. The principal shortcoming was the level of risk the project took on from the outset without sufficient foresight and provisioning of costed mitigations to improve the likelihood of success and damper potential impacts to the Project. The design was also ambitious in attempting to introduce two major and relatively new concepts of business planning and a performance-based system to the PA / conservation sector, without sufficient guidance in the Project Document. These concepts were inadequately researched / discussed during the inception phase, resulting in the failure of them being achieved.

3.1.1 Analysis of Strategic Results Framework

98. Overall, barring one inappropriate species-level indicator, which is disjointed from the scope of the Project and proposed activities, the Strategic Results Framework (SRF) is a sensible and logical sequence that should measure the successes (or otherwise) of the project. Detailed analysis of the SRF is included in Table 14.
99. The inherent strength of the SRF was largely due to extensive consultations taken during the Inception Phase which led to 13 proposed changes subsequently formalized during the Inception Workshop to arrive at the baseline SRF used during implementation. This speaks to the value of the inception period as an opportunity to refine the thinking at design, and ensure alignment with the situation on the ground.

Table 6: Changes to Objectives and Outputs at Inception

Original Objective and Outputs	Changes and New Objective and Outputs
<p>Original Objective: To establish a performance-based financing structure to support effective Protected Area (PA) system management in Peninsular Malaysia</p>	<p>Baselined: To establish a performance-based financing structure to support effective Protected Area (PA) system management in Malaysia</p> <p>Change/Justification: The reference to Peninsular Malaysia has been removed from the objective as the performance-based financing system established will support all protected areas in the country. This makes the objective consistent with the project title.</p>
<p>Output 1.1: Policy framework established in support of development of a national PA system, with uniform criteria for PA establishment and management standards</p>	<p>Baselined: National framework established in support of developing a national PA system, with uniform criteria for PA establishment and management standards</p> <p>Change/Justification: The National Policy on Biological Diversity is the overarching policy for protected area management. Therefore, it is not necessarily that a new formal policy is required. Instead a framework will be established for the National PA system.</p>
<p>Output 1.2: Performance measurement indices developed and adopted for (i) individual PAs and (ii) overall PA networks with identified targets for financial requirements</p>	<p>Baselined: Performance measurement indices developed and adopted for (i) individual PAs and (ii) overall PA networks with identified targets for financial requirements.</p>

Table 6: Changes to Objectives and Outputs at Inception	
Original Objective and Outputs	Changes and New Objective and Outputs
	No Change
Output 1.3: PA information and knowledge management system established to support the national PA system management	Baselined: PA information and knowledge management system established to support the national PA system management. No Change
Output 1.4: Budgetary framework created to increase Federal Government financial support for PAs, allocated on the basis of performance	Baselined: Budgetary framework created to increase financial support for PAs, allocated on the basis of performance. Change/Justification: The exclusive reference to Federal Government has been removed as financial support can also come from other sources.
Output 1.5: Structures and processes created for KeTSA to provide performance-based operational and capital grants to PAs on the basis of performance against national indices, and other relevant criteria	Baselined: Structures and processes created for KeTSA to provide performance-based operational and capital grants to PAs on the basis of performance against national indices, and other relevant criteria No Change
Output 1.6: A national mechanism established for periodic independent review of PA performance and conduct monitoring and evaluation in relation to grant allocation methodologies	Output dropped as monitoring and evaluation was built into the structures as suggested in activities under Output 1.5
Output 1.7: Capacity of Federal EPU and MoF is strengthened to ensure sustainable financing of PA management is addressed in the annual budget	Baselined: Capacity of key Federal (EPU and MOF) and state agencies is strengthened to ensure sustainable financing of PA management is addressed in the annual budget Change / Justification: Added "Key Federal" as there may be other agencies included for instance KeTSA and could also include State agencies
Output 2.1: PA network financing plans developed, incorporating strategies for revenue diversification for PA networks	Baselined: PA network financing plans developed, incorporating strategies for financing source diversification for PA networks Change / Justification: Changed to broaden the scope of revenue generation to include overall financing source diversification
Output 2.2: Policies and guidelines for PA revenue diversification and retention institutionalized in the targeted PA sub-network agencies	Baselined: Policies and guidelines for PA financing diversification and retention institutionalized in the targeted PA agencies Change / Justification: PA sub-network changed to PA agencies to clarify and eliminate confusion

Table 6: Changes to Objectives and Outputs at Inception	
Original Objective and Outputs	Changes and New Objective and Outputs
<p>Output 2.3: Three target PA networks have sufficient institutional and technical capacity to support component PAs to meet national management criteria and access performance- based financial support system</p>	<p>Baselined: Three target PA networks have sufficient institutional and technical capacity to support their PAs to meet national management criteria and access performance-based financial support system</p> <p>Change / Justification: Clarified as the focus is for JNPC, PSPC and DWNP need to support their own PAs, not "Component PAs"</p>
<p>Output 2.4: Leadership of the management personnel in targeted PA sub- networks strengthened to develop and implement effective PA management strategies</p>	<p>Baselined: A Centre of Excellence to meet the long-term capacity development needs of PA authorities is established.</p> <p>Change / Justification: Changed in order to institutionalise leadership development, training and PA advisory services by transforming the existing Institute of Biodiversity in DWNP to a PA Centre of Excellence with a country wide mandate</p>
<p>Output 3.1: PA Management Plan developed for target PAs and replicated to wildlife PAs over 20,000 ha</p>	<p>Baselined: PA Management Plan developed for target PAs and replicated to other PAs over 20,000 ha</p> <p>Change / Justification: The explicit reference to wildlife has been removed to maintain focus on various categories of PAs.</p>
<p>Output 3.2: PA business plans developed for target PAs and replicated for wildlife PAs over 20,000 ha, clearly identifying revenue generation and revenue recovery strategies to increase gross revenues by an average of 20% against revenues at project start.</p>	<p>Baselined: PA business plans developed for target PAs and replicated for PAs over 20,000 ha, clearly identifying cost of implementing the management plan, means of financing the management actions, revenue generation and revenue recovery strategies, with a 20% gross revenue increase over the project period for the three target PAs.</p> <p>Change / Justification: Language has been changed to emphasise the cost of implementing the management plan and to clarify that the 20% increase in revenue generation is end of project compared to beginning of project.</p>
<p>Output 3.3: Technical skills of PA managers and field staff in place for effective implementation of the management plans and business/financing plans</p>	<p>Output dropped as technical skills training moved to Output 2.4 as part of the PA Centre of Excellence</p>
<p>Output 3.4: Functional capacities of the target PAs improved, meeting the minimum performance criteria under the national standards</p>	<p>Baselined: Functional capacities of the target PAs improved, meeting the minimum performance criteria under the national standards</p> <p>Change / Justification: Only numbering change</p>
<p>Output 3.5: Best practices and lessons documented, integrated into social marketing/communications strategies and used in replication and scaling up</p>	<p>Baselined: Best practices and lessons documented, integrated into communications strategies and used in replication and scaling up</p> <p>Change / Justification: Numbering change and text clarified to fit all under "communication strategies"</p>

3.1.2 Assumptions and risks

100. The Project Document identified eight risks to the project achieving its objectives, which were also included as assumptions in the intervention logic. Of these, two were considered as “**moderate**” risks, three were considered as “**low to moderate**” risks, and the remaining three rated as “**low**” risks. In summary, the risks were:

Moderate:

- Federal government agencies are hesitant to create a dedicated budget line item for national PA systems;
- Conflicts between conservation and development in state planning.

Low to Moderate:

- Sustainable financing will be constrained by limited cooperation between, and amongst, government agencies;
- PA management and staff continue to be under resourced and lack motivation or incentives;
- Economic downturn or crisis takes place in Malaysia severely slowing down the economy or leads to a possible shift in priorities.

Low:

- Regulatory inertia limits potential for revenue generation;
- Climate change undermines conservation of biodiversity within Malaysia’s PAs;
- Reduced levels of tourism affect revenue generation potential.

101. The Inception Report made two adjustments and one addition to the risk table in the Project Document. The last two risks related to climate change and diminished tourism levels were dropped altogether as the probability of them occurring was considered to be negligible. The following was added as a moderate risk:

Moderate:

- Lack of incentive and motivation of States and federal to engage in longer term strategy planning for joint federal and state financing of Protected Areas.

102. To its credit, the Project could not have predicted the COVID-19 pandemic’s impact on tourism. Nonetheless, it is important to note that the risk deemed negligible and dropped altogether, is the one likely going to impact the project most from a sustainability standpoint, as well as negatively affect the completion of the remaining activities and likelihood of institutional ownership of its products and services. It is also somewhat unexpected that the Project did not fathom, during the Inception Workshop and preparatory planning, political disruption due to election cycles and the possible impacts due to changes in the government.

103. Although the ProDoc stated that the risks and the mitigation measures are to be continuously monitored and updated throughout the project, there was no ongoing updating of risks as part of project management processes, nor in the PIRs, until 2018. Only following the MTR did the 2019 PIR articulate one “critical” risk, noted by the MTR, with respect to establishing ‘performance-based standards’ for financial transfers and a “low” risk related to institutional strengthening. These were among a total of 14 new risks (4 financial, 3 socio-economic, 5 governance and 2 environmental) noted by the MTR and a recommendation that there is a clear indication that the ratings (likelihood and impact) ought to be revisited for each risk in the Inception Report.

104. There was no systematic risk management process - both before and after the MTR - which partially contributed to a reactive response when several of these risks materialized, and the prevailing strategy during the project was one of risk acceptance rather than ongoing mitigation.

3.1.3 Lessons from other projects incorporated into the project design

105. In many respects the PAF Project was ground-breaking and the first of its kind in Malaysia and perhaps even in the region. Therefore, the unique nature of the PA system in Malaysia means that lessons from other contexts would ultimately be of limited value. The Project did however internalize key reports and findings from prior initiatives in its design and made a conscious effort to inject key operational objectives into the national policy when it was being revisited between 2014 - 2015.

106. A number of lessons learned in association with the establishment of conservation trust funds (CTFs) were cited in the Project Document. These lessons included, *inter alia*:

- Government budget allocation processes are not optimally coordinated between various institutional jurisdictions – horizontally, between ministries and agencies, and vertically, between States and Federal Government;
- CTFs that are too narrowly defined may not attract interest or support from larger investors (such as financial institutions, investment funds or development banks);
- If there are CTFs that are underutilized or sub-optimally managed, or if it is believed that management effectiveness can be enhanced, it is possible under the Financial Procedures Act to merge CTFs;
- The CTF provides the structure for a new, stand-alone institution with its own governance mechanisms, based on participation of stakeholders. The nature of the fund definition, use, registration and governance needs to be carefully considered in this regard;
- CTFs serve as a vehicle to receive funds from a range of sources, public and private, and as such, strategies for mobilization of resources can be optimized more effectively.

107. While not articulated in the design, the project did intuitively look to Sabah, in particular, during the Project's implementation as inspiration for a desired target state and motivation for a viable sustainable finance model. This is evident in the way the project included the participation of PA agencies from Sabah and Sarawak in key decisions made, participation at World Ranger Day programme hosted by Sabah Parks and WWF-Malaysia in August 2015 and, perhaps most tellingly, site visits to Sabah by members of the *Orang Asli* community to improve their understanding of the possibilities of collaboration with PA management authorities.

3.1.4 Planned stakeholder Participation

108. As noted in Table 6 below, the Project Document specifies the functions and responsibilities that the identified stakeholders have in the project's implementation.

Table 6: Functions of Implementing Partners

Partner	Description	Role / Involvement
Ministry of Energy and Natural Resources (KeTSA)	A mega line ministry. Under the latest reorganization, March 2020, KeTSA is responsible for a portfolio which includes energy, natural resources, lands, mines, minerals, geoscience, irrigation, biodiversity, wildlife, national parks, forestry, surveying, mapping and geospatial data.	The Ministry is the project Executing Entity with The Deputy Secretary General chairing the National Steering Committee.
Department of Wildlife and National Parks	A federal agency (abbreviated PERHILITAN) in charge of wildlife in Peninsular Malaysia across 9 divisions. It manages 35 terrestrial national parks and wildlife reserves in Peninsular Malaysia covering 714,253 hectares.	The Department is the project Implementing Partner. The Director of Ex-Situ Conservation Divisions serves as National Project Director. The DWNP is also the entity responsible for managing Taman Negara National Park.
Johor National Park Corporation (JNPC)	A Johor state agency created under the Johor National Parks Corporation Enactment 1989 for the purpose of managing national parks in Johor. There are 30 personnel stationed at the JNPC headquarters while the bulk of its workforce is stationed onsite. For ERNP, there are 46 staff at the Peta entrance while the Selai entrance has 23 personnel.	JNPC is a PA Network which also manages the project site at Endau-Rompin National Park.
Perak State Park Corporation (PSPC)	A Perak state agency created under the Perak State Parks Corporation Enactment 2001. The PSPC has three State parks under its purview, namely RBSP, Pulau Sembilan State Park and Kinta Nature State Park. As of June 2020, PSPC has 57 posts with, currently, 10 permanent positions and the rest filled by contract staff. As for RBSP, there are 11 rangers' posts.	PSPC is a PA Network which also manages Royal Belum State Park.

	A re-organization was initiated in 2020 to better align with the updated legal enactment created under the PAF Project and staffing needs articulated therein.	
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Source: Adapted from Project Document and MTR with current context.

109. In addition, Table 11 of the Project Document also articulates a series of stakeholder participation principles – something that is rarely found in other projects. Further to this, the Project Document identifies a number of other mechanisms to ensure adequate stakeholder participation, recognizing the multi-pronged approach that would be needed under the project.

110. The ProDoc also makes mention of “robust” stakeholder engagement plans for the respective project activities that would be drafted to direct broad-based involvement and identify mechanisms for the ongoing constructive engagement of private sector (tourism, agriculture etc), communities and the NGO sector in PA planning, development and operations. This was followed up during the Inception Phase with a clear and logical inventory of stakeholder consultation sessions that would be required to advance all outcomes. While the project was able to make progress with engaging both Civil Society Organizations (CSOs) and local communities, it fell short on meaningful engagement and inclusion of the private sector.

3.1.5 Replication approach

111. In principle, the replication approach was satisfactory based on “direct replication of selected project elements and practices and methods, as well as the scaling up of experiences”.

112. This was intended to be facilitated by a fully functioning integrated PA information management system that would allow for the identification of threatened, but under-represented, ecosystem types and facilitate the planning for the expansion of the PA system that would encompass these ecosystems. This knowledge management system aimed to ensure the effective collation and dissemination of experiences and information gained in the course of the project’s implementation would be designed in a way so that information and data formats and flows would be directed at the most relevant stakeholder groups to support decision-making processes.

113. The project design was such that the principle focus was on the wildlife PA system in Peninsular Malaysia and by demonstrating successes, the project would catalyse improvements in the remaining PA networks in Peninsular Malaysia and in the states of Sabah and Sarawak post-project. However, inviting broader stakeholder participation and expanding the geographic scope from the outset – notably during the formulation of the NFPA - paid dividends and yielded increased benefits. Unexpectedly, it created a platform for deeper discussions and collaboration between PA agencies, both formally and informally. The latter is projected to be a lasting benefit from early strategic decisions to revisit the projects replicability model.

114. Finally, PA Management and Business Plans developed for target PAs were meant to be replicated during the life of the Project to other “select” PAs over 20,000 ha. Replicability in

this area has however been rather limited, although, efforts to revisit enactments for key forest reserves through a deep dive and legal analysis was generally seen as a higher priority. With this in mind, there is evidence of replication in parallel to the implementation of core activities, albeit not in scope and manner envisioned in the ProDoc.

3.1.6 UNDP comparative advantage

115. UNDP has a significant comparative advantage:

- As a global organization, it can apply lessons learned from all over the world to a particular problem;
- It is, in principle, a trusted partner that is easier to work with than other multi-national organizations; part of this is that it operates through grant assistance rather than other, often more complex mechanisms and it is not pursuing any political or commercial interests;
- As a global organization, it has a bigger picture and consequently, can influence all aspects of a problem;
- It retains neutrality and independence. This is particularly important when dealing with sensitive governance issues;
- It always has a presence in the countries in which the projects are implemented. This brings local knowledge and experience to the projects;
- UNDP not only has a global role but also a regional one. In the sphere of biodiversity conservation, this is important because of the lessons that can be shared and learned among countries with a similar history and profile;
- Historically, UNDP has also led the NBSAP process and interfaces closely with government on the CPAP, allowing it to be perfectly placed to provide value on development and biodiversity priorities within the country.

116. Interviews with government personnel highlighted the benefit UNDP's convening power and mandate had in building capacities of government as a key success factor of the PAF Project and why it was afforded heightened visibility and profile. There was consensus that UNDP's involvement was an enabler of the project.

3.1.7 Linkages between project and other interventions

117. The UNDP Country Office in Malaysia has also been managing several complimentary initiatives in parallel, including the Biodiversity Finance Initiative (BIOFIN) since 2013 and the GEF-funded Improving Connectivity in the Central Forest Spine Landscape (IC-CFS) project since 2014. Both projects have complementary components to the PAF Project, which have opened up avenues for cost-savings, economies of scale, and have provided an opportunity for the continuation of key strands of work / loose ends post project. Due to a number of false starts of the latter, there were some missed opportunities for closer collaboration, as well as chances for cost efficiencies and possibilities to augment results that did not happen, albeit at no fault of the PAF Project.

118. The project design highlighted the Tenth Malaysia Plan as being a vehicle for internalizing sustainable financing within Protected areas but attention turned to the Eleventh Malaysia Plan (2016-2020), during implementation (also recommended in the MTR) to strengthen financial mechanisms in management of natural resources³⁰. This year marks the end of Vision 2020 and with both frameworks in the rearview mirror, it will be essential for the PAF Project to penetrate ongoing consultations on the Twelfth Malaysia Plan to ensure sustainable financing measures are duly reflected in the national development agenda over the next decade along with a clear implementation framework. With the window closing on this opportunity, the stakes could not be higher and therefore, this ought to be a collective and collaborative effort between all stakeholders.

3.1.8 Management arrangements

119. The ProDoc establishes clear and appropriate management arrangements which are echoed in the Inception Report as well. The project was to be executed under the NIM modality, with the Department of Wildlife and National Parks taking the lead and *de facto* role of the project's Executing Agency. DWNP is therefore solely accountable to UNDP for the efficient and effective use of project resources and achievement of the project objectives.

120. The National Steering Committee (NSC) was vested with the overall responsibility of providing guidance and advice on the implementation of the project to ensure delivery of targeted outputs and outcomes in line with the project objectives. It was chaired by the Secretary General of KeTSA and was mandated to meet semi-annually. Meetings were consistent and well-attended and, with the exception of 2015 and 2018 one where it met only once, it adhered to this cadence. Provision of Secretariat functions and assistance to the NSC was to be provided jointly by KeTSA and the Project Management Unit.

121. The NSC was to be assisted by a series of expert groups/committees providing technical and expert inputs and views on the outputs generated by the project in the form of working papers, reports and documents such as management plans, business plans, conservation trust funds, etc. The formation of technical committees or working groups was to be determined by the PMU in consultation with the DWNP based on the explicit needs of the project. Moreover, a Project Implementation Committee was to be established under the State Economic Planning Units of Perak and Johor to help coordinate and facilitate activities within these states. Conversely, activities related to Taman Negara were to be coordinated by the Biodiversity and Forestry Management Division of KeTSA, given that the national park complex spanned three states (Pahang, Kelantan and Terengganu).

122. In practice however, the only external group(s) that were operationalized was in the context of the NFPA, as well as a Steering Committee overseeing the NCTF. In fact, the MTR perceptively observed there was not a platform to discuss the PAF Project at the State level and that proposed management committees were being underutilized. The MTR had recommended the establishment of a Joint Management and Inter-State Committees to rectify this observed gap. This recommendation was not taken on by the Project.

³⁰ The Eleventh Malaysia Plan had 'green growth' among its strategic thrusts. Key focal areas identified therein such as payment of ecosystem services (PES) and a comprehensive review of natural resources charges and taxes should be revisited as these were not implemented by the project during its lifecycle.

123. The Project Management Unit (PMU) was to be established within DWNP and was responsible for directing, supervising, and coordinating the project implementation. A National Project Director was nominated from among senior DWNP staff to guide project activities and attend to management and financial matters related to the project.

3.1.8.1 Project Management Unit

124. In addition to being responsible for daily operation of project activities, it is important to note the PMU was responsible for the development for all Terms of Reference and Statements of Work to underpin contracts; these were subsequently scrutinized and validated by the UNDP-CO through their internal procurement requirements and approvals process.

125. The PMU consisted of National Project Director, Project Manager, Communications Officer, Project Executive, three Project Coordinators, one representative each from KeTSA, JNPC and PSPC. The Project Executive and Communication Officer reported directly to the Project Manager, who themselves reported to the National Project Director. The Project Executive function was to provide support towards the management and implementation of the project while the Communications Officer was to be responsible for developing communication strategies to assist the project disseminating and sharing project results and findings to various stakeholders, including the use of media to enhance the project's visibility.

126. PMU held regular monthly meetings, together with the UNDP-CO, to discuss project progress and concerns. Despite the delayed start-up of the project, the PMU was diligent in setting up the project governance structure under the direction of the NSC.

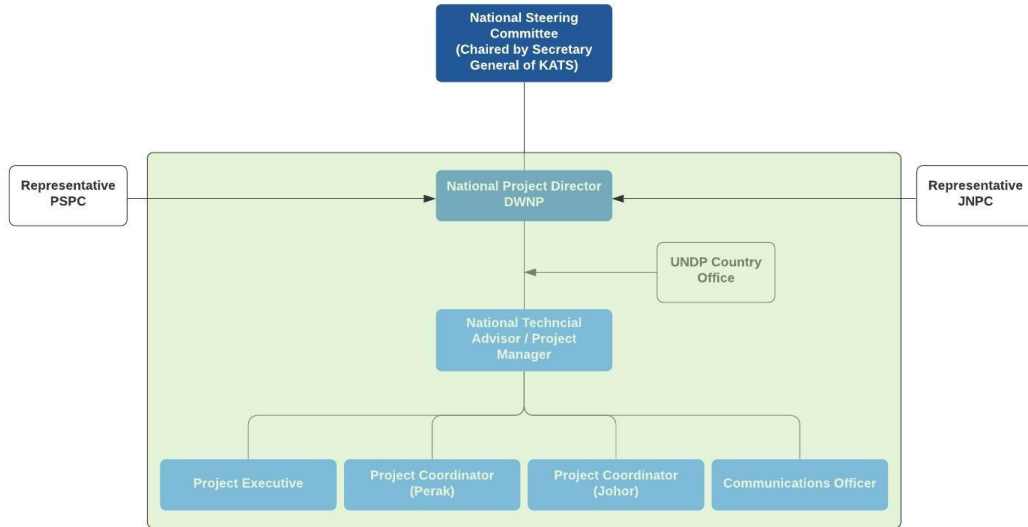
127. At its peak, the PMU had three coordinators to serve as a conduit for activities at the State level, but this gravitated to just two: one for the northern (Perak) and another for the southern (Johor) regions. At the point of the TE, the PMU was staffed by just the Project Manager and Project Executive (see Table 7).

Table 7: Members of the Project Management Unit		
Name	Position	Employment Dates
Mohd Taufik Abd. Rahman	National Project Director	June 2016 - Present
Muthusamy Suppiah	Project Manager / National Technical Advisor	January 2013 - Present
Sharul Kasim	Project Executive	July 2014 - Present
Justine Vaz	Communications Officer	January 2014 - December 2017
Chin Sing Yun	Coordinator (Southern Region)	September 2014 - June 2019
Han Kwai Hin	Coordinator (Northern Region)	January 2015 - September 2019

128. The org chart in Figure 3 below presents the PMU organization in a visual, schematic format.

Figure 3: Project Management Unit Org Chart

Camillo Ponziani | May 12, 2020



3.2 Project Implementation and Adaptive Management

Item	Rating	Comment
IA & EA Execution		
Overall quality of implementation and execution	S	<p>In the face of significant implementation challenges, the project managed to make important headway, particularly at the site level and, on institutional and professional capacity building activities, at the sub-national level. Nurturing relationships and obtaining buy-in on the importance and direction of the project was exceedingly time-consuming with the number of institutional and personnel changes.</p> <p>The PMU operated at a high level of professionalism and integrity. The small size of the PMU following the MTR (relative to remaining disbursement), coupled with slow decision-making processes, have contributed to delays and is a barrier to the finalization of the project deliverables. The current PMU, composed of a project manager and project executive, has been clearly stretched to take on the multiple tasks at different levels and would have benefited from operating at full capacity.</p>
Implementation Agency Execution (UNDP)	S	In the context of existing processes and frameworks, UNDP has performed its functions as the Implementing Agency satisfactorily, with a few issues that could be strengthened.

		<p>In spite of its best efforts, the project suffered from excessively complex management chains which made communication and coordination difficult at times.</p> <p>To enhance IA functions and requirements for implementing the GEF project, the UNDP-CO would benefit from enhanced capacity and staff augmentation at the Programme Officer level.</p>
Executing Agency Execution (DWNP / KeTSA)	MS	<p>The government proved more of an obstacle to project implementation and did not take on the accountabilities associated with the NIM. For much of the project, there was little government ownership of the project and institutionalization of the core objective, key outcomes and outputs. Notwithstanding, there were bright spots from the perspective of EA execution that justify this rating. The final sprint towards project closure has been characterised by key enablers and champions emerging from the woodwork, who are deeply committed to the cause of protected area financing and were responsible for moving things forward in a short amount of time since the MTR.</p> <p>The protected area managers within the core PA agencies generally proved to be more committed to the shared vision and good partners to the project.</p>

3.2.1 Adaptive management

129. Any great decision seems logical, even pedestrian, in the rearview mirror. But the project demonstrated remarkable resilience and eschewed convention as it navigated the many facets, complexities and curveballs thrown at it, while sniffing out opportunities along the way. In praiseworthy fashion, it took a “no stone unturned” approach to getting the job done.
130. The Project suffered through many setbacks: initial start-up delays of more than six months; a prolonged inception phase that warranted painstaking consultations to get stakeholders onto the same page and buy into a shared vision of the project; a persistently high level of turnover among personnel throughout the project; institutional changes; two changes in government, and finally; a traumatic last six months with a global pandemic threatening “last mile” activities and knowledge transfer.
131. However, through excellent adaptive management, it kept the effects of these problems largely at bay. Some noteworthy adaptive management steps included:
- At the outset the project scope was expanded to include Sabah and Sarawak, in addition to Peninsular Malaysia, impact on project effectiveness. It was felt that the continuous exclusion of these two regions from the project would defeat the long-term objective of bringing the management of PAs and wildlife under a single framework.³¹ The benefits

³¹ See PIR 2014 Final Report.

of this decision can be seen in the vision articulated in the NFPA, whereby the long-term functioning of this framework is very much tied to the operationalization of working groups for Peninsular Malaysia, Sabah and Sarawak;

- The adoption of the METT as “standard operating procedure” by all park agencies’ partners is a good example of harmonizing operations and can be considered an essential step to realizing performance-based objectives;
- Whilst progress at the site level in Perak was lagging for most of the project, the PMU doubled down when it observed conditions were ripe for investment with change in leadership. It was during the last two years of the project that explosive progress was made under the direction of Shah Redza Hussein;
- A landmark court ruling during project implementation threatened the integrity of one of the sites and would have undermined it being managed as one contiguous area. However, the Project’s approach to co-management has created a win-win scenario for the Jakun Orang Asli of Kampung Peta, which lies in the Endau-Rompin National Park, and park management alike. The approach taken by the project towards community engagement in Endau-Rompin was of the highest standard.

132. Another good example of the project’s adaptive management was the PMU’s foresight in 2015 of material changes to the operating environment and contextual changes that had occurred since the Project started operations in 2013 that threatened to undermine the achievement of all outputs. The PMU had proposed a set of modifications to the Strategic Results Framework at the 6th Steering Committee Meeting via a formal change request. This change request included nominal amendments and rewording to 9 outputs with associated justifications. However, the change request was not approved by the members of the NSC as it was felt the Project was too far into implementation to adjust course.

133. While the Project showed remarkable prowess to adapt to and be flexible to change, it fell short of expectations in the application of adaptive management strategies in response to recommendations in the MTR. The MTR proposed a total of 13 corrective and augmentative measures. Table 8 below highlights the extent to which these measures were taken on following the evaluation.

Table 8. Internalization of Recommendation Summary From Mid-Term Review

No.	Recommendation	Corrective / Augmentative	Priority (High / Medium)	Primary Responsible Unit(s) or Party(ies)	Undertaken Post MTR
1	Implement Key Actions to Achieve Performance-Based Sustainable Financing Standards	Corrective	High	EPU (MEA), KeTSA, PMU	<p>Actions Taken: No</p> <p>The MTR recommended two key actions to establish a performance-based financing structure to support effective PA systems management: a) ensuring budget considerations for PAs are included under the Malaysia Plan, and b)</p>

					<p>revisiting the fundamental issues of performance based financing.</p> <p>Neither of these recommendations have translated into substantive results at the time of the TE. On the latter, KeTSA has proposed that subsequent EFT implementation to be strengthened through the establishment of quality indicators and performance-based mechanism.</p> <p>With the PMU set to cease operations at the end of May, it will be imperative for the government to internalize these actions in consultation with the UNDP-CO. However, the change in government and the COVID-19 lockdown have delayed the elaboration of government priorities.</p>
2	Establish Action Plan on Protected Areas and Sustainable Finance	Corrective	High	KeTSA, EPU	<p>Actions Taken: No</p> <p>The TE did not see evidence of an action plan however, both Target 17 of the National Policy on Biological Diversity 2015-2025 and operational measures in the NFA provide ample "leverageable" material for a roadmap. In its recommendations the TE has called upon the MEA and KeTSA to jointly take ownership as the window of opportunity for the</p>

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					Twelfth Malaysia Plan is closing quickly. The UNDP-CO together with the GEF OFP should play a facilitating role to ensure <u>all</u> critical biodiversity issues within the broader portfolio are reflected therein.
3	Strengthen Budget Planning and Budget Platform	Corrective	High	PMU, EPU (MEA), MoF, PA Agencies	<p>Actions Taken: No</p> <p>Budget planning continues to be ad hoc and opaque at project closure. Budget allocation continues to be based on the size of a PA and the current staff complement, rather than actual PA management requirements.</p> <p>For this to change, Business Plans need to be operationalized and conversations with State Economic Planning Units should take place to ensure allocations are underpinned by strong fundamentals.</p>
4	Develop and Pilot-Test Sustainable Financing Mechanisms	Corrective	High	PMU, KeTSA, PA Agencies	<p>Actions Taken: Minimal</p> <p>The Project tinkered with selling tourist guides and maps at Taman Negara but these have not caught on among tourists.</p> <p>The Project did not venture beyond traditional financing mechanisms since even changing park entry fees have posed a challenge.</p> <p>The financing mechanisms mentioned in the MTR such as user</p>

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					fees, voluntary donations, taxes, corporate social responsibility (CSR) arrangements, payment for ecosystem services (PES), and licensing and certification schemes, as well as innovative partnerships with the private sector ought to be considered in the future, but only when issues pertaining to retention of revenue have been worked out.
5	Promote Institutional Strengthening at All Scales to Achieve Sustainable Financing Goals	Corrective	High	KeTSA, DWNP, JNPC, PSPC	<p>Actions Taken: Minimal</p> <p>Of the recommendations articulated in the MTR at site, sub-national and federal level, JNPC has managed to create a designated business / marketing unit.</p> <p>Alarming, at the time of the TE, no joint strategy is in place between the MEA and KeTSA (or relevant authorities at the national level) to prioritize national goals and objectives on PAs in the Twelfth Malaysia Plan (the MTR recommended penetration of the Eleventh Malaysia Plan which also did not happen). In interviews with the MEA and KeTSA, both entities appeared to be waiting for the other's first move to kick-start the process in spite of being co-owners of the Project and instrumental to its sustainability.</p> <p>The challenge continues to be creating an</p>

					<p>enabling environment for PAs to retain the revenue generated and to earmark them for park management.</p> <p>Institutional arrangements are imperative for achieving the sustainable finance goal.</p> <p>The PAs under the Sabah Parks have been able to generate substantial revenue mainly because of the ability to attract tourists to the unique Kinabalu Park and also on its ability to retain and utilise such user fees generated at the park.</p> <p>As per the NFPA, a comprehensive review of policy and legislation at the PA Sub-System level is required to enable user fees to be retained for PA management.</p>
6	Confirm That Government Actions Intended to Support and Strengthen Biodiversity Conservation, Actually Do So	Corrective	High	PMU, NSC, MoF, EPU (MEA)	<p>Actions Taken: Yes</p> <p>PA categorization is a thrust of the NFPA endorsed by the Project in 2019. A number of PAs gazetted since the PA Master List was finalized were done so using the alternative model presented therein.</p>
7	Promote Greater Community Engagement and Empowerment	Augmentative	High	PMU, UNDP, DWNP, PSPC, JNPC, MOTAC, JAKOA	<p>Actions Taken: Yes</p> <p>To the extent possible, the Project pushed for greater community engagement and gender inclusion since the MTR. Kampung Klewang Herb</p>

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					trail project within RBSP empowered the Jahai tribe to take part in Ecotourism activities and generate potential income. The Project's co-management approach and partnership with the Jakun tribe at Endau-Rompin National Park have been instrumental.
8	Extend the Project Timeframe	Augmentative	High	UNDP, GEF	<p>Actions Taken: Yes</p> <p>Project timeline formally extended to 3 June 2020.</p>
9	Continue High-Level Engagement for Greater Buy-In and More Effective Implementation of the Project	Corrective	High	PMU, DWNP, economist	<p>Actions Taken: No</p> <p>While the PMU took measures for high-level consultation, it did not target all actors identified under Key Actions 1 and 2. The PMU unfortunately lacked the tools (via TEEB) to better inform top decision-makers about the importance of biodiversity and natural ecosystems.</p>
10	Ensure That Indicators in the SRF are Specific, Measurable, Achievable, Relevant and Time-Bound (SMART)	Corrective	Medium	PMU	<p>Actions Taken: No</p> <p>No subsequent revision to the SRF was taken following the MTR.</p>
11	Strengthen Communication and Coordination, and Leverage Collaboration Between the PA Financing Project and Related Initiatives	Corrective	Medium	KeTSA, DWNP, PMU	<p>Actions Taken: Minimal</p> <p>Communication was largely enhanced through informal channels (i.e.: through WhatsApp groups) rather than the MyPA Platform. The Project collaborated with IC-</p>

					CFS and BIOFIN projects.
12	Establish More Effective Communications Platform Linking Up the States of Pahang, Terengganu and Kelantan in Taman Negara	Augmentative	Medium	KeTSA	Actions Taken: No KeTSA did not undertake the recommended actions to assemble the proposed committees and working groups.
13	Apply a “Theory of Change” Approach	Augmentative	Medium	Independent evaluator	Actions Taken: No The Project was largely guided by the Project Document, Inception Report and SRF. It did not revisit the intervention logic and proposed Theory of Change post MTR.

134. Whether efforts to adopt the recommendations were stymied by previous attempts to modify the project, a lack of experience on the part of the Project’s Governance structures to understand GEF guidance on adaptive management, or just complacency on the role of the MTR, the above underscores a missed opportunity to get more out of the Project and to push it closer towards meeting its core objective.

3.2.2 Partnership arrangements

135. The Project has also worked closely with a large number of stakeholders throughout its implementation, especially during the conceptualization of the design and, more importantly, during its Inception Phase. During the latter, exhaustive consultations were undertaken with key organizations as to their interest in participating, ideas / priorities for inclusion and confirmation of their respective roles in the four rounds, albeit with the caveat that some would be marginally involved during implementation, if at all. Notwithstanding, it speaks to the broad-based consultation and work effort at the outset to achieve a shared vision.

- **Round 1 (February - March 2013):** consisted of a series of meetings with the States chosen for closer collaboration during project implementation namely Perak, Pahang and Johor.
- **Round 2 (March - April 2013):** consisted of a series of meetings with the Perak State Parks Corporation, Taman Negara, Johor National Parks Corporation. Meetings were also held with the DWNP Institute of Biodiversity (IBD) and the Regional Development Authorities (ECER and NCIA) as they had some ongoing studies with bearings on the target PAs under the PA project.

- **Round 3 (April - June 2013):** consisted of a series of meetings with the three PA agencies as well as with the target PAs (Royal Belum State Park, Taman Negara and Endau-Rompin National Park). These meetings focused on updating the Financial Sustainability Scorecard, Capacity Scorecard and the Management Effectiveness Tracking Tool (METT).
- **Round 4 (July - August 2013):** focused on consultations with federal agencies such as the Performance Management Delivery Unit under the Prime Minister's Department, KeTSA, MEA, and the Ministry of Finance.

136. Details of the above, as well as the number of participants during each consultation, are highlighted in **Annex 10**. During actual implementation, the active engagement of some partners decreased and transitioned to the partner model articulated in Section 2.5. The project has, for the most part, worked effectively with different partners to facilitate achievement of the project's objectives. During times of transition and turnover, there were instances of competing visions and strong personalities which created conflicts which needed to be smoothed over and resolved. These additional discussions often disrupted continuity and took away focus from the core objectives and outcomes but interviews with the PMU suggest generally positive inputs throughout.

137. On two occasions the project was brought back from the brink from bottlenecks in Perak and political events in Johor in what could have derailed the project and led to severely diminished scope. Perhaps, if there would have been more enabling conditions and a champion who shared a similar vision on the importance of well-funded PAs at these sites (as currently is the case), progress may have moved quicker. On both occasions, UNDP, together with the PMU, acted professionally and showed its mettle to do the right thing and stand its ground, which in hindsight proved strategic.

138. Much to the credit of the site coordinators and PMU for the Project's support model, the Project enjoyed good relationships with the partners at the field level. This included local communities, NGOs and CSOs, as well as local entrepreneurs, tour operators and the private sector. All the people involved at the level of field sites enjoyed good communications and partnerships with their respective coordinator; they had the freedom to plan and propose activities as per their own perception of priorities. TE team did note that at times this did border on dependence, as there is clearly a vacuum at both Royal-Belum State Park and Endau-Rompin National Park for the local teams to continue the work undertaken by the coordinators. Despite a handover of notes, a fulsome knowledge transfer was not undertaken as local teams are still in a transition phase trying to absorb the functions of the coordinator within their operations.

3.2.3 Feedback from M&E activities used in adaptive management

139. The monitoring of the project by the PMU staff (as described above in Section 3.1.8) and through the MTR provided the principal mechanisms for adaptive management opportunities.

140. At the field level, the partners were given sufficient autonomy that they could adapt their implementation as they saw fit. It is important to note here a disconnect between locally relevant activities proposed by the coordinators as part of work planning with local counterparts, and those which were formally adopted by the project. This was a persistent source of frustration as articulated in Section 3.2.6.

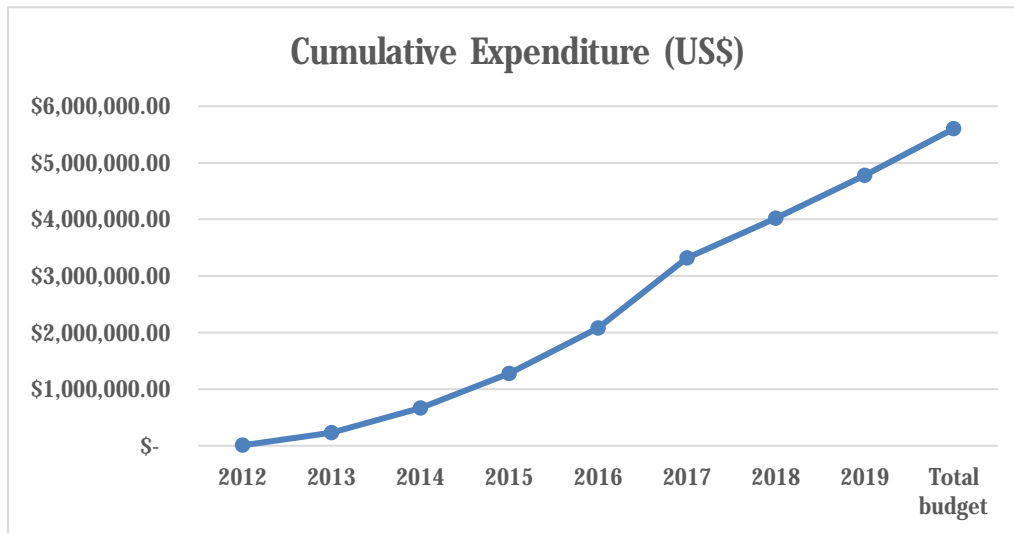
3.2.4 Project finance

141. As with all UNDP-GEF projects, the project produced annual workplans (AWPs) and budgets. Work plan activities were captured in the AWP that were submitted at the end of each calendar year (or in some cases at the beginning of it) and contained annual targets, outputs, activities, and corresponding budgets. The NSC reviewed, approved and endorsed the annual work plan and budget which were then subject to final approval by the UNDP-CO.
142. Various project reports were consulted in gathering and reconciling data on the financial management of the project. These included the ProDoc, combined delivery reports (2012-2019), annual work plans, annual progress reports, NSC reports and PIRs. The following four qualifications should be made here:
- In 2018, the UNDP-CO made changes to the way it accounted for expenditure in the CDRs, making it difficult for the TE team to disaggregate cumulative expenditure by Outcome across the entire project against the baseline budget;
 - Expenditure for 2020 could not be assessed during the TE engagement, although based on data provided by the designated UNDP programme associate, the proposed AWP budget was USD 221,986.31;
 - Based on the TE team's review of various documents and annual reports, it found a few minor discrepancies for the same data point across reports;
 - Data quality control can be improved upon to ensure consistency and traceability across various project artifacts.
143. The total project cost at CEO endorsement was USD19 million with GEF funding of USD5.6 million in 2012 and government contribution of USD13.3 million. Up to December 2019, the project expenditure was USD4,779,857.59, reflecting an 85% expenditure of the total GEF allocation. Table 9 and Figure 4 below highlight expenditure of the GEF allocation by year.
144. Generally, there has been a higher rate of fund utilization for Components 2 and 3 as opposed to Component 1. This is aligned to the TE team's observations of work undertaking on the ground. Overall, and given 85% of the total fund allocation has been spent, there are several large obligations outstanding under Component 1 for the pending TEEB and endorsement of the Sustainable Financing Frameworks that will need to be wound down if not brought to a successful closure by the project's financial closure in September 2020.

Table 9: Project expenditure by year

Reporting Period	2012	2013	2014	2015	2016	2017	2018	2019	Total budget
Cumulative Expenditure	\$ 7,705.83	\$ 231,967.09	\$ 665,429.04	\$ 1,274,625.34	\$ 2,082,183.97	\$ 3,320,357.17	\$ 4,017,839.30	\$ 4,779,857.59	\$ 5,600,000.00
Expenditure	\$ 7,705.83	\$ 224,261.26	\$ 433,461.95	\$ 609,196.30	\$ 807,558.63	\$ 1,238,173.20	\$ 697,482.13	\$ 762,018.29	
Budget		\$ 244,100.00	\$ 447,532.95	\$ 1,186,500.00	\$ 1,213,866.00	\$ 1,263,000.00	\$ 1,370,072.35	\$ 1,271,821.85	\$ 5,600,000.00
Cumulative Budget		\$ 244,100.00	\$ 691,632.95	\$ 1,878,132.95	\$ 3,091,998.95	\$ 4,354,998.95	\$ 5,725,071.30	\$ 6,996,893.15	

Figure 4: Aggregate project expenditure



145. In terms of co-finance, the estimated expenditure well-exceeded the amounts pledged at the beginning of the project (see Table 10 below for details). The co-financing amount reflects government contribution (both federal and state) through the activities of DWNP, JNPC and PSPC. It has exceeded the target of USD13.3 million. The TE team's analysis indicates that at MTR, pledged co-financing exceeded the baseline by 42% and by the time the TE was conducted stood at 98%.

146. The increase in co-financing can be attributed to the inclusion of PSPC in the co-financing budget as allocation from PSPC was not initially included at the outset at project design. In addition, the increase in co-financing amounts were also due to development budgets allocated to the three PAs. At the federal level, the government's in-kind contribution to the project, included (but was not limited to):

- The housing of the PMU within the Ministry that housed the DWNP and the government covering the costs of the office space, electricity, communications and utilities;
- The time of government officials and personnel from myriad ministries spent on project business, including attending meetings, seminars and workshops;
- A number of capacity building and training sessions supported by the project deemed so valuable that the government co-financed attendance by additional personnel.

147. During the mission, the TE team observed clear examples of the accumulative nature of contributions of State governments through in-kind support (absorbing travel costs to remote sites, accommodation in the parks, capital expenditures and betterment of park infrastructure and facility / conference services to name just a few, as well as the ubiquitous curry puff, a staple served at every meeting) and is testament to the strong support, particularly from the State governments, towards ensuring the success of the project.

Table 10: Co-financing at TE (all figures in USD)

Sources of Co-financing	Name of Co-financier	Type of Cofinancing	Investment Mobilized	Amount (\$)
Recipient Country Government	DWNP (grant and in-kind)	Grant	Investment mobilized	6,969,958
Recipient Country Government	JNPC (grant and in-kind)	Grant	Investment mobilized	6,200,419
Recipient Country Government	PSPC (grant and in-kind)	Grant	Investment mobilized	6,196,390
GEF Agency	UNDP	Other	Investment mobilized	no data
Total Co-financing				26,340,754

148. It is important to note that the project experienced considerable gains in foreign currency exchange due to a weakening Ringgit throughout the project. For most of its lifecycle, the exchange rate was around USD1 to RM4.2 but the current economic situation due to the COVID-19 pandemic has pushed the exchange rate to RM4.35 (see Figure 5 below).

149. While the project benefitted from a 36% increase in currency exchange, this did not necessarily translate into enhanced delivery or financial efficiencies due to some of the systemic issues and operational bottlenecks noted in this report. Notwithstanding, the project was able to support some additional infrastructure requests such as the installation of communication towers at Endau-Rompin and Taman Negara.

Figure 5: Historical Exchange Rate USD vs MYR

Source: XE Currency Charts

3.2.4.1 Monitoring and auditing

150. The following audits and financial monitoring have been undertaken:

- **May 2020 (ongoing):** A virtual audit of the UNDP-CO, including the PAF Project;
- **December 2019:** HACT spot check in December 2019 covering USD 137,458.68 of expenditure between the period of January 2018 to June 2019. This reported no issues of concern;
- **January 2016:** UNDP Micro Assessment Exercise and the Harmonized Approach to Cash Transfer (HACT) Assurance Activities. The findings of which indicated that the project management and finance staff at the IP were not familiar with standard UN financial management rules and financial reporting procedures and recommended training to ensure compliance with standard UN financial management rules and implementation;
- **December 2016:** Monitoring Stage Quality Assurance Report which resulted in an overall “highly satisfactory” rating of the project;
- **April 2015:** Audit by the National Audit Department of Malaysia which assessed the financial performance of the project and covered expenditure disbursements of the CDR and assessed various documents such as the Statement of Assets, Statement of Cash Positions and undertook an overall assessment of the operational and internal control systems.

3.2.5 Project level M&E systems

151. The project’s M&E framework is similar to the majority of all UNDP-GEF projects with USD 374,000 allocated for project monitoring in the Project Document. This was more than adequate a budget for this size of a project and to execute corresponding activities.
152. Similarly, the reporting structures were similar to all UNDP-GEF projects and this was carried out satisfactorily.
153. The GEF Tracking Tools, the Financial Sustainability Score Cards, Capacity Development Score Cards and the Management Effectiveness Tracking Tool were each completed four times during the project’s lifetime – in 2012, 2014, 2016 and 2018 (in addition to 2010, in order to establish a baseline value).

With respect to project level M&E systems, the TE notes the following observations:

- For the most part, there was a disconnect between the PIR and general reporting with actual progress on the ground. An example being the 2019 PIR which received an overall assessment of “very satisfactory” in spite of the challenges and shortcomings at the objective level and on national level activities at the end of the project;
- Reporting to the Steering Committee focused on deliverables that were achieved rather than those that were planned but not delivered during that reporting period. This prevented escalation and mitigation planning at the highest level of the project;
- While the GEF OFP was generally kept abreast of project activities and milestones, this communication can be characterized as one-way with the UNDP-CO reporting regularly but little two-way exchange throughout the project. In July 2020, the project and UNDP-CO met with the GEF OFP (newly appointed) for the first time during the entire project.

There is confidence that the current GEF OFP is much more engaged and deeply committed to issues around PA financing and has already requested a policy paper be commissioned on how to institutionalize the products and services created by the Project going forward;

- Table 8 in the MTR recommends applying a “Theory of Change” approach. On a practical level however, the Project was largely guided by the Project Document and agreed SRF at Inception. In spite of efforts to propose amendments during execution, which were subsequently rejected by the NSC, it did not revisit the intervention logic and proposed Theory of Change post MTR, nor did it regularly monitor and revisit risks and mitigation strategies, especially environmental and social risks as identified through the UNDP Social and Environmental screening procedures.

Item	Rating	Comment
M&E		
M&E design at project start-up	S	The design of the M&E for the project and the inception phase was standard for all UNDP-GEF biodiversity projects.
Overall quality of M&E	S	M&E was tackled in intermittent bursts at key junctures of the project. The M&E led to some adaptive management of the project – with particular reference to the re-focusing of the project to the pilot/demonstration sites when the institutional changes were occurring at the central level as a result of electoral processes or, when there were opportunities to do so.
M&E plan implementation	S	The M&E plan was implemented satisfactorily with no shortcomings.

3.2.5.1 Tracking tools and scorecards

154. The attention dedicated to, and significance attributed to, the GEF Scorecards and Tracking Tool is unlike any other project the TE team has reviewed or managed.

155. Use of the Management Effectiveness Tracking Tool (METT) in particular, has exceeded all expectations. While GEF requires METT at project start, midterm, and conclusion, the PSPC, JNPC and DWNP adopted METT more frequently—every two years, bringing a total of four scorecards, instead of three as required for full scale GEF-financed projects. This has since been internalized by all stakeholders as part of standard operating procedure. Moreover, the PSPC has gone one step further to adopt a KPI software dashboard to capture key management metrics to inform decision making and operational investments. As recommended in the NFPA, it is hoped that as other PAs are gazetted, they will follow suit in adopting the METT to establish comparable parameters on which to base performance-based allocations of financing.

156. Table 11 and Figures 6 and 7 illustrate the progress made on management effectiveness at all three sites also showing - with few anomalies - a consistent upward trend and trajectory.

Table 11: METT scores at the three project sites

METT Scores		2010	2012	2014	2016	2018	Target
Taman Negara / DWNP	DWNP	73%	57%	75%	75%	76%	82%
Endau Rompin State Park / Johor National Parks Corporation	JNPC	57%	54%	60%	68%	69%	68%
Royal Belum State Park / Perak State Parks Corporation	PSPC	52%	54%	67%	68%	73%	65%

Figure 6: METT scores bar chart

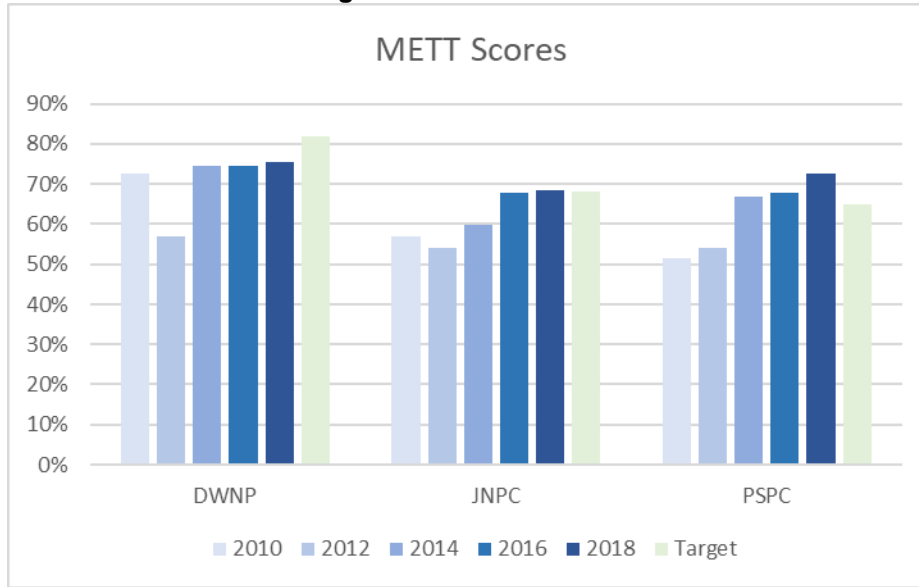
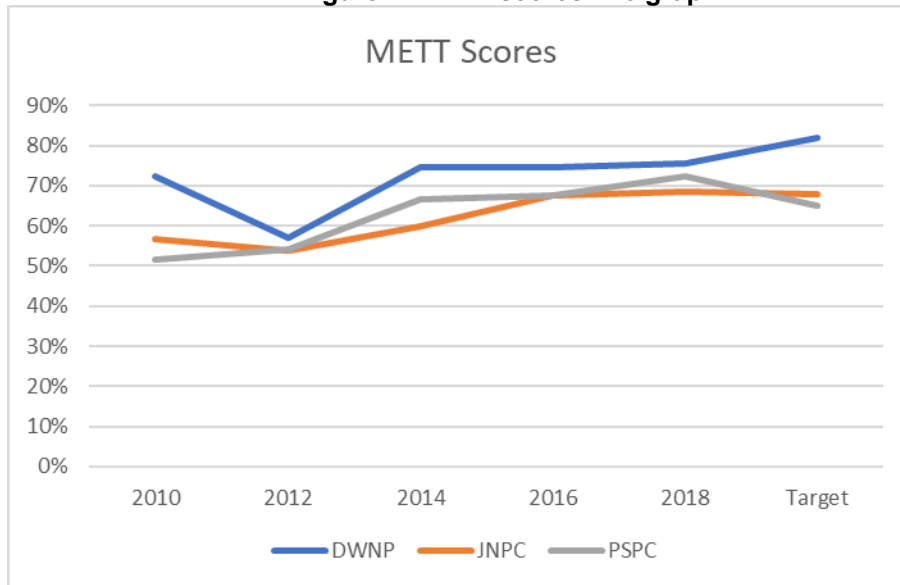


Figure 7: METT scores line graph



157. Financial sustainability scorecard ratings have also trended upwards for DWNP and PSPC, with the latter having achieved the end-of-project target (see Table 12 and Figures 8 and 9).

Table 12: Financial sustainability scores at the three project sites

Financial Sustainability Score		2010	2012	2014	2016	2018	Target
Taman Negara / DWNP	DWNP	50%	41%	56%	49%	52%	60%
Endau Rompin State Park / Johor National Parks Corporation	JNPC	44%	41%	40%	37%	34%	55%
Royal Belum State Park / Perak State Parks Corporation	PSPC	40%	29%	43%	47%	51%	50%

Figure 8: Financial sustainability scores bar chart

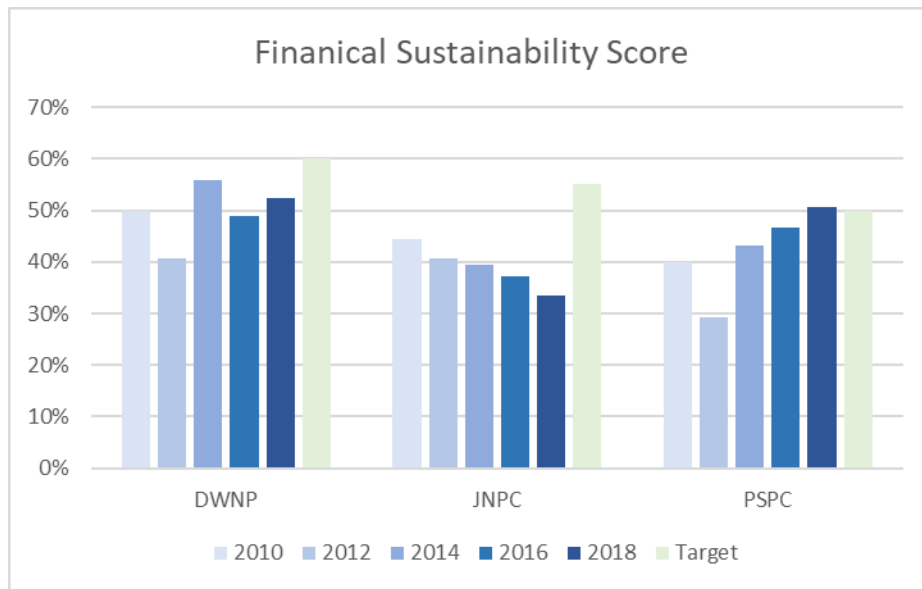
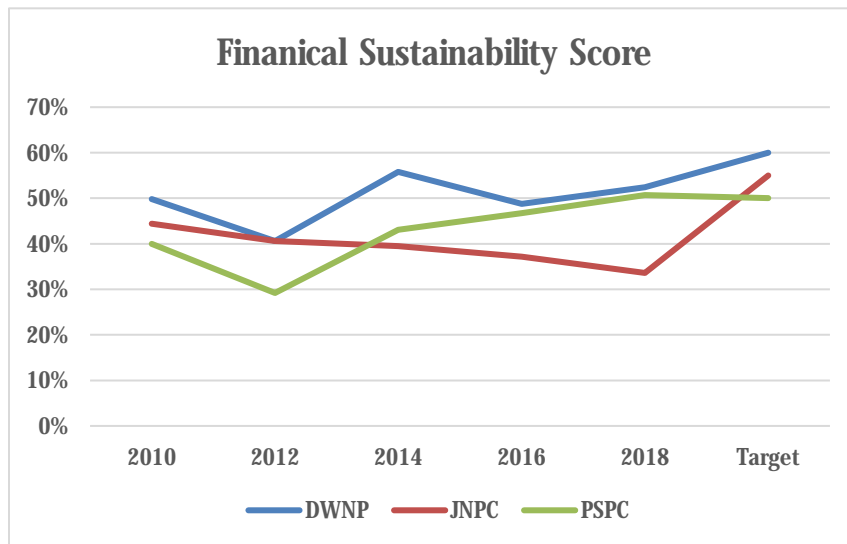


Figure 9: Financial sustainability scores line graph



158. Not surprisingly, capacity either met or exceeded targets across the board (see Table 13 and Figures 10 and 11). Improvements in scores are a result of heavy investments in supporting many capacity building initiatives, including *inter alia*: development of training materials, train the trainers, equipping GIS, computer lab at the IBD, training lab at IBD, SMART patrol, sending personnel from the three PA focal sites for training locally and internationally, and exchange visits for the *Orang Asli* communities, to name a few.

Table 13: Capacity Development Scores at the Three Project Sites

Capacity Development Score		2010	2012	2014	2016	2018	Target
Taman Negara / DWNP	DWNP	61%	58%	64%	66%	73%	70%
Endau Rompin State Park / Johor National Parks Corporation	JNPC	61%	58%	64%	65%	69%	70%
Royal Belum State Park / Perak State Parks Corporation	PSPC	45%	49%	55%	66%	67%	55%

Figure 10: Capacity scores bar chart

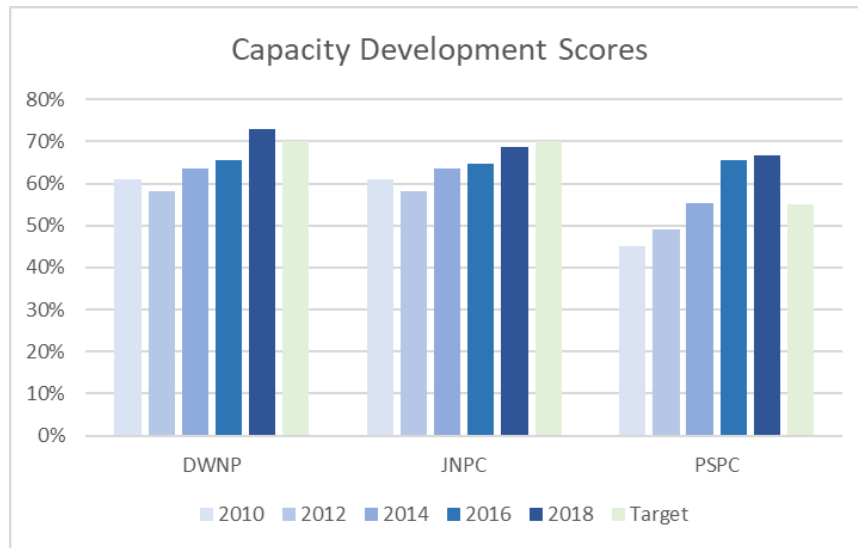
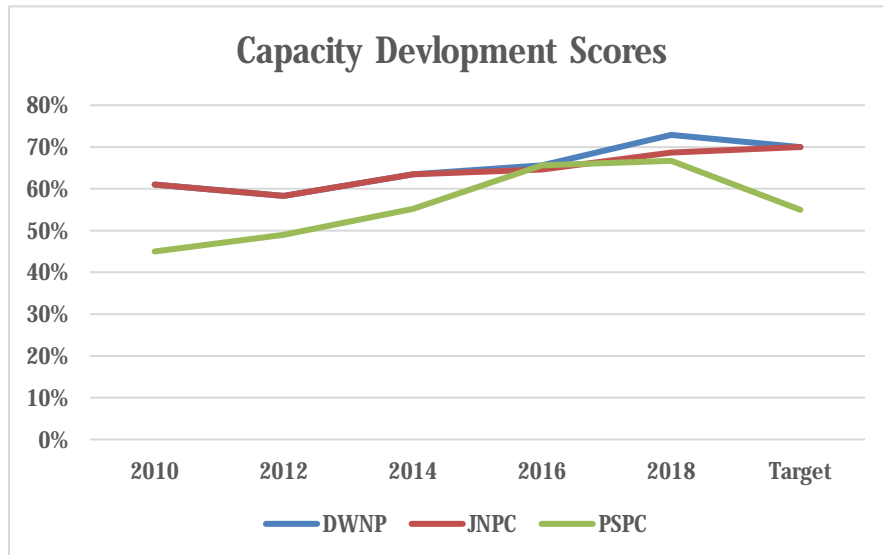


Figure 11: Capacity scores line graph



3.2.5.2 Reporting

159. The Project produced a dependable log of its activities, progress and achievements through PIRs, AWP, APRs and NSC reports, coupled with periodic site visits and follow-up mission reports.
160. The NSC was the primary reporting vehicle - meeting semi-annually - which leveraged both APRs and PIRs to compile a designated NSC report for its meetings. NSC meetings were intended to be a mechanism for performance improvement, accountability and learning to ensure management issues were picked up in time for possible adaptive management actions to be taken. However, the TE team observed this governance body, to the extent necessary, did not respond by removing barriers, make timely decisions nor fast track progress on outcomes that were lagging. On closer examination, the TE noted the NSC acted more as conduit for reporting than a traditional steering group. This is apparent in the recurring themes and references to the TEEB study and NCTF in almost every NSC report. A major gap to its effectiveness was perhaps reporting largely focused on what had been achieved and not necessarily what was planned, but not achieved.
161. Generally, the reporting and work planning procedures have been consistent with UNDP implementation guidelines, however, the PMU struggled as a result of turnover and bandwidth issues, to keep reporting requirements up to date since the MTR. Project documentation quality control and assurance could also be improved upon to ensure consistency and traceability across various project artifacts. To support this, the PMU should also receive final versions and have access to PIRs signed off by the UNDP-CO and RTA with comments.

3.2.6 UNDP and Implementing Partner implementation, execution, coordination and operational issues

162. The principal issue to report is the profound institutional change that happened over the project's lifetime and which proved to be an impediment to project implementation, operations and, in some respects, to project success. The Project could simply not have planned for the upheaval and disruption in continuity from two changes in governments, a once-in-a-generation global pandemic, frequent turnover resulting in the need to reset relationships and, low risk events that materialized making it ever more challenging to complete final activities.
163. The project responded to these in a practical and pragmatic way – by shifting the focus to the field sites in which there was (slightly) more constancy; it zigged while others zagged. Responding to these challenges the PMU simply took it on the chin and came fighting back harder.
164. UNDP provided the necessary level of backstopping and supervision. Stronger focus on administrative matters made earlier in the Project, or perhaps adopting the role of a neutral arbiter with respect to discussions on the transformation of the NCTF, could likely have eased some of the procurement bottlenecks and periods of impasse, respectively. The UNDP-CO was welcoming to the PMU, inviting them to participate, following the MTR, in all staff meetings to enhance communication and, although the PMU and UNDP-CO did not always see eye to eye on the best way forward, there was a good, professional cohesion between members.
165. While there were frustrations by government partners with some of the administrative bottlenecks and decision-making apparatus at the UNDP-CO, relationships were strong and

mutually constitutive. The trusted relationship between UNDP and government partners and stakeholders was especially evident in efforts following the MTR to harness some of the traction at the State level to nurture successes and leverage the Project's strength and resilience to begin replicating its successes in other forest reserves and in one case, initiate closer transboundary cooperation. At times however, this trust did border on dependence and went beyond the nature of expectations for NIM.

166. One cannot talk about operations without mentioning the essential role of the PMU and its ability to navigate the Project landscape and complex stakeholder relationships to deliver results on many fronts. Given the systemic challenges and uniqueness of PA management in Malaysia, perhaps, it was given a tall order from the outset.
167. Both the Project Manager and Project Executive were extremely experienced and technical management has been of the highest order, in spite of clear bandwidth issues following the MTR. The Project Manager appears to have done an outstanding job in escalating issues and delays to both the UNDP and Implementing Partner counterparts (both in its reporting and paper trails through email). Towards the end of the Project there was a sense of exasperation that the urgency of escalations and repetitive reminders were falling on deaf ears. It was indeed strategic to have a Project Manager who hailed from the public service themselves, with established connections with key ministries and relationships already in place. However, this at times proved to be a drawback as escalations needed to be moderated to not ruffle any feathers. Certainly, a more independent incumbent, or perhaps a stronger personality, could have helped act as a counterweight to the Project.
168. From a contracting perspective, a few words need to be said about the procurement process which was a significant issue for the project and a bottleneck to the realization of several key activities. The procurement issues that plagued the TEEB study and Sustainable Financing Plans were nothing short of disastrous, requiring three different postings and nearly two years before a viable vendor was ultimately selected to commence the work, which was further derailed by the Covid-19 pandemic.
169. Investigation into root causes for the delays point to a number of technicalities which were detrimental to the completion of the process and inflexibility around the understanding / interpretation of procurement rules. It was only after the third posting where procurement documentation was prepared consultatively by Program Officer and procurement officer in concert with the advice from Regional Procurement Officer, that the process managed to avoid a repeat of previous issues. The irony is that the TEEB study was by no means not the only high-value contract issued during the project's lifespan, with the tender for the management and business plans being nearly three times the value.
170. Generally, in GEF projects procurement is still best undertaken by UNDP as government regulations can be, and have a reputation for, being onerous. Recognizing this, the DWNP, with the consent of the Ministry and EPU, was clear from the outset that GEF funds should not be transferred into the DWNP Trust Fund as the governance of this trust fund is very stringent and needs to convene a committee chaired by the Secretary General of Ministry, and decided that UNDP procurement modalities was preferred. This underscores the need to have a pre-inception phase within GEF projects to align on roles and responsibilities, accountabilities, and admin procedures, but perhaps most importantly, training and shared understanding of procurement rules and Service Level Agreements.

171. At its peak, the PMU's operating model was robust and had the correct skill sets with coordinators in Johor and Perak being the eyes and ears on the ground for the Project. Through an annual planning exercise, the coordinators would bring forward a list of priorities based on exhaustive consultations with local partners. One of the recurring pain points and cause for frustration in the Project was the process of how these local priorities were adopted as part of the AWP. There were significant issues over what some have described as excessive gatekeeping on what was eventually adopted as part of the annual workplan vis-à-vis the priorities identified through partner consultation. The different understandings, expectations, management styles, and a pervasive "know your place" hierarchical institutional culture, coupled with high levels of turnover, generated a volatile cocktail that could have derailed the Project if not for the commitment and passion of all those involved.
172. The above speaks to the recurring theme of "empowerment" and need to break down institutional barriers as being essential to complex multi-stakeholder projects. This is also the cornerstone of the UN Secretary General's development system reform agenda as noted by General Assembly Resolution [A/RES/72/279](#).³² The end-to-end Project management chain suffered from excessively convoluted and rigid management chains and reluctance to delegate to competent resources, which made transparent communication and coordination difficult even when all parties were acting professionally and with good faith. One of the lessons that can be drawn from the Project is the need for transparency and empowerment; this is especially true in large-scale projects like this one.

3.3 Project Results

3.3.1 Overall results

173. The PAF Project has been a foundational initiative for Malaysia. Despite the challenging period over which it was implemented, as well as a number of other unfortunate setbacks and missed opportunities, the project was relatively successful in realizing its core objective and three associated outcomes. Progress toward results has not been uniformly achieved across the core project Objective and the Outcomes, but there are many achievements and bright spots to be very proud of.
174. Promisingly, the Project was able to: shift mindsets on the benefits of a well-funded PA network anchored by a comprehensive management and business planning regime; achieve broad recognition that chronic underfunding jeopardizes the ability of protected areas to safeguard biodiversity, and; highlight the benefits that intact nature provides to society.
175. The Project made gains particularly at the level of the protected areas themselves and, to a lesser extent, the sub-national level. At a federal level, achievements were less significant, but the institutional context and systemic complexities made this persistently challenging. Taken together, the PAF Project was a successful initiative with moderate shortcomings in achieving its core objective of a sustainable performance-based financing system.
176. In terms of its legacy, there are four foundational pillars the PAF Project was instrumental in establishing:

³² <https://reform.un.org/content/un-development-system-reform-101>

- The NFPA is the main output establishing a standardized framework and associated taxonomy that outlines a chronology of PA advancement and associated challenges. It outlines the operating model to carry on suggested strategic activities in support of PAs and the maintenance of the PA Master List. The PAF Project, through its design to have a three-pronged institutional scope (national, sub-national and site level), introduced an informal platform for SMEs and domain management for communication and cross/pollination through which individuals across Malaysia can ask their questions, pose their challenges, and share their knowledge and experience. It will be important going forward to promote these established forums through holding annual conferences and symposia, as well as funding the domain resources to contribute, participate and promote conservation. The IBD can be an enabler in this context.
- The first iteration of the PA Master List (which was last updated in 2017) is an important legacy which Malaysia can build upon and should serve as the country's main repository to monitor and enhance its footprint of PAs. One of the critical success factors towards development and publication of this artifact has been addressing the uniqueness of the classification criteria and motivation for each of the states, whilst working in concert with all the stakeholders across Peninsula Malaysia, Sabah and Sarawak to develop a framework that all can leverage and continue in supporting and adjusting based on future needs and lessons learned. It is critical to have an established ownership within KeTSA, not only to leverage the NFPA towards establishing the PA Master List as the central source for PAs related to data across Malaysia, but also to ensure the required supporting capacity for maintenance and improvements are articulated and accounted for in the 12th Malaysia plan, towards its long term sustainability.
- One of the main pillars built for a major transformational initiative is the education and training framework, and a supporting organization that can sustain the program's output and target state. Lifting IBD as a "Centre of Excellence", by means of funding, project management, and providing the required SME, has been one of PAF Project's main achievements. As an entity, the IBD has the potential to become a world class institute that Malaysia can be proud of. Moreover, through raising the knowledge and credentials of the domain resources (rangers, wildlife/conservation managers and resources, etc.), an intellectual, responsible and caring human platform is being built above which the cause for biodiversity can elevate significantly. Continuity is a critical success factor which needs to be addressed through systematic succession planning for the senior management team based on the practice of reassigning top management to other roles after 2-3 years.
- The importance of the legal reviews undertaken by the Project, but more specifically, the approval and implementation of an updated legal enactment for Perak State Park Corporation (PSPC), in consultation with the UNDP-CO and cadre of CSOs and NGOs, should not be underestimated and is a significant accomplishment under the PAF Project that will enable PSPC to better achieve its mandate reflected in its newly published management and business plans enabled through a policy framework supported across Perak's state agencies and KeTSA. Through a mixture of foresight and good timing, the Project provided the required legal expertise and resources to position PSPC as the entity for other states to emulate the leadership of Shah Redza Hussein. Going forward, it will be critical to support the activities outlined by Shah Redza for succession planning to ensure long term sustainability. The updated enactment has already justified an ongoing internal restructuring towards staff augmentation and capability enhancements. From a replicability perspective, PSPC is already turning its attention to improving the

management of the wider transboundary forest area, which covers Royal Belum State Park and Hala Bala Wildlife Sanctuary, Bang Lang National Park, and Halasah Non-Hunting Area in Southern Thailand³³. The experience gained through the drafting process of the enactment, with the inclusion of new legal provisions aligned with international best practices, have created a model which, through close engagement and technical exchange with UNDP's Environmental Legal Specialist³⁴ and UNDP-COs convening power can be applied elsewhere. There is tremendous replicability potential in the legal analysis work which was a welcome high-value addition to the project scope and should be encouraged to continue post-project.

3.3.1.1 Project Objective

177. While the Project did establish a foundation for a performance-based financing structure through a National Conservation Trust Fund and also incentivized State governments through an Ecological Fiscal Transfer scheme to intensify efforts on protecting, and expanding, existing natural forest reserves and protected areas, both vehicles fell short of expectations, with the former not achieving the vision articulated in the Project Document. As one senior bureaucrat from the Ministry of Energy and Natural Resources summarised it:

“The Project has helped us recognize the importance of economic instruments to incentivize States to undertake biodiversity conservation, and the Ministry has proposed that EFT implementation to be strengthened in future, including through the establishment of quality indicators and through a Measurement, Reporting and Verification (MRV) mechanism.”

178. Due to the unavailability of data for 2019 and 2020, the TE team undertook its analysis on the first objective level indicator based on the operational and development budget for the three PA agencies up to 2018 only. Also, while the indicator was in USD, the data collected and reported on in the PIR was in MYR. While figure 12 shows a general increase in operating budget from the baseline, Figure 13 is reflective of development budgets picked erratically due to the recognition of point-in-time infrastructure/capital projects.

³³ [The transboundary collaboration between Malaysia and Thailand and efforts to manage this area as one contiguous forest will enhance the conservation of iconic species like tigers, hornbills, elephants, gaur, tapirs, and gibbons, which depend on forest habitats on both sides of the border for their long-term survival. It will also make inroad into illegal activities since poachers, illegal loggers, and forest product collectors move back and forth across the border. Joint action will also make law enforcement more effective.](#)

³⁴ To support the process, the Project utilised the services of the Environmental Legal Advisor appointed by the UNDP-CO for the drafting of an updated legal enactment for PSPC which in fact saved time in securing the required expertise. The services provided by the Advisor was able to promote advocacy and understanding of the entire PA framework on governance and financing.

Figure 12: Operating Budget (DWNP, JNPC and PSPC)

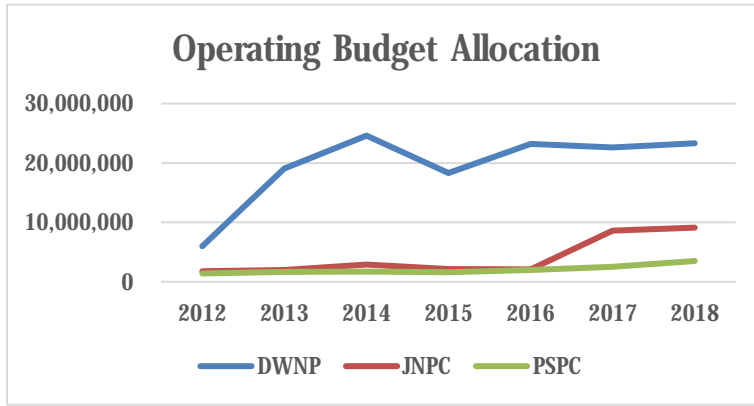
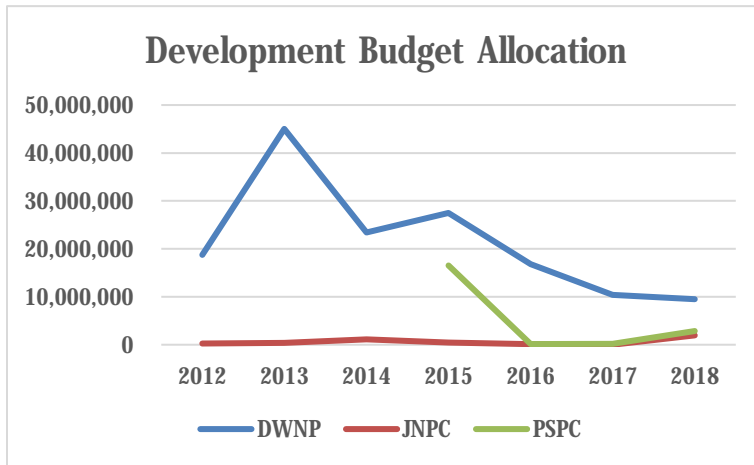
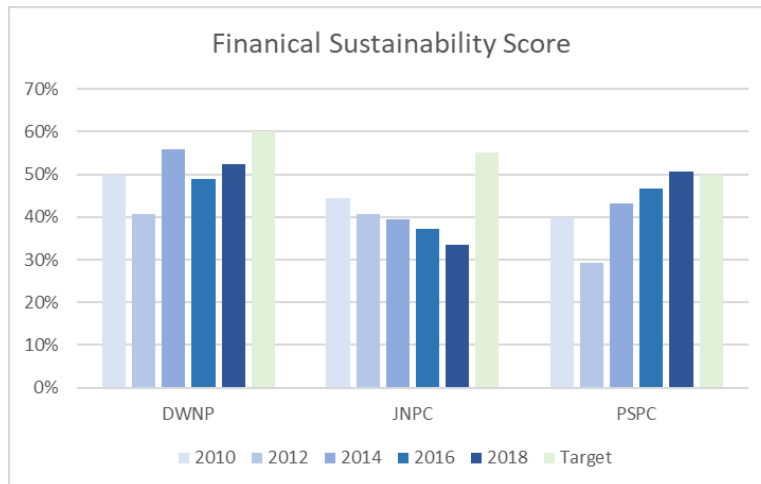


Figure 13: Development Budget (DWNP, JNPC and PSPC)



179. As per Figure 14 below, the financial sustainability scorecard ratings showed an upward trajectory for DWNP and PSPC, with only the latter exceeding the end of project target.

Figure 14: Financial Sustainability Scores (DWNP, JNPC and PSPC)



180. As can be observed in the trends of the objective level indicators, protected area budgets are still highly dependent on, sometimes volatile, public sector funding. Having said that, for 2018, the three target protected area networks registered an approximate increase of about 17% compared to the base year in their overall operating budget allocation. While falling short against the end-of-project target suggests that the Project is moving the needle in the right direction, more needs to be done.
181. Shortcomings on progress in establishing a performance-based system, envisioned in the Project Document, can be attributed to a “business-as-usual” operating environment without the required institutional changes, enabling environment, and champions needed to make significant strides forward in terms of sustainable finance.
182. Outcome Based Budgeting (OBB), introduced in 2010 by the Ministry of Finance, can still be a model for performance-based financing, especially in the context of recently approved or drafted management, business and sustainable financing plans. However, this will require a concerted effort post-project and significant ownership and accountability on the part of KeTSA and the DWNP to identify and communicate objectives for the 12th Malaysia Plan.

3.3.1.2 Outcome 1

183. Outcome 1 was intended to develop systemic and institutional capacities to manage and financially support a national PA system through work on four indicators.
184. Exemplary work was undertaken in response to the first indicator to finalize the PA Master List and adopt a National Framework for Protected Areas (NFPA), with considerable and detail-oriented effort on: identifying priority gaps, setting / adopting common PA standards, articulating key NFPA strategic actions and stakeholders, establishing coordination mechanisms for NFPA implementation and, updating the PA Master List going forward. The NFPA was updated in December 2019 with reference to PA coverage in the country and usage of standardized PA categories.
185. The National PA Framework process created a platform for PA agencies from different states to converge to develop consensus towards a national PA framework. This achievement should not be trivialized as it created both formal and informal communication channels and opportunities for closer engagement, trust and future collaboration. The project has met its objectives in terms of Indicator 1.
186. Part of Indicator 2 was achieved by dovetailing on other institutions’ efforts to develop an integrated PA information system in response to CBD Decision X/15. The TE team was able to query data on the three project sites. Furthermore, GIS mapping of the PAs in the country has been completed and published in 2019 together as part of the PA Master List. An initial attempt was made to migrate the data from the PA Master List to MyBis. The PA Master List was also consulted to determine PA coverage to allocate MYR 60 million to strengthen the management of PAs at the State level. Going forward, closer alignment and a more comprehensive data coverage will be required to augment the information users can query today.
187. The sustainability of both the PA Master List and ensuring that corresponding data is made available through MyBis is critical to support knowledge management, sound decision making and ensuring a single source of truth. Given information systems were transferred between

FRIM to the now defunct National Biodiversity Centre (NBC), and then back to FRIM during the life of the Project, its sustainability and proper maintenance is cause for concern.

188. With respect to the second part of Indicator 2, the TE team did not see evidence of a performance monitoring system or framework at the federal level although the PSPC is in the process of adopting KPI software to underpin management decisions and investments.

189. There is a dependency between a performance monitoring system and the third Indicator in Outcome 1 calling for a financial incentive system, based primarily on performance indices, that are established and operational. While the National Conservation Trust Fund has been identified in the MTR as a starting point for integrating the performance-based financing system, the NCTF itself has been marred by false starts and high expectations. In its current form the NCTF is unable to support the system mainly due to the lack of sustainable source of funds and limited capacity. The following is a chronology of activities on this front supported by the Project since the MTR:

- A consultant was appointed in December 2017 with a formal kick-off held in January 2018 with KeTSA, MEA and MoF at the table, to elaborate on a Strategic Planning and Resource Mobilization Strategy for the NCTF;
- Two reports were delivered under the consultancy:
 - I. A review of the current organizational structure and analysis of strengths and weaknesses of the system; and
 - II. A suite of scenarios/options for consideration to strengthen the NCTF;
- On 17th Oct 2018, KeTSA agreed that the current NCTF would need to be revamped to ensure fulfilment of its purpose, efficiency, and long-term sustainability;
- In November 2018, the consultant delivered a series of recommendations on how the existing NCTF could be re-structured with the following two viable options:
 - I. Option One: restructure and strengthen the Fund under the current legal framework (Section 10, Treasury Regulations 1957);
 - II. Option Two: establish a new and independent structure requiring parliamentary approval;
- In April 2019, the consultant submitted a resource mobilization report.

190. Since the delivery of the resource mobilization strategy, further consultation has been brokered by the PMU to incentivize private sector participation on the NCTF Steering Committee and to encourage the adoption of performance-based parameters.

191. Target 17 of the NPBD includes the following indicators:

- **Key indicator 17.1:** By 2025, the amount of funds directly committed to biodiversity conservation from both government and non-government sources have increased significantly compared to the 2016 level.
- **Key indicator 17.2:** By 2020, the NCTF is able to disburse at least RM 2 million per year for biodiversity conservation.

- **Key indicator 17.3:** By 2018, two innovative financing mechanisms are in operation.
- **Key indicator 17.4:** By 2020, a transparent and results-based mechanism to provide incentives for states to implement environmental protection and biodiversity conservation programmes is operational.

192. To date the following ad hoc investments have been announced in the 2019 and 2020 budget speeches:

- 86 million MYR for preserving Malaysia’s pristine forests and natural biodiversity (Item 176, 2020 Budget Speech);
 - Within this allocation, 10 million MYR earmarked as a matching grant to support among others the Central Forest Spine and the Heart of Borneo initiatives (Item 176, 2020 Budget Speech);
- 20 million MYR to strengthen strategic enforcement to enhance protection of flora and fauna including to employ more forest rangers among retired soldiers and indigenous communities (Item 178, 2020 Budget Speech);
 - To catalyze, 5 million MYR from this allocation has been allocated to employ 200 retired soldiers and indigenous communities;
- 60 million MYR allocated to State Governments to intensify efforts on protecting and expanding existing natural forest reserves and protected areas (Item 198, 2019 Budget Speech);
- 10 million MYR initial replenishment to the National Conservation Trust Fund in the form of a matching grant (Item 176, 2020 Budget Speech).

193. Serious questions remain as to the sourcing for sustained, ongoing funding of the NCTF. Achieving the ambitious goals articulated in the NPBD will require redoubling of efforts and some creative out-of-the-box thinking. Given only 1 million MYR of the NCTF has been disbursed to date, there is urgency to restructure the NCTF by the end of the year so it is “fit-for-purpose” and able to disburse at least RM 2 million per year for biodiversity conservation. In the interest of sustainability, the TE team recommends the NCTF be restructured in a manner which encourages private sector involvement and investment.

194. The ability to create a designated budget line for PAs at the federal level has been hampered by a lack of progress on advancing core products such as the TEEB study and Sustainable Financing Framework. While the process is under way, even under a best-case-scenario, the project will have limited time to share the results with key government agencies and partners, limiting the level of impact this output can have.

195. Multiple avenues of action tried by the project, as well as adaptive management measures - including strengthening synergies with BIOFIN – have yet to take hold and will have to be accelerated post-project. It is recommended that the Project coordinate and perform a thorough knowledge transfer to the BIOFIN project and encourage this initiative to develop a set of Project Proposals Review and Assessment Criteria and Indices that can be used by the relevant agencies for inclusion in the Twelfth Malaysia Plan.

3.3.1.1 Outcome 2

196. Outcome 2 aims at building technical and institutional capacity to manage sub-national PA networks including capacity for effective financial management.

197. A key impetus for the project articulated in Section 2.2.2 above, was a finding that Malaysia was below the regional staffing benchmark of 196 staff per 1,000 km² of PAs. The MTR in 2017 found that, based on a gap analysis, results indicate DWNP and PSPC exceeded the targeted 25% average decrease in financing gap in 2014 (see Figure 15). The TE concurs with the assessment and finds that the indicator has been met based on the following additional observations:

- Since the MTR, all three implementing Partners (DWNP; JNPC; PSPC) registered marginal increase in their operational budget allocation in 2018;
- When endorsed by the respective park agencies, management, business plans and sustainable financing frameworks are expected to provide guidance on how PA agencies can improve their financial planning tools and address financing gaps for Taman Negara, Royal Belum and Endau-Rompin;
- Investment noted in the 2019 and 2020 budget speeches (notably 5 million MYR from a 20 million MYR allocation for enforcement has been allocated to employ 200 retired soldiers and indigenous communities) will add to operating positions and staffing needs of the park agencies;
- For DWNP, the 2018 development budget was MYR 9.5 million and will be supplemented by: donor funding MYR 0.24 million; MBEON programme: MYR 0.69 million, and; Biodiversity Trust Acc: MYR 1.0 million. For Taman Negara: permit/fee and activities collection amounted to MYR 0.67 million; and concession payment MYR 0.2 million; however, this amount is shared between State and Federal coffers; and not necessarily ear-marked for re-investment into Taman Negara;
- For JNPC, the 2018 development budget stands at MYR 1.95 million and will be supplemented by a research grant of MYR 0.71 million; donors: MYR 0.64 million, and; permits/fees and activities charges: MYR 1.86 million.
- PSPC received about MYR 2.83 million in 2018 for development budget. From permit/fee collection: MYR 0.59 million. It is also undergoing a restructuring to increase its staff in alignment with the management plan.

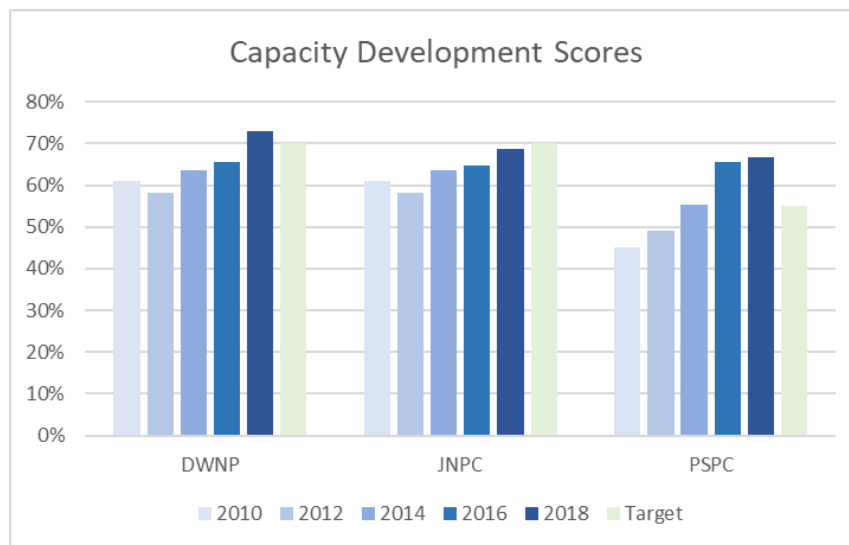
Figure 15: Financing Gap



Source: MTR Figure 5

198. A critical barometer for Outcome 2 is an increase in overall capacity at the sub-national level, per improved capacity scores. Capacity building (both institutional and professional) has been the Project's main strength and, over its lifecycle, all three agencies registered marked improvements in performance with respect to capacity development and knowledge building (see Figure 16).

Figure 16: Capacity Development Scores



199. Improvements are largely due to the concerted interventions made by the Project providing various training opportunities to meet the general and specific needs of PA agencies, including the states of Sabah and Sarawak, including:

- Specialized 6 weeks training course on “Effective Protected Area Management (EPAM)” involving participants from PA agencies; forestry department and other agencies. This programme has been institutionalized and is being delivered by the IBD;

- Financial support for 22 participants to attend a 3 months training at the Wildlife Institute of India in Wildlife Management;
- Training course on Developing Management Plans for protected areas specific to agencies in Sarawak;
- Participation in Korea National Parks Friendship Programme for 2 participants;
- Exchange visits by the *Orang Asli* community to Sabah to be sensitized to community management and income generating opportunities;
- Equipping the IBD with a dedicated training lab and outfitting it with computer terminals;
- The joint training of Part 2 ArcGIS with hands-on practical for rangers of PSPC, JNPC and Perak DWNP was held from 28th Oct to 1st Nov 2018 at Petaling Jaya. This training marked the completion of the training syllabus for conservation planning in protected areas. Also, a joint training session on the application of standard modules for communication via walky-talky was held from 28th to 30th April at ENJNP Selai, Johor for rangers of JNPC, PSPC, Johor DWNP, Johor Forestry, and Wildlife Conservation Society;
- The Project's inputs and investments in Royal Belum State Park have particularly borne fruit as, for the first time a state park corporation has developed its own detailed SOPs pertaining to arresting, preservation of evidence and crime scene integrity, investigation and prosecution of those arrested for committing wildlife crimes within PSPC. It is recommended PSPC build on these successes with further training from the Police, DWNP and Forestry Departments to carry out further onsite training especially in arresting those encroaching into park boundaries and for poaching offences;
- Meanwhile, planning is underway for a joint training session on basic wilderness first-aid at Royal Belum State Park after Hari Raya Puasa but more likely to be held in July 2020 depending on the availability of the trainer. The targeted participants would include rangers from PSPC, JNPC, Taman Negara and possibly also members of Persatuan Pemandu Pelancong Tasik Temenggor.

200. The above investments are enablers to transition PA sub-national networks into more mature organizations. In addition, training attempted to reach all parts of society at both formal and informal levels, and there is no doubt that an overall enhanced awareness of the unique needs of PAs and a deeper appreciation of the benefits of business planning has been achieved. A notable success of the project - and perhaps its most important legacy - was the transformation of the Institute of Biodiversity (IBD) into a "Centre of Excellence" and the strengthening of its ability to deliver high-quality courses such as the EPAM module. Efforts are under way for the IBD to award certificates recognised by the Sijil Kemahiran Malaysia (Department of Skills Development) and has also partnered with a local technical university (UiTM) to make its offerings available as part of the academic institution's standard curriculum and will be offered as the Executive Protected Area Diploma Program.

It is evident that top management within the DWNP are committed to a transformative agenda. Efforts are underway to train a pool of trainers and to build capacity through extensive

consultation with Wildlife Institute of India (WII) and also with the Smithsonian Institute to improve the centre's offerings

The PA level networking, through yearly PA Manager conferences and World Rangers Day, brought together diverse PA managers and rangers which was pioneering even within Malaysia. It enabled the field officers to share their experiences and continue their networking.

201. The IBD is currently developing a new course module that specializes in Effective Wildlife Management (EWIM) and Enforcement - Law Enforcement (ELEM). These are also among the Components to be established under the IBD Transformation Program.
202. While not in the original design, in December 2018, UNDP engaged a legal expert to assist the PA agencies in conducting a legal gap analysis with the aim of overhauling the three State parks' respective Enactments. The benefits from the legal assessments and gap analyses proved to be a welcome surprise and highly complementary to the Project. In addition to spin-off benefits, it allowed the Project to learn valuable lessons from the perspective of tailoring enactments to the nuances of each PA agency, governance aspects, need for broader institutional reform and the level of consultation needed to undertake this work effectively for benefits to be derived from them. Given the project will close operationally in June 2020, any follow-up or continuation of legal activities will have to be picked up by other projects within UNDP-CO or parallel initiatives within the partner agencies.
203. An important development during the project's lifetime - although not explicitly tied to direct Project support - was the creation of a designated PA management post within the Ministry of Energy and Natural Resources.
204. From a sustainability and replicability perspective the efforts to train the three park agencies on management and business planning will hopefully pay dividends on adjacent PAs although barring some transboundary cooperation between Royal-Belum and park authorities in Thailand, there is currently no evidence of this cross-pollination at a meaningful scale.

3.3.1.2 Outcome 3

205. Indicator 1 under Outcome 3 was rated as partially achieved since important steps still need to be taken at project closure, especially with the business plans, to implement and institutionalise the recommendations therein.
206. The Project did a commendable job at the site level, especially in communicating and delivering training on the key concepts of PA management which created the opportunity to embed the Management Effectiveness Tracking Tool as a performance-based tool at all three Project sites as part of ongoing operations. At Royal-Belum, a KPI monitoring system is being established to help direct management operations, inform decision-making and investment. Figures 17, 18 and 19 show the scorecard and tracking tool results at each of the three sites.

Figure 17: Results of Scorecard and Tracking Tools – DWNP

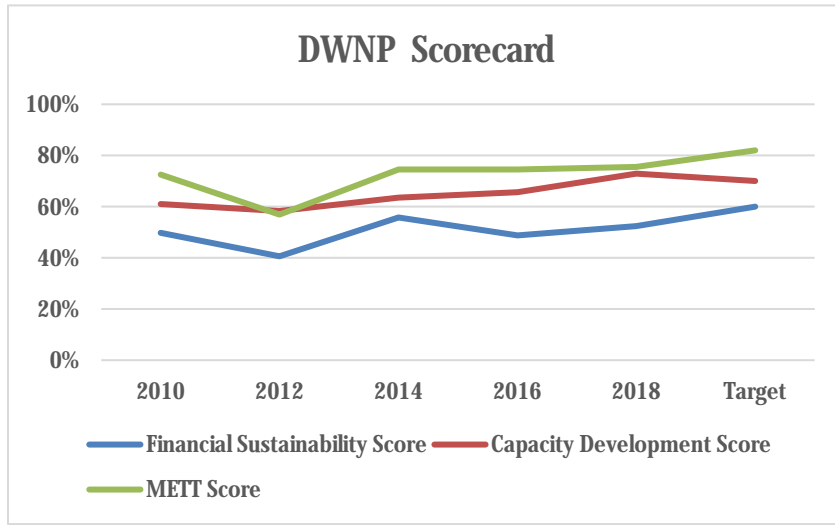


Figure 18: Results of Scorecard and Tracking Tools – JNPC

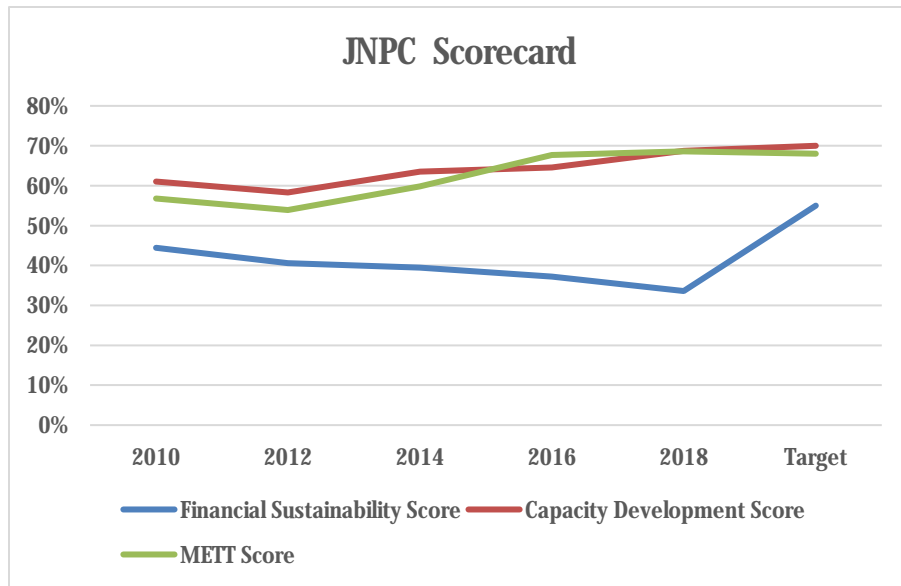
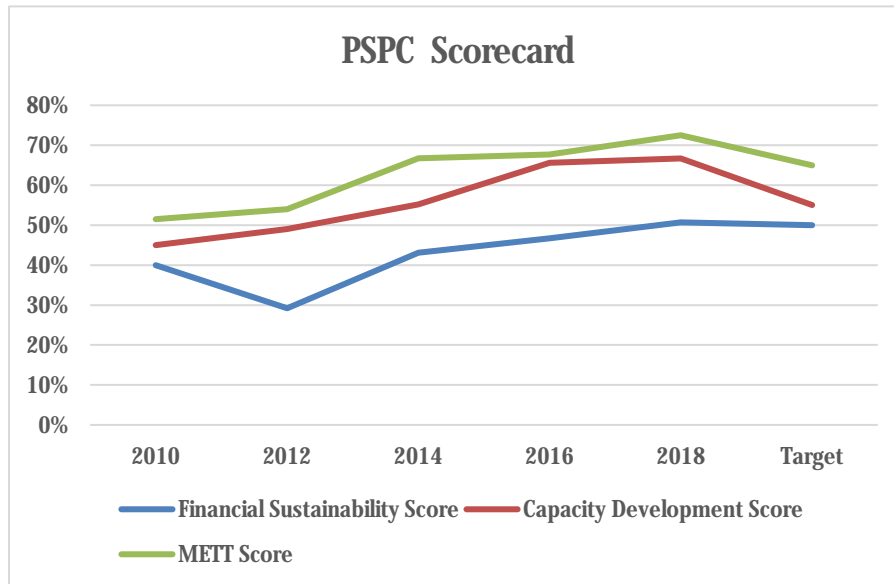


Figure 19: Results of Scorecard and Tracking Tools – PSPC



207. Where possible, inclusion of local community representation and gender considerations was undertaken at the site level. This is perhaps most evident at Endau-Rompin and at Royal-Belum where the vision is to eventually transfer management of the Park to the local *Orang Asli*. The following is a summary of concerted efforts on local community engagement and gender:

- Community Engagement, Johor and Endau-Rompin:
 - JNPC has successfully carried out several sessions of engagement with local communications around ERNP. Community engagement activities have been held in collaboration and coordination with PA Financing, IC-CFS and DWNP; summarized as follows:
 - The Nature Guide Training was held from 5 – 22 Sept 2017, in which 35 participants passed the exam and qualified for the nature guide license issued by the Ministry of Tourism and Culture (MOTAC). The application for the license with complete documentation was submitted to MOTAC in February 2018 and a nature guide license was issued by MOTAC in April 2018.
 - In 2019, a Certificate of Tourism Related Education Course was held from 29th – 20th March to facilitate the renewal of the nature guide license of Orang Asli from Kg. Peta and Selai. The event was organized by Johor City and Nature Guide Association with support from JNPC.
 - Recce of Handicraft Development for Women Group of Kg. Peta was held from 19th – 20th Nov 2017, which aimed to assess the potential of handicraft development in Kg. Peta and the quality of handicrafts from artisan in Kg. Peta. Handicraft items that were commonly produced included basket, mats, key chains etc., and these items were mainly made of rattan, resam fern, pandan leaf, mengkuang leaf etc.
 - Technical Visit to Pulau Carey and the National Handicraft Day at Kuala Lumpur was held from 26th - 28th March 2018. The visit to Pulau Carey created a platform for experience sharing while allowing the Tompoq topoh group to promote community peer learning in handicraft development. The

- visit to NHD provided an opportunity for the woman group from Kg. Peta to observe that types and quality of crafts available in the market.
- Follow up from the Technical visit in March 2018, workshop on Handicraft Development Workshop for Women Group in Kg. Peta was held from 26th – 28th September 2018 in Kg. Peta. The workshop aimed to strengthen the dyeing skill and to enhance the quality of the handicrafts by Kg. Peta's artisan. Two trainers from Gerai Orang Asli and Tompoq Topoh Pulau Carey were engaged and a total of 10 artisans attended the dye workshop in Kg. Peta. It was observed that the variety and type of the handicraft design from artisans has increased compared to the first visit in Nov 2017. The active artisans continue to produce the handicrafts with a significant improvement on the workmanship and the choice of the color.
- Community Engagement, Perak and Royal-Belum:
 - In September 2018, the newly appointed General Manager of PSPC, En Mohammed Shah Redza Hussein initiated the “Tagal” system at Sungai Tiang in RBSP.
 - The tagal system is a sustainable community-based approach to manage the riverine fish. In this system, fishing in the river is regulated through zoning in which no fishing is allowed in a certain zone (red zone) whilst fishing in other zones is only during certain periods (green zone). The tagal system in RBSP is known as Akekchep in which fishing is allowed once in a year.
 - PSPC coordinated with UKM via Tenaga Nasional Berhad (TNB) to engage the local community in their study on Rafflesia and the development of a mini hydro project at Sungai Tiang.
 - With the support of TNB, a boardwalk made of metals was constructed towards the end of at Sg. Pos X-ray to prevent visitors from stepping on the Rafflesia buds and the hosting vines at this site. Unfortunately, part of boardwalk was damaged by a huge fallen log during a heavy storm in June 2018. The damaged portion was re-built in early 2019.
 - Also, working together with PSPC, TNB was piloting a new fish sanctuary at Sg Tiang in early 2018 by releasing some fish fries into Sungai Perak. The new fish sanctuary now seems to show good retention of the fish although further monitoring is still needed.
 - A medicinal plant trail is being built at one of the Orang Asli villages to augment income generated from visits from house boat tourists.
 - Community Engagement, Krau Wildlife Reserve:
 - A dialogue session with the Orang Asli communities living adjacent to the Krau Wildlife Reserve was held in Taman Negara, Kuala Tahan, 25 – 28 November 2018. Arising from a series of encroachment and poaching activities in the Krau Wildlife Reserve (WR), numbering 50 and 148 cases respectively out of 488 offenses recorded in 2017
 - a workshop was organized to effectively engage the local communities to identify their issues and challenges living in and within the Krau WR; to encourage a better understanding between the local communities and PERHILITAN to mitigate these problems.
 - Total of 29 participants came from Kampung Berdut, Kampung Penderas, Kampung Pasu, Kampung Lubuk Wong, Kampung Pian, Kampung Terbol,

Kampung Paya Rekoh, Kampung Enggang, Kampung Bayek and Kampung Senel. The participants were divided into 5 groups to discuss over 2 days on 1) What does Krau WR mean to them; 2) What are the issues and; 3) What are the solutions? The participants were also introduced to the concept of community-based eco-tourism (CBE) and visited Kampung Dedari (a Batek village) and Kampung Gol (a Malay kampung) on the third day to see and learn from the ground the different models of running CBE.

208. There have been numerous technical visits supported by the Project, including:
- Technical visit to Yayasan Sabah and Conservation Areas, for Johor stakeholders (Nov 5-9, 2018)
 - Technical Visit to Danum Valley and Kinabalu Park, Sabah for Perak Stakeholder (Jan 24-28, 2019)
 - Technical Visit to SUK Sabah, Maliau Basin and Forestry Sabah for Pahang Stakeholder (March 3-9, 2019)
 - The experience and benefits have been positive on all fronts:
 - The visits provided experience exchange on sustainable financing and implementation of finance support for Protected Areas in Sabah;
 - They also enabled the stakeholders to learn best management practices on enhancing management and enforcement and improving government-private partnership and new marketing strategies.
209. Sustainable Trail-Building and Maintenance Workshop – Part 2 was in March 2019 (Perak)
- With support from the Project, PSPC conducted a training entitled “Sustainable Trail-Building and Maintenance”;
 - One outcome derived from the training is that PSPC would apply the learned theories of trail maintenance into upgrading the Sungai Ruok trail by benchmarking against international standard of trail maintenance;
 - The training was divided into two parts, of which the first part was held from 24th – 26th July 2018 at RBSP. The second part of the training, held from 18th – 19th March 2019, was comprised of a site visit to RBSP and a half-day classroom deliberation.
210. For the most part, the institutional presence at the three sites has been strengthened through a mix of stronger leadership, an increase in staff numbers, and efficiency to deliver on core mandates; this is evident through a consistent increase in scores on key parameters throughout the project.
211. Finally, replication at the site level is taking shape through follow-up initiatives, assistance to other protected areas and efforts at the transboundary level.

Item	Rating	Comment
Overall project results	MS	The Project made gains particularly at the level of the protected areas themselves and, to a lesser extent, the sub-national level. At a federal level, achievements were less significant, but the institutional context and systemic complexities made this persistently challenging.

Table 14: The Strategic Results Framework showing End-of-Project status and the TE comments and ratings

Indicator Met		Indicator Partially Met		Indicator Not Met	
Objective: To establish a performance-based financing structure to support effective Protected Area (PA) system management in Peninsular Malaysia					
Indicator	Baseline	End of project target	End-of-project status (level as of 15 May 2020)	TE Rating & Comments	
Indicator 1: Increase in the Federal Government investment in PA management	<ul style="list-style-type: none"> • USD 7.25 million in 2010 for the DWNP, JNPC and PSPC • USD 6 million in 2011-2012 development budget under 10th Malaysia Plan 	<ul style="list-style-type: none"> • 25% increase of operational budget in real terms for the 3 target PA networks based on aggregate funding from Federal and State Government source • 25% increase in development budget under the 5-year Malaysia Plan 	Data for 2019 and 2020 not available	Indicator Not Met Based on 2019 PIR: <ul style="list-style-type: none"> • Overall marginal upward trend for operational budget and downward trend for development budget; • Annual budget allocation in 2017 for the three PA authorities was reduced compared to 2016 as a result of overall budget cut exercised by the Federal and State governments; • At project closure, funding is still very much dependent upon national economic conditions and funding has not yet been tied to a performance-based financing structure. 	
Indicator 2: Financial sustainability scorecard for the 3 PA networks • DWNP	49.8% DWNP 44.4% JNPC 40% PSPC	60% DWNP 55% JNPC 50% PSPC	Conclusions drawn from the 2018 Financial Sustainability Scores: 52% DWNP	Indicator Partially Met <ul style="list-style-type: none"> • Scorecards were conducted a total of 4 times, instead of the 3 	

<ul style="list-style-type: none"> • JNPC • PSPC 			<p>34% JNPC 51% PSPC</p>	<p>required for full-size projects;</p> <ul style="list-style-type: none"> • There is a consistent upward trend for both DWNP and PSPC, with the latter exceeding the end of project target; • Significant strides in PSPC scores as a result of the park's enhanced capacity in financial management and planning with technical support from the Perak State Government
Outcome 1: Systemic & Institutional Capacities to manage and financially support a national PA System				
Indicator	Baseline	End of project target	End-of-project status (level as of 15 May 2020)	TE Rating & Comments
<p>Indicator 1: Establishment of the policy framework for the National PA system</p>	<p>No framework exists, resulting in a fragmented PA system with a large number of PAs gazetted under different acts based on varied management standards</p>	<p>A single framework with clear categorization of all the PAs in the PA Master List in Peninsular Malaysia, with uniform, accepted management standards and reporting requirements.</p>	<ul style="list-style-type: none"> • NFPA adopted by KeTSA in February 2019 which included parameters and a new model for the categorization of PAs; • NFPA updated in December 2019 with: i) reference to PA coverage in the country; ii) usage of standardized PA categories; • NFPA fully consistent with the implementation of Target 6 (quantity of PAs) and Target 7 	<p>Indicator Met</p>

			<p>(quality of PAs) of the NPBD 2016-2025;</p> <ul style="list-style-type: none"> • Clear roadmap articulated in the NFPA for its operationalization, including governance and formation of working groups in three regions: Peninsula Malaysia; Sabah and Sarawak. 	
Indicator 2a (first part): Integrated PA information system	Neither performance criteria nor monitoring systems specific to PA management exist	A national, integrated PA information system established with the primary function of PA performance monitoring, and decision support for relevant government bodies.	<ul style="list-style-type: none"> • The project dovetailed on efforts to create a national clearing-house mechanism for the period 2011-2020 in alignment with CBD Decision X/15; • PA Master List, as well as the GIS mapping of the PAs in the country was completed in 2019 and efforts made to migrate data to MyBis; • PA Master List actively leveraged to determine PA coverage for each State to enable allocation of RM 60 mil to strengthen the management of PAs. 	First part of Indicator Met
Indicator 2b (second part): Performance monitoring system	Neither performance criteria nor monitoring systems specific to PA management exist	A national, integrated PA information system established with the	<ul style="list-style-type: none"> • No framework for performance monitoring at federal level although 	Second Part of Indicator Not Met

		primary function of PA performance monitoring, and decision support for relevant government bodies.	PSPC adopted KPI software to underpin management decisions and investments.	
Indicator 3: Financial incentive system, based primarily on performance indices, established and operational.	No performance-linked financial incentive system exists.	System established supporting a minimum of 866,000 ha of the PA estate	<ul style="list-style-type: none"> • A financial incentives system based on performance-based indices yet to be established; • NCTF is in the process of being restructured and a consultant has delivered four key deliverables to inform the process: i) A current state assessment ii) a future state analysis iii) recommendations on how the NCTF could be re-structured, and iv) a resource mobilization report; • A one-time matching grant of the NCTF and ad-hoc disbursements through an EFT scheme. 	Indicator Partially Met
Indicator 4: National PA System mainstreamed in the budgeting process for 5-year Malaysia Plan. Increased number of "bankable" projects in support of PA	No budget line for PA management in Malaysia Plan. Currently the budgets for PA infrastructure development is determined based on individual requests from State governments with no systematic planning looking	Dedicated PA budget line in Malaysia Plan Budgeting process of PA management/development is conducted based on increased levels of conservation priorities within the Federal and	<ul style="list-style-type: none"> • There is no dedicated budget line specific for PAs in the Malaysia Plan; • The current budget allocation is estimated about 1% (MYR 2 billion) of the annual 	Indicator Not Met <ul style="list-style-type: none"> • The TEEB study will be instrumental to providing the business case for increased investment and a dedicated budget line.

management approved for funding through operational grants.	at conservation priorities of the national PA network as a whole.	State funding system, using a range of tools including economic valuation results	budget which is made based on programs and projects carried out by key agencies responsible for biodiversity conservation.	<ul style="list-style-type: none"> • Post-project this should be the priority of any follow-up investments or projects. • Efforts to penetrate the Twelfth Malaysia Plan should be expedited.
Outcome 2: Technical and institutional capacities to manage sub-national PA networks, including capacities for effective financial management				
Indicator	Baseline	End of project target	End-of-project status (level as of 15 May 2020)	TE Rating & Comments
Indicator 1: Financing gap decreased by at least 25 % in the target PA sub-networks (PSPC, DWNP)	Current financing gaps based on regional benchmark of 196 staff per 1,000 km ² and US\$ 1,000 per km ² are: <ul style="list-style-type: none"> • DWNP – MYR8.69 million (US\$2.90 million) • PSPC – MYR2.12 million (US\$0.71 million) 	An average 25% decrease in the financing gaps of the 3 PA sub-network agencies, in real terms through operationalization of financial management and revenue diversification models across the sites.	Since the MTR: <ul style="list-style-type: none"> • All three implementing (JNPC; PSPC) registered marginal increase in their operational budget allocation in 2018; • When endorsed by the respective park agencies, management, business plans and sustainable financing frameworks are expected to provide guidance on how PA agencies can improve their financial planning tools and address financing gaps for Taman Negara, Royal Belum and Endau-Rompin; • There have been ad hoc and periodic 	Indicator Met Based on MTR results, financing gap analysis results indicate that DWNP and PSPC exceeded the targeted 25% average decrease in financing gap in 2014. The TE is keeping this Indicator as “met” for the additional observations noted in the end-of-project status column.

			<p>investments noted in the 2019 and 2020 budget speeches that will add to financial position of the park agencies;</p> <ul style="list-style-type: none"> The PSPC is undergoing an organization restructuring to increase its staff in alignment with the management plan. 	
<p>Indicator 2: Increase in capacity development indicator score (%) for three target sub-national PA networks</p> <ul style="list-style-type: none"> DWNP JNPC PSPC 	<p>Average – 54% 61% (DWNP) 61% (JNPC) 45% (PSPC)</p>	<p>An average >10% increase of the capacity development indicator score for each target sub-national PA networks.</p> <p>70% 70% 55%</p>	<p>Capacity Development Scorecards assessment was conducted for the three PA networks four times:</p> <p>DWNP: 2010 = 61% 2012 = 58.3% 2014 = 63.5% 2016 = 65.62% 2018 = 72.9%</p> <p>JNPC: 2010 = 61% 2012 = 58.3% 2014 = 63.5% 2016 = 64.6% 2018 = 68.7%</p> <p>PSPC: 2010 = 45.0% 2012 = 49.0% 2014 = 55.2% 2016 = 65.6% 2018 = 66.76%</p>	<p>Indicator Met Over the Project period, all three agencies registered improved performance in terms of capacity development and knowledge building due to the concerted interventions made by the Project in providing various training opportunities to meet the general and specific needs of PA agencies including the states of Sabah and Sarawak.</p>

<p>Indicator 3: Number of PAs successfully meeting national management criteria and accessing performance-based financial transfers from the Federal system.</p>	<p>No baseline exists</p>	<p>At least eight (8) among the terrestrial PAs over 20,000 ha under DWNP, JNPC and PSPC)</p>	<ul style="list-style-type: none"> KeTSA has formed a working group to oversee the development of performance measurement criteria/ indicators to support PA authorities and States to further expand coverage of PAs and management; EFTs were launched in 2018 but disbursement to date is not based on any performance-based criteria/indicators; KeTSA is reviewing future EFT implementation and has signaled its need to be strengthened through the establishment of quality indicators and an MRV mechanism. 	<p>Indicator Not Met National management criteria for performance-based financial transfers from federal to sub-national are yet to be established.</p>
<p>Indicator 4: Economic and financial planning capacity institutionalized in the three sub-national PA network agencies.</p>	<p>There is minimal human capacity or institutional structure to address issues of financial sustainability.</p>	<p>A unit is established in each sub-national PA agency dedicated to revenue diversification that will ensure financial sustainability</p>	<ul style="list-style-type: none"> Under the existing government management structure and rigid rules pertaining to “head-count”, it is not feasible to establish a dedicated unit in PA agencies and States for revenue diversification to complement 	<p>Indicator Partially Met Sustainable Financing Framework delivered but not endorsed at the end of the TE. The Framework should be a vehicle into creating a business case for the creation of such units. It is reassuring that at least JNPC has created a business unit, albeit</p>

			<p>government funding for conservation;</p> <ul style="list-style-type: none"> • Collaboration with BIOFIN has introduced the financial planning methodology to the PA networks and State governments; • Options for revenue diversification elaborated in the Business Plans for the 3 parks will be explored further guiding the PA authorities on the processes on implementing the feasible mechanism. 	presently not staffed due to resourcing issues.
<p>Indicator 5: Coordination between the sub-PA network agencies.</p>	Minimal coordination mechanisms	Three agencies have common management approaches, PA performance monitoring mechanisms, and capacity development programmes.	<ul style="list-style-type: none"> • The 3 PA networks are governed by its' own enactments and management structure. Therefore, adoption of improved or new management approaches are subject to the respective PA authorities. The legal assessments undertaken have advanced the prospect of harmonizing approaches but States will ultimately have the final say during approvals; 	<p>Indicator Met Coordination between the various PA agencies have been strengthened through both formal and informal channels, including through regular meetings; formal governance bodies, consultations and trainings, workshops and knowledge sharing sessions, as well as coordination through WhatsApp.</p>

			<ul style="list-style-type: none"> The Project has led to considerable improvements in coordination and collaboration, as well as enhanced trust with the States of Sabah and Sarawak. This includes, through the proposed NFPA working groups, joint patrolling with law enforcement agencies and by leveraging frontier technologies; combating wildlife crimes; and search and rescue operations. 	
Outcome 3: Effective site-level PA management				
Indicator	Baseline	End of project target	End-of-project status (level as of 15 May 2020)	TE Rating & Comments
Indicator 1: Number of PAs successfully meeting national management criteria and accessing performance-based financial transfers from the Federal system.	No baseline exists	All 3 target PA sites have approved management and business / financing plans 20% increase in federal allocation of funding	<ul style="list-style-type: none"> The Management Plans for three Parks: Taman Negara; Royal Belum and Endau Rompin have been finalized and adopted by DWNP; PSPC and JNPC, respectively; The Project is in discussion with the agencies for providing further support for the implementation of the Plans; 	Indicator Partially Met The business plans have not been approved and operationalized for DWNP and JNPC, which is a gap in being able to communicate effectively with, and provide a business case to, State and federal economic agencies.

			<ul style="list-style-type: none"> Further financial support will be provided to develop Management and Business Plans for Gunung Ledang Park in Johor. 	
Indicator 2: Improved management effectiveness as per METT scores for three target PAs.	METT scores in 2010: Taman Negara - 74 Endau-Rompin – 58 Royal Belum – 53	Average 10% increase in METT scores for 3 target PAs TN – 82 ER NP – 68 RB - 65	<p>Taman Negara National Park: 2010 = 72.5% 2012 = 56.9% 2014 = 74.5% 2016 = 74.5% 2018 = 75.5%</p> <p>Endau Rompin: 2010 = 56.8% 2012 = 53.9% 2014 = 59.8% 2016 = 67.7% 2018 = 68.6%</p> <p>Royal-Belum: 2010 = 51.5% 2012 = 54.0% 2014 = 66.7% 2016 = 67.7% 2018 = 72.5%</p>	<p>Indicator Met:</p> <p>Overall, all three Parks registered improved performance. The PA authorities acknowledge that the Project's interventions have made the differences through the outputs and results.</p> <p>PA agencies have come to appreciate the value of the METT as an evaluation tool and have adopted it as Standard Operating Procedure.</p>
Indicator 3: Increase in gross revenue amount and revenue sources of the three demonstration PAs.	Taman Negara – MYR 350,000 from entrance fees and recreational related charges Endau-Rompin National Park – MYR 216,172 from entrance fees, tourism and recreational charges, income from concessions Royal Belum State Park – MYR 126,000 from entrance fees and recreational related charges	20% increase in gross revenue for the 3 target PA sites over the project period.	<p>2018 Figures</p> <p>Gross revenue generated for the three sites in 2018: DWNP: 2016 = MYR 717,971. 00 2017 = MYR 620,546.00 2018 = MYR 681,244.00 Compared to 2017, overall revenue for 2018 from Taman Negara registered an increase about 10%.</p>	<p>Indicator Met:</p> <p>Target achieved at MTR.</p> <p>The COVID-19 pandemic is expected to upend the current upward trend and diversification of revenue sources due to decreased tourist numbers and visitors. When things normalize, the</p>

			<p>The revenue generation also includes receipts from sale of Taman Negara Visitors Guide and Trail Maps, which were produced with the support of Project.</p> <p>JNPC: 2016 = MYR 276,598.80 2017 = MYR 256,489.64</p> <p>The Peta entrance to Endau-Rompin park was closed for maintenance starting August 2017, and no visitors were allowed to enter. This affected the gross revenue generation for the Park in 2017.</p> <p>PSPC: 2016 = MYR 391,706.00 2017: = MYR 602, 820.84 2018 = MYR 588,984.00</p> <p>Compared to 2016, gross revenue in 2017 and 2018 registered marked increase. The increase was attributed to: i) a conservation levy of RM 5.00 per visitor imposed from end of March 2017; ii) a fee of RM 50.00 imposed on each houseboat per entry to Royal Belum from November 2017.</p>	<p>gradual increase in revenues generated thus far indicate there is scope for further diversification in generating economic benefit.</p>
<p>Indicator 4: Length of park patrolled per year Number of patrolling programmes per year Percentage of the area patrolled per year</p>	<p>Taman Negara: 5 – 10 km per day Taman Negara: 8 - 10 days per month by walking Taman Negara: 10% Taman Negara: 2 cases in 2010</p>	<p>25% increase 50% increase 25% increase 50% increase</p>	<ul style="list-style-type: none"> 20 million MYR pledged in 2019 for enhanced enforcement, of which 5 million MYR has been earmarked for 	<p>Indicator Partially Met While still at a disadvantage due to the criminal element and preparedness of poachers, the Project has clearly stepped up patrolling</p>

<p>Number of patrolling staff</p> <p>Number of illegal activity (including encroachment and poaching) cases within PA reported</p>			<p>recruitment and training of retired soldiers and indigenous groups for patrolling in Peninsular Malaysia;</p> <ul style="list-style-type: none"> • In 2018, seven joint patrolling operations under 1MBEON were carried out. Two for Taman Negara Kelantan, and one each for Pahang, Terengganu, Krau Wildlife Reserve; Endau Rompin and Royal Belum. A total of 471 personnel participated in the operations (DWNP = 218; Forestry Dept = 14; Army = 221; JNPC = 14; and PSPC = 7). • In 2017, for Taman Negara under 1MBEON, a total of 6 patrolling operations jointly conducted by DWNP and Malaysian Armed Forces. It involved 517 personnel for 108 days with 66 arrests made; • In 2017, for Royal Belum under 1MBEON 2 joint operations involving 4 agencies (PSPC, DWNP, MAF, 	<p>activities through intensified patrolling activities in PAs and surrounding areas by undertaking joint operations with other enforcement agencies.</p> <p>The COVID-19 pandemic and economic downturn are clearly real and constant threats to gains made under the project due to anticipated reduced visitor numbers and revenue. Government will have to redouble its efforts. Patrolling may even be compromised by lockdown orders resulting in an uptick of poaching activity. It would not be surprising if there is a downward trend in the number of endangered species in the next year.</p>
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			<p>and Forestry Department). These operations involved 172 personnel for 28 days but no arrests were made.</p> <ul style="list-style-type: none">• Besides IMBEON patrolling, an additional 7 day joint patrolling known as Operasi Khazanah coordinated by Royal Malaysian Police at the district level (Hulu Perak) was held at Royal Belum in November 2017 involving 50 personnel from PSPC and various other enforcement agencies.• In 2017, for Endau Rompin, under IMBEON, 2 operations were carried out with 4 agencies (JNPC, MAF, DWNP and Forestry Department) with 172 personnel for 28 days and 6 arrests were made. In addition, JNPC carried out 2 patrolling operations with 18 personnel involved; and together with Johor Wildlife Conservation Project another 6 operations	
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			with 65 personnel involved.	
<p>Indicator 5: Tiger population as a flagship species in target PAs namely Taman Negara, Endau-Rompin National Park and Royal Belum State Park.</p>	<p>Estimated tiger population for year 2013*: Taman Negara: 18 (No data for Endau-Rompin National Park or Royal Belum State Park)</p> <p>*Estimated tiger population for the three target PAs for year 2013 to be used as baseline and the baseline figures will be indicated in the next Project Implementation Review 2013/2014.</p>	50% increase in tiger population	<ul style="list-style-type: none"> • A tiger survey was conducted at the three sites by DWNP in partnership with WWF, WCS and MyCAT and based on the survey, tiger population is estimated between 0.57 to 0.84 tigers per 100 sq km (PIR 2014); • The last official figure made public in 2014 suggested 250 - 340 tigers remaining; • The Government in March 2019, has launched 'Save Malayan Tiger Campaign' that will include: i) Fund raising through crowd sourcing and private sector donors ii) Mobilizing the general public to partake in the campaign through education and awareness raising, and iii) joint operations with armed forces to increase patrolling. • The TE observed improved new facilities for tiger rehabilitation at 	<p>Indicator Not Met It is important to note that not meeting this indicator is by no fault of the Project as it did not invest in tiger conservation by design.</p> <p>Data on tiger population and numbers is tightly guarded by the government and the TE team was not able to elicit the information even from the WCS who undertakes monitoring.</p> <p>The TE can comfortably infer however that numbers are clearly on a downward trend based on the following data points:</p> <ul style="list-style-type: none"> • The Malaysian Conservation Alliance for Tigers (a collaboration between the government and wildlife NGOs) has gone on record to estimate there are probably only 150 of the cats left in the wild. • Numbers of recorded poaching events have increased over the life of the Project at both

			the Wildlife Rehabilitation and Conservation Center.	Royal-Belum and Endau-Rompin; <ul style="list-style-type: none">• PSPC indicated the species could become extinct in the next six to seven years, based on estimates of 60 tigers seven years ago with studies showing only 23 left (60% decline).
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3.3.2 Relevance

212. The Project remained consistently relevant and the TE team concurs with the assessment carried out at the MTR that it remained relevant at both the State and national level, as well as to the CPAP and to the GEF priorities.

213. In fact, the TE team concludes that the Project is perhaps more relevant today than it was at its concept and design. The NPBD 2016 - 2025 approved during the Project's lifetime has set clear, unequivocal, and ambitious targets which operationalizes the PAF Project's core Objective and Outcomes to a national framework. The Project was unable to penetrate the Eleventh Malaysia Plan and therefore, should make every effort to target the Twelfth Malaysia Plan by inserting itself into ongoing consultations.

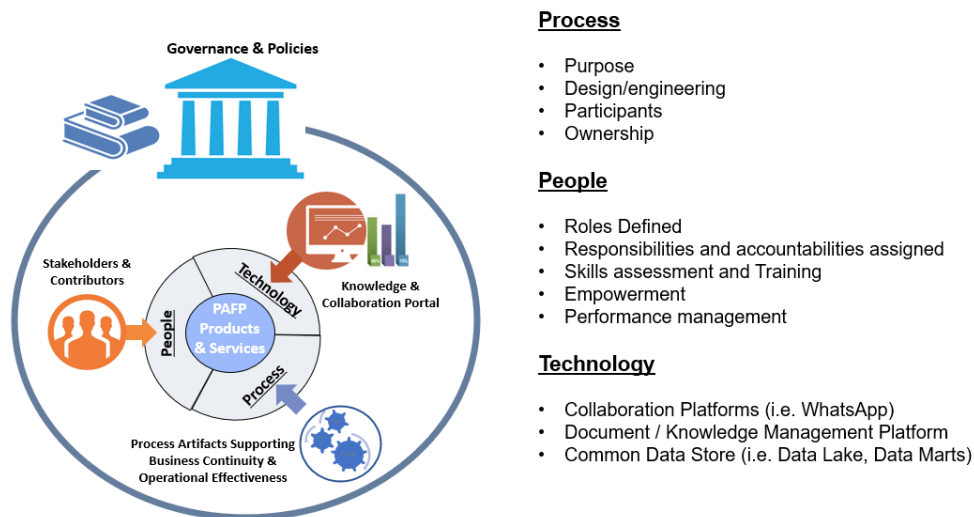
214. While the Project fell outside of the core development objectives of the CPAP, it is still consistent with Priority 2b of the UNDP Country Programming Document, as follows:

Priority 2b. Valuing natural capital, reducing environmental impacts and improving access to quality ecosystem services for low-income households and vulnerable communities.

215. Given that a framework for a performance-based approach has yet to be established in Malaysia, it is encouraged that Government stakeholders – post-project - undertake a thorough review of the impetus and business case for adopting a performance-based approach to financing, as well as its relevance, ownership and viable funding sources (to be informed by the Sustainable Financing Framework plans). It will also be essential to align on which level(s) such a system can be implemented and how it will be institutionalized, verified and monitored.

216. Figure 20 below illustrates the core parameters that ought to be considered when articulating such a framework.

Figure 20: Imperatives for Framing a Performance-Based Financing Approach

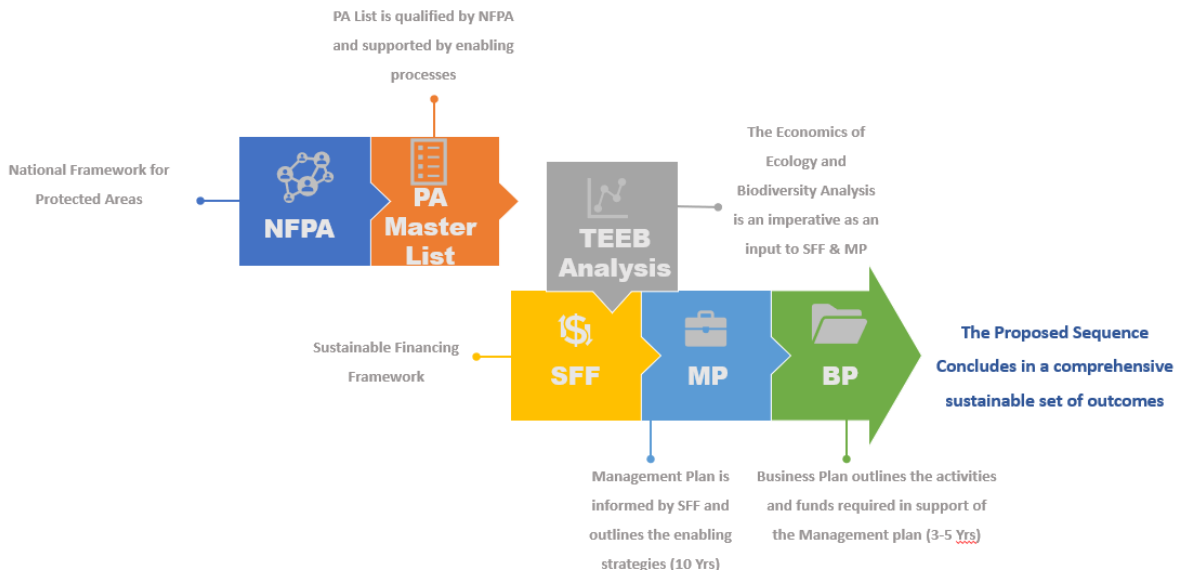


Item	Rating	Comment
Relevance (R or NR)	5-S	<p>The project remained relevant to the GEF priorities and is closely aligned with the legal framework within Malaysia, specifically the NPBD (2016-2025).</p> <p>The project was less relevant to the UNDP country programme document for Malaysia (2016-2020) partly as a result of the fact that it fell outside of the development priorities for the country and partly because the environment sector is not currently seen as a pathway to enable the transition towards a high-income, inclusive and sustainable economy, as envisioned in its Vision 2020.</p>

3.3.3 Effectiveness and Efficiency

217. The effectiveness of the project was undermined by the various political upheavals, a global pandemic and marked turnover of personnel through which the country and the Project itself went during its implementation. Yet, despite these events, if one examines the Project's Strategic Results Framework in Table 14, many of the indicators were achieved if not surpassed. This can be attributed in some large part to the effectiveness of the team, its ability to navigate complexity and the relationships that they had with their partners. The degree to which the project achieved impact will be discussed in the relevant section below (see Section 3.3.7).
218. One comment that should be made in this section is the effectiveness of the integration of gender considerations and social aspects related to community engagement in the project. Despite gender not being part of the core design and given the relevance of the livelihood of women within the context of sustainable financing, one would assume that it would be an important consideration. Gender incorporation included: i) ensuring representation through all project processes, ii) the use of gender sensitive language, and iii) ensuring that women were afforded equal opportunity and input in project activities so that stereotypes were not being perpetuated. Through its co-management approach, the Project also enjoyed a good relationship with the Jakun tribe in Johor.
219. With respect to efficiency, the Project dovetailed on parallel initiatives to get activities completed such as partnering with FRIM on the implementation of MyBis. It also leveraged partnerships with BIOFIN and synergies with the IC-CFS project to leverage cost savings on similar activities. However, in spite of these cost savings and increased valuation of the Malaysian currency, it came awfully close to full expenditure but yet, did not achieve all targets; especially core ones. The core Project governance framework operated more as a conduit for reporting and it did not leverage the coordinators optimally as interviews and follow-up discussions underscore they were underutilized.
220. As noted in Figure 21, there were dependencies built into the design and intervention logic that were intended to amplify results. As a result of administrative and procurement delays, the optimal causal chain of key outputs could not be followed and broke down, thereby compromising the efficiency of outcomes.

Figure 21: PAF Project Deliverable Artifacts and Interdependencies



221. Finally, with several large financial obligations still open, procurement processes did not necessarily result in a best value for money outcome with respect to the TEEB and Sustainable Financing Framework deliverables.

Item	Rating	Comment
Effectiveness	S	The project was effectively implemented by a small professional team. The way in which the project adapted to change and seized opportunities to achieve key outcomes, as well as its approach to retroactively incorporating community engagement and gender considerations, was also notable.
Efficiency	MS	Where possible, the project dovetailed on efforts by parallel projects, the implementation of BIOFIN in Malaysia and the UNDP-supported GEF-financed Improving Connectivity in the Central Forest Spine Landscape project, to deliver items similar in scope to leverage financial efficiencies. Myriad factors, including reporting discrepancies, shortcomings in internal communications, gaps in governance / leadership and administrative processes, resulted in long delays in contracting and procurement, negatively affected project scheduling and ultimately its efficiency.

3.3.4 Country ownership

222. GEF projects are special in that the international community is funding the incremental costs associated with the extra efforts needed to manage and conserve globally important biodiversity. In this context, the implementing partners and national stakeholders play an important role as custodians of these global benefits and agents of change.
223. However, the level of ownership of the Project – primarily perpetuated by the institutional changes that occurred over the course of the project, reassignment of key personnel and turnover – was generally low. This was exacerbated by the fact that the project had multiple senior executives within key Ministries involved and heads of State park agencies, as well as several National Project Directors.
224. One of the gaps noted by the TE was the enhanced role that the UNDP-CO had to play under a NIM agreement. This included, among other things, being a regular and active stakeholder in the PMU planning meeting and being the gatekeeper of key project decisions and direction. The “readiness” of national project partners and beneficiaries to take on the project and understanding of this global dimension of GEF was simply lacking and in many respects, the Project was regarded as another international donor package. As one interviewee aptly put it:
- “We try to get things done, but the system does not let us succeed and many government personnel are either simply not interested in getting things done or don’t care for results because they will be reposted.”*
225. Had there been a deeper understanding of GEF projects, accountabilities associated with NIM and this concept permeated wider and higher in the government, it is possible that there would have been more preparedness. Notwithstanding, the TE team did observe a few “champions” at the federal level, but given the systemic issues within PA management, these individuals were simply bright spots. The results of the project Objective and Outcome 1 after nearly 8 years of implementation are telling. There was much more ownership at the State level, by several key “champions”, especially in the context of the Project’s closure and urgency to get things done. At the national level, the project could simply be said to have been owned by the UNDP-CO and PMU.
226. This was in stark contrast to the ownership displayed among the stakeholders with whom the project worked at the different field sites. Here, a high degree of ownership was displayed by the rangers, park managers and communities alike. The result was highly satisfactory with people taking pride in what they had achieved over the course of the project as well as the new tools and skill sets acquired to do their work.
227. Given the current complexities and systemic issues in the Ministry, in which the “environment” portfolio is housed, the UNDP-CO may want to revisit approaches beyond the current project as it develops the pipeline for future GEF projects. There are some valuable lessons that can be drawn from this initiative with respect to the NIM model. Also given the size of the portfolio there is a need to increase the UNDP-CO capacity at the Programme Officer level in performing its oversight and quality assurance roles and responsibilities as per UNDP and GEF requirements.

3.3.5 Mainstreaming

228. This section will analyze the degree to which the project has had an impact or is expected to have an impact on UNDP priorities, including poverty alleviation, gender, disaster reduction and improved governance. In terms of poverty reduction, it is hoped that the development and implementation of business plans, as well as income-generating training and activities will lead to positive economic benefits for local communities and women, living both within the parks and in PA buffer zones, by supporting sustainable livelihoods. Strategies including, handicrafts, medicinal trail, nature guiding, mandatory boat transportation operated by Orang Asli communities and indigenous ranger patrolling are likely to bring in increased employment and earning potential for community members as a result of an expansion of the expanded offerings by the PA agencies as part of their operations. The extent to which these activities will actually be sustained will depend to a great extent on whether funds can be mobilized to kickstart critical investments in improving quality and branding of handicrafts over the near / medium term.
229. The issue of gender was not specifically considered and was largely absent in the project design and the MTR encouraged the Project to do more to ensure heightened awareness around gender issues. As a result, during the final two years of implementation, conscious efforts were made to ensure the participation of both genders in the project's training components. Where possible, inclusion of local community representation and gender considerations was undertaken, including: i) ensuring representation through all project processes, ii) the use of gender sensitive language, and iii) ensuring that women were afforded equal opportunity and input in project activities so that stereotypes were not being perpetuated. Through its co-management approach, the Project also enjoyed a good relationship with the Jakun tribe in Johor.
230. The main objective of Outcome 2 of the project was to develop capacity within the protected area system to ensure sustainability: arguably, this was mainstreaming sustainable financing within the protected area system (although this is not the conventional understanding of "mainstreaming"). The TE team observed that clearly the State Park agencies had a deeper appreciation of business principles and the benefits of business planning, which at face value seems at odds with conservation, until the State Economic Planning Unit underscores the need for a compelling business case to increase its investment in the sub-national PA network.
231. There are a number of other things that should be mentioned here. First, the media coverage that the project (or project partners) enjoyed has raised interest and the potential for replication. Second, as mentioned above, the project (through the Programme Manager of the UNDP-CO) has catalysed the discussion surrounding review of legal Enactments at other forest reserves and launching efforts form transboundary cooperation together with the PSPC. The discussion and legal analysis support initiated and provided by UNDP-CO to other States in establishing an effective protected area legal framework has resulted in more than just a review of legal enactments themselves. The legal advisory and drafting services has opened up a window to more positive impacts in terms of governance and the nuances of PA systems in Malaysia. Also, with respect to governance, the endorsement of the NFPA and proposed Working Groups, has opened up a mechanism to operationalize next steps and created an opportunity for mainstreaming a multitude of topics within the PA management system nationally.

232. With regard to disaster risk reduction and climate change, it is recommended that senior management of the IA and EA do more to highlight the importance of PAs for risk reduction and climate change adaptation, as well as the opportunities of embracing nature-based solutions and ensure these percolate across other key Ministries and organizations. Finally, and with the right structure in place, the project has the potential to contribute to improved governance of the NCTF, through a transparent mechanism by which to allocate funds to PA priorities as called for in the National Policy on Biodiversity 2016-2025, and make the NCTF more sustainable with participation from the private and non-governmental sectors. A strengthened NCTF Steering Committee to act as a central coordinating body will be key.

3.3.6 Sustainability

233. Before embarking on a more detailed analysis of sustainability, it is obvious that there was a strong emphasis on sustainability in the project's design, development and intended implementation as noted in Section 3.1.5 above, based on the approach of "direct replication of selected project elements and practices and methods, as well as the scaling up of experiences".

234. At its core, the overall sustainability of conditions post-project is very much tied to the core Objective of creating a sustainable performance-based financing system for the PA network in Malaysia. Given that this framework has yet to be established, it is only in the long-term that environmental impacts will be seen from the processes and financial sustainability measures that will eventually be put into place if deemed to be a government priority.

3.3.6.1 Financial Risks to Sustainability

235. Again, obviously, the Project's Objective was financial sustainability and little more needs to be stated within this sub-section – except, perhaps, to reiterate that the project has a better understanding of the symbiotic relationship between PA management and a well-financed system end-to-end. It also demonstrated that there is a range of sustainable financing mechanisms available both at the State and federal level, but most particularly to the individual protected areas themselves.

236. At a small scale, the benefits of capital costs and expenditures taken by the Project to purchase critical equipment (computer lab, communication technology, equipment for patrols etc.) will endure well beyond the life of the Project.

3.3.6.2 Socio-economic Risks to Sustainability

237. The project was mostly neutral with respect to socio-economics. However, there are some aspects that should be noted.

238. First, effectively managed protected areas in Malaysia are definitely not neutral to local socio-economics. Indeed, taking Taman Negara in Pahang as an example, the park is an ecosystem of employees, tour operators, resorts and local communities dependent on various aspects of park management, ecotourism and biodiversity. In summary, a well-managed park will lead directly to the sustainability of the livelihoods of those people who depend on it.

239. Second, the Project has set in motion a great deal of goodwill and has strengthened trust between the Park agencies and local Orang Asli. This relationship however is fragile, needs nurturing and follow-up investment. There needs to be ownership of the loose ends and

promises made towards bolstering income-generating activities and getting a return on investment. Otherwise, this dimension of the Project and progress made to date will be for naught.

3.3.6.3 Institutional Framework and Governance Risks to Sustainability

240. Institutional sustainability is the aspect that is most concerning post project. The political processes and complexities observed during the TE mission and over the lifetime of the project do not inspire confidence.

241. The institutional upheaval that occurred over the Project's lifetime does not spell well for institutional sustainability. It is apparent that electoral processes, restructuring and reconstruction of government institutions can significantly hamper the progress of projects such as these. With the changes in personnel that occur, institutional memory and all the capacity that has been built, are lost.

242. Overall, despite the institutional challenges, the protected area capacities will remain and the UNDP-CO will retain their environment portfolio with core staff.

243. The project worked to contribute to institutional sustainability in a number of ways:

- The project worked diligently to build capacity in a number of ways (see Outcome 2 in Section 3.3.1 for a description);
- A key focus was to invest in institutional capacity to ensure that organizations will become better equipped to respond to challenges in the future;
- When building capacity and training people, the project further opted for a “train the trainers” model such that the knowledge would be perpetuated beyond the life of the project.

244. It is critical to have an established ownership within KeTSA , not only to leverage the NFPA towards establishing the PA Master List as the central source for PAs related to data across Malaysia, but also to ensure the required supporting capacity for maintenance and improvements are articulated and accounted for in the 12th Malaysia Plan, towards its long term sustainability. Succession planning, especially at PSPC and the IBD, is essential to ensure continuous improvement and long-term sustainability of those pillars to the Project.

3.3.6.4 Environmental Risks to Sustainability

245. While the project has made significant strides forward with changing mindsets, the PA / biodiversity sector remains marginalized and is still considered an opportunity cost. It still needs to articulate its value proposition in a compelling manner.

246. A gap to gauging environmental sustainability at the national level is that key outputs, expected to contribute to this parameter, have yet to be delivered and are expected post-project. The TEEB and Sustainable Financing Framework are key to raising the profile of the economic value and potential of the environment sector in Malaysia. Until then, the State government's dependence on the resource sector is likely to continue. At site level, management and business planning, together with renewed capabilities and profile of the IBD, are likely to lead to a more lasting legacy.

247. The COVID-19 pandemic is a huge underappreciated risk from the perspective of sustainability and has potential to wreck havoc on the conservation status of threatened species and opportunities for PA management which depend on tourism.

Item	Rating	Comment
Sustainability (L, ML, MU, UL)		
Overall likelihood of sustainability	ML	Institutional and financial sustainability is the aspect that is most concerning and the political / institutional changes over the lifetime of the project did not inspire confidence.
Financial sustainability	ML	
Socio-economic sustainability	ML	Hope can be derived from the top-notch processes and governance mechanisms articulated in the NFPA if these can be operationalized and key commitments included in the forthcoming 12 th Malaysia plan. Unfortunately, both the recent change in government and the COVID-19 pandemic has once again unseated the continuity of the Project in the final stretch of implementation and its ability to ensure a smooth operational transition and institutional ownership of the NFPA and associated processes / governance. The budget commitments made in the 2019 and 2020 Budget Speeches, while a move in the right direction, may be short-lived unless a radical overhaul to the NCTF and finalization of performance-based criteria related to subsequent EFTs are made. COVID-19 will have a negative impact across all sustainability parameters that may have lasting consequences.
Institutional/governance sustainability	MU	
Environmental sustainability	L	

3.3.7 Impact

248. This is perhaps the most difficult parameter to assess in GEF projects, especially since this initiative was designed and implemented under the aegis of the GEF strategic objective one – biodiversity. As a result, indicators to demonstrate biodiversity impacts are always included in projects' Strategic Results Framework.

249. However, as in this project, the indicators chosen are often not well thought out from the outset, have in them some degree of wishful thinking and, as a consequence, are detached from reality. Contextually, the biodiversity indicator in the SRF was wholly inappropriate since the tiger population, as a flagship species, was neither actively monitored nor in alignment with the Project's core scope and policy / legislative type activities. The Project itself and budget afforded to it were simply ill-equipped to address the criminal element associated with the precipitous decline of tiger populations and could have put lives in danger if the Project had decided to confront this issue more head-on.

250. Admittedly, it is not easy selecting indicators that are meaningful for the interventions that the projects are carrying out, particularly if the project is working in an indirect way to improve the management effectiveness and sustainable financing of protected areas.

251. Choosing the aspects of biodiversity that are simply the most important to the area(s) – as was done in this project – without considering whether the project will actually influence the populations or ecosystems is meaningless. As it is and as a result, we cannot know whether the project has had biodiversity impacts. It is reasonably unlikely that it has in its lifetime but, it is reasonably likely that if the foundations continue, then it will, in the longer term, have positive biodiversity impacts. The project did, however, have other impacts, for example:

- Business planning became an acceptable, if not indispensable, part of PA management;
- The co-management approach taken was as strategic as it was effective in helping respond to a legal judgement that could have resulted in an entirely different outcome;
- The budgets of the protected areas, as well as METT and capacity scores, increased due to the gain in capacity – as a result of project activities.

252. Most significantly, in the estimation of the PMU, there are individuals in each of the protected areas that are doing something different now as a result of the project and therefore, the business as usual scenario has been irrevocably altered. In this alone, there is impact and the potential for a lasting legacy.

Item	Rating	Comment
Impact (S, M, N)		
Environmental Status Improvement	N	A gap to gauging environmental sustainability at the national level is that key outputs, expected to contribute to this parameter, have yet to be delivered and are expected post-project. The TEEB and Sustainable Financing Framework are key to raising the profile of the economic value and potential of the environment sector in Malaysia. Until then, the State government's dependence on the resource sector is likely to continue. At site level management and business planning, together with renewed capabilities and profile of the IBD, are likely to lead to a more lasting legacy. It is only in the long-term that environmental impacts will be seen from the processes and financial sustainability measures that will be put into place. Contextually, the biodiversity indicator in the SRF was wholly inappropriate as the tiger population, as a flagship species, was neither actively monitored nor in alignment with the scope.
Environmental Stress Reduction	N	
Progress towards stress/status change	N	

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

253. The prospect of achieving a Sustainable Financial Framework based on common performance-based metrics within the PA sector is highly relevant for Malaysia and holds much promise in terms of potential impact. There were profound institutional and systemic issues that prevented the PAF Project from achieving its full potential and realizing its core objective. As a result, the financial sustainability of the PA sector has not found its footing in Malaysia, and post project other initiatives will have to take on important strands of work and “loose ends” at each level for lasting benefits to accrue. The Project’s high replication potential requires a concerted effort at all levels to assess best modalities and national instruments for creation of opportunities for PA financing and the sustainability of revenue streams going forward.
254. Despite this, and notwithstanding the implications of the COVID-19 pandemic, there is room for optimism here - primarily because of the foundational nature of the Project and the critical pillars established through the persistence and commendable legwork by the PMU, as well as a small number of champions and enablers. Reassuringly, key project targets are reflected in the NPBD 2016-2025 and the Twelfth Malaysia plan offers a near-term opportunity to further elevate the priorities therein to ensure these become long-term national obligations rather than political ones.
255. The adaptive management demonstrated by the project should be commended, with reference to the re-focusing of project priorities to the site level when opportunities presented themselves and when the institutional changes at other levels required recalibration and nurturing of relationships. The PMU acted with foresight and demonstrated its ability to seamlessly pivot from one outcome to the other.
256. A strategic decision taken early in the project - in response to a fundamental design weakness, which expanded the project scope to include both Sabah and Sarawak - has paid dividends. This has enhanced both formal and informal cooperation and has gone beyond its original concept by developing communication links between PA managers and *Orang Asli* communities. The conservation sector is likely to benefit from this well into the future.
257. The approach taken by the project towards education and institutional and professional capacity, from raising the profile of the IBD, work on the development and delivery of the EPAM module, supporting skill set enhancement by sending trainees to attend a three month wildlife management course at the WII, and delivering countless and indispensable training courses to raise the profile and qualifications of rangers, local communities and women alike, was of the highest standard and should be used as a benchmark for other projects.
258. The project also demonstrated, while it takes time due to the political complexities, there are indeed options to move away from reliance on State funds. Despite historical barriers to raising park fees, these were increased at Royal Belum State Park with the other two sites not far behind. While the project made gains in this area, there remains barriers to other revenue streams being explored, including: i) bed night fees at the accommodation facilities within protected areas themselves, ii) ‘conservation’ fees for visitors to protected areas, iii) limitations in the way concession fees generated from Mutiara resort can be used when they

go to the State, and iv) infrastructure fees channeled to federal accounts with parks not having access or a say in how the money is allocated.

259. Other barriers still remain. These include: i) the persistence of underlying threats to biodiversity – although there is the hope that by achieving financial sustainability, efforts will be made to address the threat, their root causes and the barriers to effective management of the protected areas, ii) governance issues and complex bureaucracy, iii) high rates of change among personnel leading to loss of momentum, institutional memory and lack of ownership, and iv) marginalization of the environment sector.
260. With respect to the latter, the strong imperative to commercialize the resource sector has been Malaysia's development priority and the transition towards a high-income economy. As such, there is a great deal of irony that even when a project comes along seeking financial sustainability and the application of business practices – ultimately to move towards financial independence from state coffers, an unnecessarily rigid and disjointed system still managed to undermine its potential successes.
261. A further conclusion is that while there are palpable tensions between the resource extraction sector (especially with the overt commercial aspects of logging and aggregates) and biodiversity conservation, currently the PAs cannot do without the revenues generated by the State from forestry work. Neither the forestry nor mining sectors for example were active stakeholders in the PAF Project. Follow-up work may consider mainstreaming biodiversity thinking into the extractive industries surrounding PAs such that these would be more willing to cross-subsidise more focused biodiversity work and even tourism development. In addition, the role that the logging currently plays in securing the livelihoods of local communities should be recognized – although, as tourism develops further in Peninsular Malaysia, it will also play an increasingly important role in local livelihoods.
262. Insufficient country ownership and the provision of technical and managerial support beyond what one would expect from a NIM arrangement has placed a large burden of work and responsibility on an understaffed Project Management Unit, which has also undermined project progress to an extent.
263. In conclusion, despite the challenges it faced, the project demonstrated tremendous value in key areas. Further, in each of the areas in which the project worked, there are people now doing something different from what they were doing before; as such there is a shift from the "business as usual" to a new mindset.

4.2 Recommendations

264. The following recommendations are divided into two categories, project-specific and broader recommendations, the latter being informed by commonalities and recurring themes observed by the TE evaluation team across multiple evaluations in Malaysia.

Project-Specific Recommendations

265. Going forward, revenue opportunities should be scaled-up and spin-off initiatives should seek mechanisms to expand the revenue streams, including Payment for Ecosystem Services, debt for nature swaps or the creation of dedicated endowments for the parks themselves. The concept of "business planning" for the protected areas as implemented by the project, also strayed a little from the original perception of the project designers. The project focused

primarily on the business plan of the immediate park agencies - thereby excluding, for example, the tourism and forestry aspects. It would be interesting to trial one business plan for an entire protected area including all aspects of its operations and touch points with other sectors.

266. The benefits resulting from the legal gap analyses and enactment work undertaken as part of the PAF Project was indeed a welcome surprise and proved to be an important enabler towards the achievement of core financial sustainability goals of the PA agencies. While also documented as a lesson learned in this report, the experience gained through the drafting process of the enactment, with the inclusion of new legal provisions aligned with international best practices, have created a model which through close engagement and technical exchange with UNDP's Environmental Legal Specialist and UNDP-CO's convening power can be applied elsewhere. Therefore, future GEF projects and investments in Malaysia ought to seriously consider a legal component in its design.
267. Remaining project outputs and activities such as TEEB survey, Sustainable Financing Plans for the three protected area agencies, were initially affected by the change in government in March 2020 and are currently affected by the movement control order imposed by the government since 18 March in response to the COVID-19 pandemic. With a decision taken on the operational closure on 3 June 2020, it is unlikely these "last mile" activities will be brought to a successful conclusion in a manner that delivers strong value. At 16% completion, the output from the TEEB study is a particular concern and does not inspire confidence.
268. Having liaised with the PMU and UNDP-CO on this, the TE team understands that alternative ways to complete this work are being explored. The TEEB study is meant to be a fact-based instrument in support of sustainable financing and set the tone for discussions with the Malaysian government, Ministry of Economic Affairs and UPEN at the State level. If the study is rushed using an inadequate dataset (sample size, quality and integrity), the analysis may not deliver the supporting conclusion or reliable outcome that can be leveraged and supported by the stakeholders. Moreover, the contextual social, economic and political circumstance as a result of the COVID-19 pandemic is likely to result in biased and circumstantial feedback from the surveys and skew the overall result. It is strongly recommended to wind down these activities and take them up as part of a separate initiative. The imperative of completing this activity for the sake of checking off a deliverable should be reconsidered as it would be detrimental to the long-term narrative this output will establish; it is better to get it right than to rush and squeeze it into the remaining time. The results are much too important for the national context and will set the tone of future conversations and investments and therefore, needs to be uncompromised.
269. Notwithstanding, the UNDP-CO has noted the TEEB survey will continue until September 2020 when the project is expected to close financially. Beyond that, the TEEB analysis will continue with the support of other resources that CO is currently in the process of securing. The sustainable finance plans for the three respective protected area agencies are now complete in its final draft, which will undergo comment virtually. The implementation of these plans, unfortunately, will not be supported by the project. As discussed at a PMU meeting in May 2020, these plans will be reviewed and endorsed by respective PA agencies for adoption and subsequent execution.

270. The UNDP-CO should leverage its expertise in gender responsiveness and in-house capacity when the gender officer vacancy is filled to act as a “floating” resource to support projects within the portfolio.
271. The window of opportunity to ensure PA financing is entrenched in the 12th Malaysia Plan 2021 - 2025 is closing quickly; it is recommended that monthly meetings between the UNDP-CO, GEF OFP and KeTSA are held to align on priorities and ensure strategies are developed to penetrate the consultation process with key recommendations and issues to be reflected.
272. Projects need to institutionalize the products and services they produce to ensure sustainability through defined accountability and well-established ownership. Operational readiness ought to be a mandatory phase in GEF projects in parallel to the terminal evaluation with a runway of at least six months to document processes and knowledge to be transitioned to respective owners.
273. The Terminal Evaluation would therefore not be a point in time but would be implemented in stages to document the smooth handover and transitioning of operations.
274. Figures 22 and 23 below, highlight the enablers of defining operational readiness. When selecting consultants to perform Terminal Evaluations, UNDP and the GEF should look for skill sets that go beyond the evaluation function in narrow terms and should select individuals with experience in business-process re-engineering, transitional planning and business continuity.

Figure 22: Operational Effectiveness Enablers: People, Process, Technology

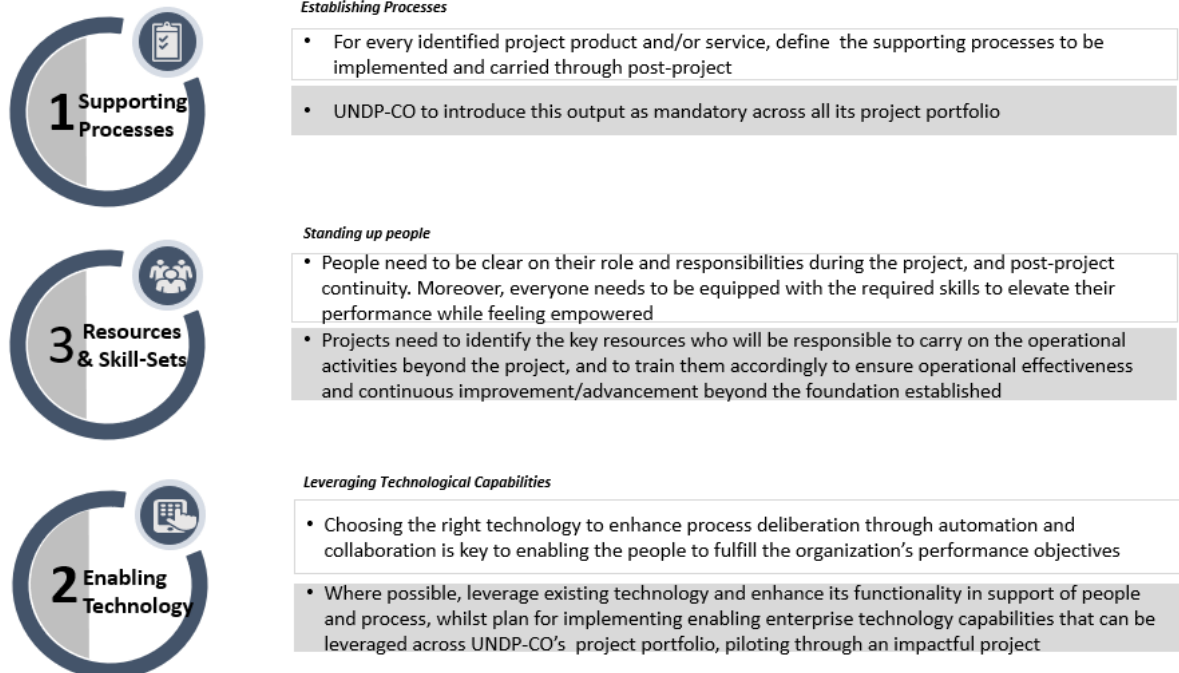
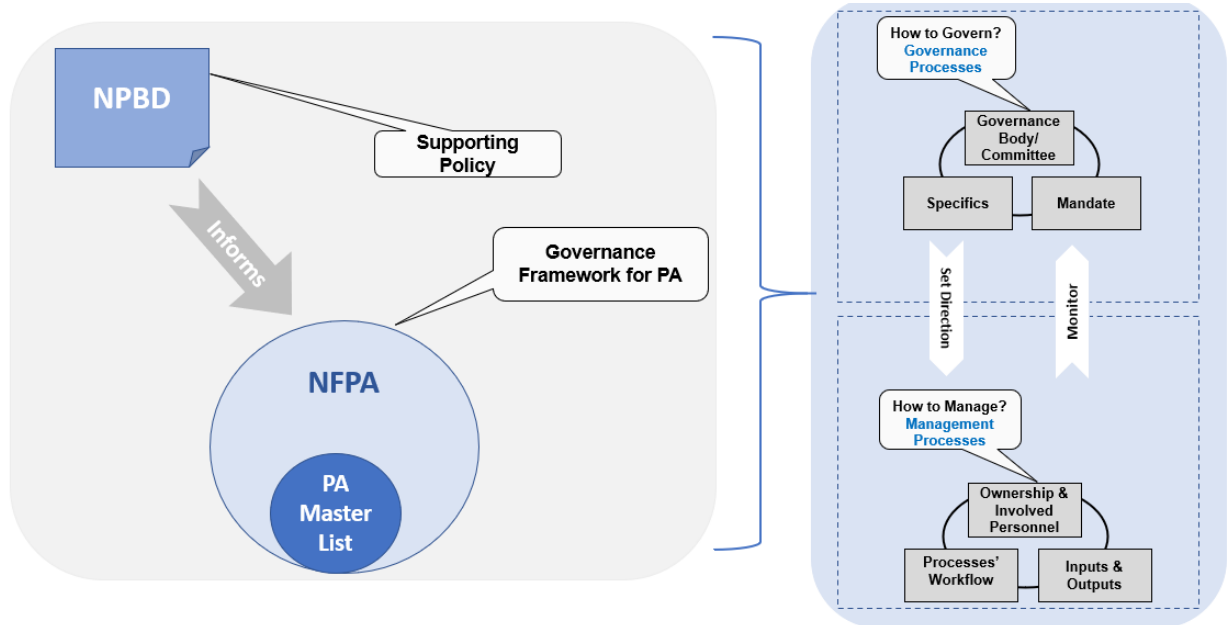


Figure 23: High-Level Process: Maintaining the Master PA List



275. The NFA should be viewed as a roadmap. It documents the necessary steps, governance and strategic actions to maintain a healthy and well-financed PA network in Malaysia. At the very minimum, efforts should be taken to operationalize it post-project and ensure there is a clear owner within KeTSA.

276. To ensure maximum continuity and to minimize disruption to GEF projects signed by Government entities, a commitment ought to be made early on (perhaps during pre-inception) to ensure that several officers are permanently assigned throughout the duration of a project, without transfers and without affecting promotions, under the supervision of the NPD. This mechanism would provide a great on-job training opportunity for young officers looking to gain experience, as well as the natural benefits of interacting with experienced consultants (national and international alike), also maximizing exposure to another language and retention of institutional knowledge even after project closure.

277. To operationalize the important work associated with the PA Master List, the three NFA regional working groups, largely stalled due to COVID-19, need to be established and should convene immediately to implement the recommendations of the NFA and update the PA Master List on a regular basis. To facilitate this, some strengthening at Ministry level is needed in terms of capacity and governance, and a permanent Secretariat where the officers are not subjected to frequent transfers, ought to be established to handle and expand the NCTF, coordinate the ecological fiscal transfer for conservation to the states, and implement other sustainable financial mechanisms.

278. The IBD is presently under DWNP and therefore, its Directors, teaching staff and rangers are bound by the rotation policy of the Public Service Department (i.e. subject to transfers to other branches of DWNP in Peninsular Malaysia). For the IBD to realize its transformative vision in becoming a truly effective Centre of Excellence in training PA managers across agencies, and in line with the IBD Transformation Plan of DWNP, it ought to become an independent entity. This would enable IBD to expand its offerings, retain a permanent pool

of trained personnel within IBD, develop specialized courses catered and tailored to PA officials' and practitioners' needs, provide consultation and technical services and be sustainably funded from the Ministry and other financial revenue streams. Any future parallel initiatives and/or investments should systematically build on the catalytic activities implemented under this project and would greatly benefit PA management in Malaysia and within the region. There is much promise here that needs to be nurtured.

279. The legal work was a significant value-added and novel concept to the project. While introduced during implementation and not strictly in scope, other projects of similar nature should consider such activities due to their spin off benefits.

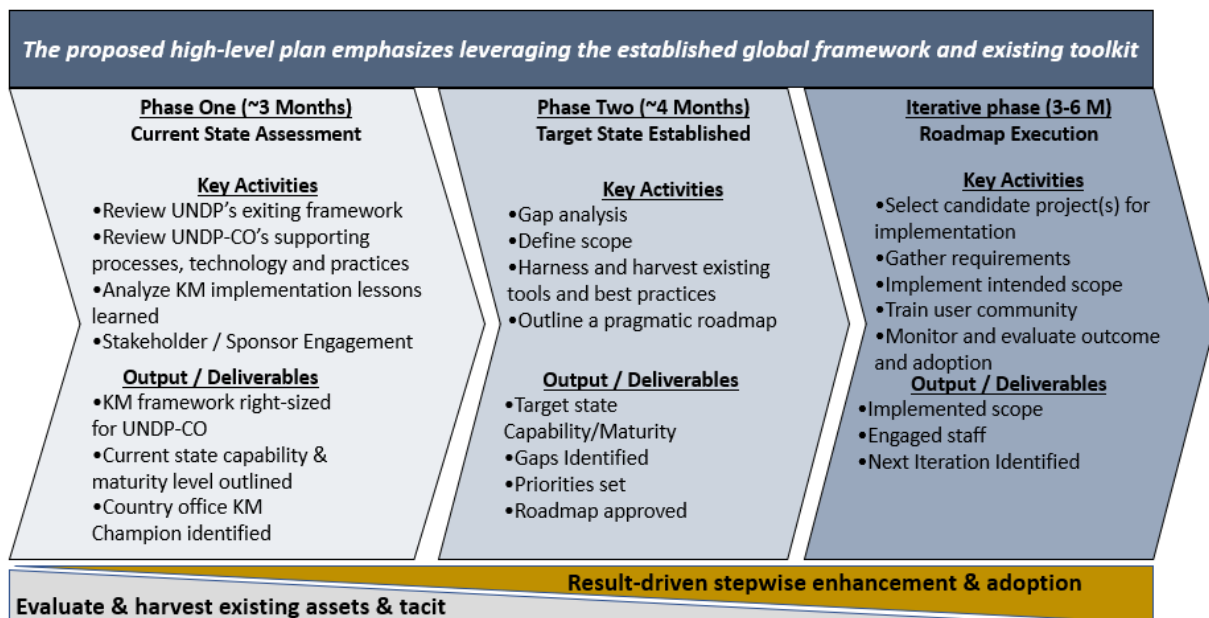
Broader Recommendations

280. It is clear with the 20/20 vision hindsight brings that the Project's partners were not ready to implement this project at the outset. The DWNP's inexperience in undertaking GEF projects and knowledge of GEF culture and requirements, should have been identified as a potential risk from the outset, together with expectations of the NIM. Readiness was a gap and the slow project start-up phase may have held the Project back from hitting the ground running and firing on all cylinders. In a previous evaluation the TE team primed another department of KeTSA, through consultative workshops, to de-mystify basic concepts which are taken for granted in the UN universe, to harmonize expectations and ensure common understanding. Perhaps the GEF should consider a pre-inception phase for training, alignment of accountabilities, creating a project handbook and agreeing on administrative, financial and procurement procedures. There are a number of significant challenges that pose risks to the project, including procurement delays, slow response times from stakeholders to provide feedback, and inefficient bureaucratic processes. The pre-inception phase should take pains to align on these expectations and set Service Level Agreements for the Project before it gets to implementation. On the issue of country ownership, the GEF must do more, in marketing terms, to position itself better to differentiate itself from other donors or the important message it is bringing with its funds about global biodiversity will be lost.
281. A pre-inception phase should also include full risk management assessment and the GEF should recommend, as best practice, to bring on a risk professional to teach proper risk management and mitigation practices to project partners and stakeholders. This is especially relevant given that in the PAF Project, a risk that was deemed low probability actually materialized and is likely to affect its results and sustainability for the foreseeable future.
282. UNDP's ability to inform national policies and link community-level initiatives with national programmes lies in demonstrating well-tested programme models. As such, UNDP's convening power was instrumental in raising the profile of the PAF Project and it plays an essential role in operationalizing national environment and development priorities, enabling a vital and neutral platform for the engagement of various government actors and resolution of conflicts. In many respects while the Project was NIM implemented, the DWNP relied heavily on the UNDP-CO's leadership and guidance to overcome barriers to implementation. Given the size of the portfolio there is a need to increase the UNDP-CO capacity at the Programme Officer level in performing its oversight and quality assurance roles and responsibilities as per UNDP and GEF requirements.
283. Projects are only as strong as their weakest link and more so in multi-level projects like this one. Procurement and contracting requires strengthening. These were persistent

bottlenecks and significantly contributed to key pieces of work not being delivered on time nor being leveraged in a meaningful way; the delay in TEEB is a missed opportunity and blow to the project's core objective. In keeping with NIM requirements, the UNDP-CO mostly took a hands-off approach (aside from regular meeting cadence). This was partly due to bandwidth issues from unfilled vacancies at the country office which put undue burden and workload on the Programme Officer. When there were external problems, the Programme Officer used their neutrality to try and resolve political / project conflicts, as well as help nurture rapport with new senior personnel during times of turbulence. However, such a hands-off approach cannot be viewed as a complete success and closer involvement would undoubtedly have helped minimize delays. It would also have improved the function of the Steering Committee to help to push the financial sustainability aims of the project to higher levels within the Ministries.

284. There are opportunities that a robust knowledge management strategy can bring to the UNDP-CO. The dramatic success of knowledge-sharing networks and initiatives within the UN system is a compelling argument for it to invest in a deeper awareness, connections and knowledge within its portfolio for improving organizational effectiveness. To succeed, knowledge management must be fully integrated into how each organization operates. Introducing knowledge management as a core business process requires transformational change which can be complex and difficult. However, this need not be a sophisticated technology deployment as existing tools and platforms within the UN such as SharePoint exist. It is recommended that an internal project be initiated at the UNDP-CO to benefit from the knowledge and information it produces. Figure 24 provides a high-level plan to advance knowledge-management at the UNDP-CO.

Figure 24: Indicative Knowledge Management Plan



285. Realization of Knowledge Management will be based on the following critical success factors:

- Identify a UNDP-CO ‘Champion’;
- Leverage proven established KM enabling assets (framework, processes and technology) and tacit (knowledge and experience / lessons learned);
- Identify critical knowledge domains that will promote and enable country office’s portfolio delivery and sustainability of the project/program’s outcomes;
- Define a pragmatic, achievable, stepwise rollout plan;
- Link staff performance to adoption and their constructive participation;
- Focus the initial scope on go-forward knowledge whilst introducing historical content pragmatically;
- Harvest and harness UNDP and UN’s institutional knowledge base (people & content).

Table 15: Recommendation Summary with Recommended Priority and Responsible Party

Recommendation	Priority	Responsible Party
Project-Specific Recommendations		
It is strongly recommended to wind down the TEEB and Sustainable Financing Plans and take them up as part of a separate initiative. The imperative of completing this activity for the sake of checking off a deliverable should be reconsidered as it would be detrimental to the long-term narrative this output will establish; it is better to get it right than to rush and squeeze it into the remaining time. The results are much too important for the national context and will set the tone of future conversations and investments and therefore, needs to be uncompromised.	High	UNDP-CO
The window of opportunity to ensure PA financing is entrenched in the 12 th Malaysia Plan 2021 - 2025 is closing quickly; it is recommended that monthly meetings between the UNDP-CO, GEF OFF and KeTSA are held to align on priorities and ensure strategies are developed to penetrate the consultation process with key recommendations and issues to be reflected.	High	UNDP-CO / KeTSA / EPU / GEF OFF
Projects need to institutionalize the products and services they produce to ensure sustainability through defined accountability and well-established ownership. Operational readiness ought to be a mandatory phase in GEF projects in parallel to the terminal evaluation with a runway of at least six months to document processes and knowledge to be transitioned to respective owners. The Terminal Evaluation would therefore not be a point in time, but would be implemented in stages to document the smooth handover and transitioning of operations.	High	GEF / UNDP-CO

The NFPA should be viewed as roadmap. It documents the necessary steps, governance and strategic actions to maintain a healthy and well-financed PA network in Malaysia. At the very minimum, efforts should be taken to operationalize it post-project and ensure there is a clear owner within KeTSA.	High	KeTSA
The three NFPA regional working groups, that were stalled due to COVID-19, need to be established immediately to implement the recommendations of the NFPA and update the PA Master List on a regular basis.	High	KeTSA
IBD is presently is under DWNP and therefore, its Directors, teaching staff and rangers are bound by the rotation policy of the Public Service Department i.e. subject to transfers to other branches of DWNP in Peninsular Malaysia. For IBD to become an effective Centre of Excellence in training PA managers irrespective of agencies it should become its own entity. This would enable IBD to retain a permanent pool of trained personnel, develop specialized courses depending of various PA agencies and PA official's needs, provide consultation and technical services and be sustainably funded from the Ministry and other financial mechanism. A follow up: future initiatives specifically focused on IBD and building up on the activities developed under this project would greatly benefit PA management in Malaysia.	High	KeTSA / DWNP
Going forward, revenue opportunities should scaled-up and spin-off initiatives should seek mechanisms to expand the revenue streams, including Payment for Ecosystem Services, debt for nature swaps or the creation of dedicated endowments for the parks themselves. It would also be interesting to trial one business plan for an entire protected area including all aspects of its operations and touch points with other sectors.	Medium	KeTSA / DWNP / All 3 PA Agencies
The UNDP-CO should leverage its expertise in gender responsiveness and in-house capacity when the gender officer vacancy is filled to act as a “floating” resource to support projects within the portfolio.	Medium	UNDP-CO
Some strengthening at Ministry level is needed in terms of capacity and governance. A permanent secretariat, where the officers are not subjected to frequent transfers, ought to be established to handle and expand the NCTF, coordinate the ecological fiscal transfer for conservation to the states and implement other sustainable financial mechanisms.	Medium	KeTSA / NCTF NSC
The legal work was a significant value-added and novel concept to the project. While introduced during implementation and not strictly in scope, other projects of similar nature should consider such activities due to their spin off benefits.	Medium	UNDP-CO
Broader Recommendations		
UNDP's ability to inform national policies and link community-level initiatives with national programmes lies in demonstrating well-tested programme models. As such, UNDP's convening power was	High	UNDP-CO

<p>instrumental in raising the profile of the PAF Project and it plays an essential role in operationalizing national environment and development priorities, enabling a vital and neutral platform for the engagement of various government actors and resolution of conflicts. In many respects while the Project was NIM implemented, the DWNP relied heavily on the UNDP-CO's leadership and guidance to overcome barriers to implementation. Given the size of the portfolio there is a need to increase the UNDP-CO capacity at the Programme Officer level in performing its oversight and quality assurance roles and responsibilities as per UNDP and GEF requirements.</p>		
<p>Projects are only as strong as their weakest link and more so in multi-level projects like this one. Procurement and contracting requires strengthening. These were persistent bottlenecks and significantly contributed to key pieces of work from being delivered on time to be leveraged in a meaningful way; the delay in TEEB is a missed opportunity and blow to the project's core objective.</p>	High	UNDP-CO
<p>It is clear with the 20/20 vision hindsight brings, that the Project's partners were not ready to implement this project at the outset. The DWNP's inexperience in undertaking GEF projects, knowledge of GEF culture and requirements, should have been identified as a potential risk from the outset, together with expectations of the NIM. Readiness was a gap and the slow project start-up phase may have held the Project back from hitting the ground running and firing on all cylinders. In a previous evaluation the TE team primed another department of KeTSA, through consultative workshops, to de-mystify basic concepts which are taken for granted in the UN universe, to harmonize expectations and ensure common understanding. Perhaps the GEF should consider a pre-inception phase for training, alignment of accountabilities, creating a project handbook and agreeing on administrative, financial and procurement procedures.</p>	Medium	GEF / UNDP-CO
<p>There are opportunities that a robust knowledge management strategy can bring to the UNDP-CO. The dramatic success of knowledge-sharing networks and initiatives within the UN system is a compelling argument for it to invest in a deeper awareness, connections and knowledge within its portfolio for improving organizational effectiveness. To succeed, knowledge management must be fully integrated into how each organization operates. Introducing knowledge management as a core business process requires transformational change which can be complex and difficult. However, this need not be a sophisticated technology deployment as existing tools and platforms within the UN such as SharePoint exist. It is recommended that an internal project be initiated at the UNDP-CO to benefit from the knowledge and information it produces.</p>	Medium	UNDP-CO

4.3 Lessons Learned

286. There are a number of lessons to be learned from the project:

- ***Adaptive management in the face of adversity.*** The project demonstrated that even when things appear to go wrong, with adaptive management and re-focusing, positive results can be attained. In the circumstances of the Project, this entailed a shift of focus from the central level to working almost exclusively with partners at the level of the protected areas themselves. Indeed, this approach could also successfully work in other projects.
- ***Political processes such as elections can cause significant turbulence.*** The electoral processes that took place in 2018 of the Project, as well as the change in government in 2020 caused a major barrier to the implementation of the project. They can also significantly undermine the PA and conservation sector by changing personnel; they can lead to existing programmes and priorities being cancelled; they can lead to strategies being undermined – even if those strategies have been previously adopted. There is a loss of institutional memory when people are moved around. The designers of a project should be aware whether or not an electoral process will take place during a project's life; they should also be aware of the potential for upheaval as part of a proper risk assessment.
- ***Rigid management can be a bottleneck.*** Project staff at all levels need to be empowered, heard and part of the decision-making process. Complex management chains make communication and coordination difficult even when all parties act professionally and with good faith. It also leads to unnecessary turnover. In a transparent organization such as the UN, it is essential that knowledge flows up and down the management chain. This is the hallmark of effective projects and the cornerstone of the Secretary General's agenda on the repositioning of the United Nations development system.
- ***Steering Committees are more than just a reporting body.*** Made up of senior executives and thought leaders, they play an essential role to removing barriers and providing leadership to projects. They serve a broader purpose than reporting, but to be effective, it is essential to communicate not just what was achieved but rather what was planned and not achieved.
- ***Incentives and compelling arguments rooted in fact are needed to motivate the State government.*** Given the complexities and final say of the State over land matters, it is imperative to provide a strong value proposition for designating new PAs to meet the 2025 NPBD target. These must be grounded in strong economic arguments and may also include incentives for win-win outcomes.
- ***Gender by design.*** Gender considerations are much too important for the 2030 Agenda to be an afterthought. Projects should not be expected to shoehorn gender considerations retroactively into activities. Gender ought to be budgeted and thought out from the outset.
- ***Legal assessments and gap analyses are complimentary to Protected Area projects, especially in similar contexts to Malaysia, and are a significant value-added and novel concept to the project.*** Important lessons were learnt from the legal perspective such as from the gap analysis, with recommendations shedding light on important perspectives with respect to enactments, governance aspects, institutional reforms, trust fund issues, informing consultations and many other corollary benefits.

While introduced during implementation and not strictly in scope, other projects of similar nature should consider such activities due to their spin off benefits. The experience gained through the drafting process of the enactment, with the inclusion of new legal provisions aligned with international best practices, have created a model which through close engagement and technical exchange with UNDP's Environmental Legal Specialist and UNDP-CO's convening power can be applied elsewhere. There is tremendous replicability potential in the legal analysis work which was a welcome high-value addition to the project scope and should be encouraged to continue post-project.

ANNEX 1: SHORT PROFILE AND BIOGRAPHIES OF THE TERMINAL EVALUATION TEAM

Lead Evaluator: Camillo Ponziani

As Director of Professional Services at GEF Consulting Inc., Camillo Ponziani is a motivated leader and program management professional with a proven talent in bridging the gap between strategy and execution. Camillo is genuinely passionate about understanding the big picture and helping organizations map out their current and desired business goals and assisting clients towards realizing their full potential.

Prior to joining GEF Consulting Inc., Camillo held various senior management roles within the United Nations system. Camillo has worked and consulted for UN organizations and specialized agencies including the Global Environment Facility, UNDP Drylands Development Centre, UN Environment, UNOCHA and UNOPS, as well as the Secretariats of the Convention on Biological Diversity, Convention on Migratory Species and African-Eurasian Waterbird Agreement. He has also led consulting assignments within the public and private sectors including at eHealth Ontario and the Greater Toronto Airports Authority, where he led teams through a myriad of business and information technology transformation initiatives that have driven impact across multiple business units.

While at the Secretariat of the Convention on Biological Diversity, Camillo was responsible for helping set the strategic direction of the post-2020 biodiversity framework, managed a technical and scientific cooperation portfolio and established a Program Management Office. He also helped internalize the Secretary General's management and development reforms to scale-up the delivery of the 2030 Agenda for Sustainable Development within the Secretariat.

With fifteen years' experience within the UN international system, Camillo brings a wealth of biodiversity, protected area and natural resource management experience and knowledge of UN practices and has also led the design, management and evaluation of numerous GEF financed projects throughout his career.

Environmental Finance Expert: Feraidoon Khosravi

Feraidoon Khosravi is a results-oriented, driven and strategic transformation professional bringing 20+ years' experience in strategic-level innovation, knowledge, information and technology management and consulting, serving high profile organizations in a wide variety of business sectors, combined with a solid track record in providing comprehensive business value in the areas of enterprise analytics and information management, strategic innovation, architecture, governance and risk management, regulatory compliance and technology implementation.

As a senior executive, he has led several complex business transformations over his career, demonstrating a prioritized inventory of competencies in high performance team leadership, complex project management, and departmental financial accountability required for an executive to optimally manage the enterprise wide business strategies. Feraidoon's approach brings a unique conceptual framework for visualizing and organizing the ground-up development of new business units and enterprises, as well as charting out transformation roadmaps and adaptive management planning. He is a thought leader who fosters two-way communication with staff and can mobilize the required resources within tight deadlines without compromise to quality.

A Master's degree in Management Sciences (MMS) in Sustainability Management (SUSM) from the University of Waterloo has enabled Feraidoon to leverage his two decades experience in leadership positions focused on advancing the use of evidence and information in decision-making nationally and

has allowed him to pivot from the private sector to international development, with a specialized focus on public health, biodiversity conservation and natural resource management. Over the past several years Feraidoon consulted for several UN organizations and specialized agencies including the Global Environment Facility, UNDP and the Secretariat of the Convention on Biological Diversity, where he reviewed a pivotal and comprehensive reform of an innovation programme and trajectory of the technical and scientific cooperation portfolio in line with the post-2020 Global Biodiversity Framework, while also helping build a robust and dynamic evaluation office.

Social and Gender Expert: Yuenmei Wong

Yuenmei Wong is a consultant specializing in Gender and Social Inclusion for international development agencies including the International Domestic Workers Federation (IDWF), HIV/AIDS Technical Support Facility (TSF), and the United Nations Population Fund (UNFPA); government agencies including the Malaysian Ministry of Women, Family and Community Development and the Selangor State Government; and civil society organizations, including Women's Development Collective.

A Fulbright Fellow, she has been awarded grants from the Rockefeller Foundation and the U.S. Department of State. With more than 20 years' experience, she has lived and worked in Malaysia, Singapore, USA, Japan, and China.

Yuenmei has a Master's Degree in Women's Studies from the University of Maryland, College Park; a Master's Degree in Communication, and an Honours Degree (major in Film, minor in Political Science) from the Science University of Malaysia, Penang.

ANNEX 2: TERMS OF REFERENCE FOR LEAD EVALUATOR, ENVIRONMENTAL FINANCE EXPERT & SOCIAL AND GENDER EXPERT

BASIC CONTRACT INFORMATION

Location: Home-based with travel to Putrajaya, States of Pahang, Johor and Perak, Malaysia
Application Deadline: 13 December 2019
Additional Category: Sustainable Development and Poverty Reduction
Type of Contract: Individual Contract
Post Level: International Consultant
Languages Required: English
Starting Date: 20 December 2019
Duration of Initial Contract: 60 man-days between 20 December 2019 - 30 June 2020
Expected Duration of Assignment: 60 man-days between 20 December 2019 - 30 June 2020

BACKGROUND

In accordance with UNDP and GEF monitoring and evaluation policies and procedures, all full and medium-sized UNDP supported GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference set out the expectations for a Terminal Evaluation (TE) of the Enhancing Effectiveness and Financial Sustainability of Protected Areas in Malaysia (PAF) (PIMS# 3967).

Project Summary:

PIMS: 3967

Project title: Enhancing Effectiveness and Financial Sustainability of Protected Areas in Malaysia (PAF)
GEF financing: USD 5,600,000 Co-financing: USD 19,500,000
Implementing partner: Department of Wildlife and National Parks Project start date: 5 June 2012
Project closing date: 5 June 2018 (original), 3 June 2020 (approved extension)

Objective and Scope:

The PAF project was developed to address systemic issues in different protected area (PA) networks in Malaysia, where they are largely characterized as sub-optimally managed and severely under-financed. There are four main reasons: (i) non-existent uniform system of national PAs under a common umbrella for achievement of biodiversity conservation goals; (ii) insufficient understanding of the economic value of the PAs and essential contribution they make to national development; (iii) insufficient incentives on the part of the state government to invest in PA management due to the perception that they are foregoing revenue generation opportunities through other forms of land use; and (iv) sub-optimal capacity at the PA management agencies for site management and PA system management.

The project aims to establish a uniform national wildlife PA system in Peninsular Malaysia and to establish a performance-based financing structure to support effective PA system management through interventions in three project outcomes:

Outcome 1 - Systemic & Institutional Capacities to manage and financially support a national PA System

Outcome 2 - Technical and institutional capacities to manage sub-national PA networks, including capacities for effective financial management

Outcome 3 - Effective site-level PA management

The inception phase was held between June 2012 to October 2013. The midterm review was conducted in March to November 2017. Signed project document can be referred at <https://www.my.undp.org/content/dam/malaysia/docs/Protected%20Areas%20ProDoc.pdf>.

The terminal evaluation (TE) will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

Evaluation Approach and Methods:

An overall approach and method³⁵ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects at <http://web.undp.org/evaluation/documents/guidance/GEF/UNDP-GEF-TE-Guide.pdf>. A set of potential questions covering each of these criteria can be referred to Annex 4 of the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects! The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular, GEF operational focal point, UNDP Country Office, project team, UNDP-Global Environmental Finance Regional Technical Adviser based in Bangkok and key stakeholders. The evaluator is expected to conduct a field mission to Putrajaya, Taman Negara National Park in the State of Pahang, Royal Belum State Park in the State of Perak and Endau-Rompin National Park in the State of Johor in Malaysia. Interviews will be held with the following organizations and individuals at a minimum: Department of Wildlife and National Parks Peninsular Malaysia, Perak State Park Corporation, Johor National Park Corporation, Ministry of Energy and Natural Resources, Ministry of Economic Affairs, UNDP Malaysia Country Office, local communities and NGOs who are active in these protected areas. Detailed list of stakeholders will be given upon confirmation of assignment. The evaluation must provide evidence-based information that is credible, reliable and useful.

The evaluator will review all relevant sources of information, such as the project document, project reports - including Mid-Year Progress Report, Annual Project Report, Project Implementation Review (PIR), project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. The project team will provide a list of documents to the evaluator for review.

Evaluation Criteria & Ratings:

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see Project Document), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of relevance, effectiveness, efficiency, sustainability and impact. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are in page 34 of the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects.

³⁵ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

Project Finance/Co-finance:

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data with evidence to complete the GEF co-financing template (Annex 3), which will be included in the terminal evaluation report.

Mainstreaming:

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender. Country Programme Action Plan between Government of Malaysia and UNDP, and the Independent Country Programme Evaluation 2019 shall be referred.

Impact:

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.³⁶

Conclusions, Recommendations and Lessons:

The evaluation report must include a chapter providing a set of conclusions, recommendations and lessons.

Implementation Arrangements:

The principal responsibility for managing this evaluation resides with the UNDP CO in Malaysia. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

DUTIES AND RESPONSIBILITIES**Scope of Work:**

The **Lead Evaluator** will perform the key tasks as follows:

- Lead and assign division of work National Experts in Environmental Finance and Social & Gender who will jointly conduct the terminal evaluation. This will be indicated in the detailed work plan.
- Conduct a document review of project documents i.e. Country Programme Action Plan (CPAP) 2016-2020 between UNDP and Government of Malaysia, Project Identification Form (PIF), UNDP Initiation Plan, Project Document, Social and Environmental Screening Policy (SESP), Project Inception Report, Project Implementation Reviews (PIR), Finalized GEF focal area Tracking Tools, Project Appraisal Committee meeting minutes, Financial and Administration guidelines used by Project Team, project operational guidelines, manuals and systems, etc.; provided by UNDP Malaysia Country Office and Project Team.

³⁶ A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)

- Prepare the TE inception report detailing evaluation approach and method, evaluation questions and criteria matrix, list of stakeholders, field mission schedule, overall work plan and TE report outline and content.
- Plan and facilitate in a TE inception workshop during the field mission to clarify their understanding of the objectives and methods of the TE.
- Conduct field mission with TE team that consist of interviews with stakeholders who have project responsibilities and site visit to the project landscape areas.
- Assess the following four categories of project progress based on the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects for requirements on ratings. No overall rating is required.
- Produce a draft final TE report with TE team members.
- Plan and conduct the TE concluding workshop.
- Finalize and submit the final TE report to UNDP.

The **Environment Finance Expert** will perform the key tasks as follows:

- Jointly conduct the terminal evaluation with Social and Gender Expert under the supervision of Lead Evaluator, with primary focus on the project progress and achievement towards project objective and outcomes related to sustainable finance for effective protected area management. This will be indicated in the detailed work plan.
- Conduct a document review of project documents i.e. Country Programme Action Plan (CPAP) 2016-2020 between UNDP and Government of Malaysia, Project Identification Form (PIF), UNDP Initiation Plan, Project Document, Social and Environmental Screening Policy (SESP), Project Inception Report, Project Implementation Reviews (PIR), Finalized GEF focal area Tracking Tools, Project Appraisal Committee meeting minutes, Financial and Administration guidelines used by Project Team, project operational guidelines, manuals and systems, etc.; provided by UNDP Malaysia Country Office and Project Team.
- Prepare the TE inception report detailing evaluation approach and method, evaluation questions and criteria matrix, list of stakeholders, field mission schedule, overall work plan and TE report outline and content.
- Plan and facilitate in a TE inception workshop during the field mission to clarify their understanding of the objectives and methods of the TE.
- Conduct field mission with TE team that consist of interviews with stakeholders who have project responsibilities and site visit to the project landscape areas.
- Assess the following four categories of project progress based on the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects for requirements on ratings. No overall rating is required.
- Produce a draft final TE report with TE team members.
- Plan and conduct the TE concluding workshop.
- Finalize and submit the final TE report to UNDP.

The **Social and Gender Expert** will perform the key tasks as follows:

- Jointly conduct the terminal evaluation with Environmental Finance Expert under the supervision of Lead Evaluator, with primary focus on the project progress and achievement towards project objective and outcomes related to gender mainstreaming and local & indigenous communities. This will be indicated in the detailed work plan.
- Conduct a document review of project documents i.e. Country Programme Action Plan (CPAP) 2016-2020 between UNDP and Government of Malaysia, Project Identification Form (PIF), UNDP Initiation Plan, Project Document, Social and Environmental Screening Policy (SESP), Project Inception Report, Project Implementation Reviews (PIR), Finalized GEF focal area Tracking Tools, Project Appraisal Committee meeting minutes, Financial and Administration guidelines used by Project Team, project operational guidelines, manuals and systems, etc.; provided by UNDP Malaysia Country Office and Project Team.
- Prepare the TE inception report detailing evaluation approach and method, evaluation questions and criteria matrix, list of stakeholders, field mission schedule, overall work plan and TE report outline and content.

- Plan and facilitate in a TE inception workshop during the field mission to clarify their understanding of the objectives and methods of the TE.
- Conduct field mission with TE team that consist of interviews with stakeholders who have project responsibilities and site visit to the project landscape areas.
- Assess the following four categories of project progress based on the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects for requirements on ratings. No overall rating is required.
- Produce a draft final TE report with TE team members.
- Plan and conduct the TE concluding workshop.
- Finalize and submit the final TE report to UNDP.

DELIVERABLES

- TE Inception Report including field mission programme: TE team clarifies objectives and methods of the Terminal Evaluation no later than 4 weeks before the field mission. To be sent to UNDP Malaysia Country Office and project management. Approximate due date: 10 January 2020
- Planning of Field Mission: 10 January- 9 February 2020
- Field mission: 10 - 28 February 2020
- PowerPoint Presentation: Initial Findings presented to project management, stakeholders and UNDP Malaysia at the end of the TE field mission. Approximate due date: 27 February 2020
- Draft Final Report: Full draft report with annexes within 6 weeks of the TE field mission.
- Approximate due date: 10 April 2020
- TE concluding workshop. Approximate due date: 22 - 23 April 2020
- Final Report*: Revised report with annexed audit trail detailing how all received comments have (and have not) been addressed in the final TE report. To be sent to the UNDP Malaysia within 2 weeks of receiving UNDP and stakeholders' comments and feedback from the TE concluding workshop. Approximate due date: 31 May 2020

*The final TE report must be in English. If applicable, UNDP Malaysia may choose to arrange for a translation of the report into Malay language- the official language more widely shared by national stakeholders.

Timeframe:

The total duration of the assignment will be 60 working days starting 20 December 2019 and shall not exceed 30 June 2020.

- 20 December 2019 - 10 January 2020: Prep the TE team (handover of project documentation)
- 10 - 24 January 2020: Document review and preparing TE Inception Report
- 25 January - 9 February: Finalization and validation of TE Inception Report, and preparation of field mission
- 10 - 27 February: Field mission: stakeholder meetings, interviews, field visits
- 28 February: Mission wrap-up meeting & presentation of initial findings
- 29 February- 10 April: Preparing draft report
- 11 - 21 April: Preparing for TE concluding workshop
- 22 - 23 April: Conduct TE concluding workshop
- 24 April - 15 May: Incorporating audit trail on draft report/finalization of TE report
- 16 - 31 May: Further feedback and acceptance of TE report by UNDP
- 30 June 2020: Expected date of full TE completion

TERMS OF PAYMENT

The payments will be performance-based and regularly assessed by UNDP Malaysia Country Office. The breakdown of payment is as follow:

1. 10% upon submission and acceptance of detailed work plan and indicative field mission plan
2. 30% upon submission and acceptance of the inception report
3. 40% upon submission and acceptance of the 1st draft terminal evaluation report
4. 20% upon submission and acceptance of the final terminal evaluation report by UNDP Country Office and UNDP Regional Technical Adviser

DUTY STATION

All travel within Malaysia will be arranged and provided by UNDP Malaysia and Project Team except international travel from home base to Putrajaya, Malaysia. Accommodation and meals will be provided for in-country travel.

Travel:

- International travel will be required to Kuala Lumpur, Malaysia during the field mission;
- UNDSS BSAFE course must be successfully completed prior to commencement of travel;
- Individual Consultants are responsible for ensuring they have vaccinations/inoculations when travelling to certain countries, as designated by the UN Medical Director.
- Consultants are required to comply with the UN security directives set forth under <https://dss.un.org/dssweb/>.

COMPETENCIES**Lead Evaluator:**

The Lead Evaluator cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have conflict of interest with project related activities.

Functional competencies:

- Extensive knowledge in biodiversity and ecosystems;
- Familiar with the United Nations Convention on Biological Diversity (CBD) and IUCN's Programme on Protected Areas;
- Sound analytical and organizational skills;
- Excellent communication and writing skills.

Corporate Competencies:

- Demonstrates integrity by modelling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism;
- Fulfils all obligations to gender sensitivity and zero tolerance for sexual harassment;
- Demonstrates integrity by modelling the UN's values and ethical standards.

Education:

Minimum Master's Degree or equivalent in conservation biology, ecology, environmental studies (science and/or management), natural resources, protected area/park management or related field.

Experience:

- Experience with result-based monitoring and evaluation methodologies for at least 15 years;
- Experience working with UNDP or GEF evaluations for at least 10 years;
- Experience working in Malaysia, South-East Asian or Asia-Pacific region for at least 5 years;
- Technical knowledge in conservation and protected area, conservation biology and/or landscape ecology for at least 10 years;
- Demonstrated experience in the application of GIS/remote sensing and image analysis
- related to biodiversity and ecosystems will be an asset.

Language:

Excellent command of English.

Environmental Finance Expert:

The Environmental Finance Expert cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have conflict of interest with project related activities.

Functional competencies:

- Extensive knowledge in finance for biodiversity conservation;
- Familiar with the United Nations Convention on Biological Diversity (CBD) and IUCN's Programme on Protected Areas;
- Sound analytical and organizational skills;
- Excellent communication and writing skills.

Corporate Competencies:

- Demonstrates integrity by modelling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism;
- Fulfills all obligations to gender sensitivity and zero tolerance for sexual harassment;
- Demonstrates integrity by modelling the UN's values and ethical standards.

Education:

Minimum Master's Degree or equivalent in environmental economics, conservation finance, public finance or related field.

Experience:

- Experience with result-based monitoring and evaluation methodologies for at least 5 years;
- Experience working with UNDP or GEF evaluations for at least 2 years;
- Experience working in Malaysia, South-East Asian or Asia-Pacific region for at least 5 years;
- Technical knowledge in finance for conservation and protected area for at least 10 years.

Languages:

Excellent command of English and Malay.

Social and Gender Expert:

The Social and Gender Expert cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have conflict of interest with project related activities.

Functional competencies:

- Extensive knowledge in gender mainstreaming and community development in biodiversity conservation;
- Familiar with the United Nations Convention on Biological Diversity (CBD) and IUCN's Programme on Protected Areas;
- Sound analytical and organizational skills;
- Excellent communication and writing skills.

Corporate Competencies:

- Demonstrates integrity by modelling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism;

- Fulfills all obligations to gender sensitivity and zero tolerance for sexual harassment;
- Demonstrates integrity by modelling the UN's values and ethical standards.

Education:

Minimum Master's Degree or equivalent in anthropology, gender studies, social science

Experience

- Experience with result-based monitoring and evaluation methodologies for at least 2 years;
- Experience working with UNDP/GEF or related evaluations for at least 2 years;
- Experience working in Malaysia, South-East Asian or Asia-Pacific region for at least 3 years;
- Technical knowledge in gender and social science for at least 5 years.

Language

Excellent command of English and Malay.

ANNEX 3: LIST OF DOCUMENTS REVIEWED

- Project Document
- Project Inception Report
- Transcribed voice recordings and minutes of all meetings and conference calls
- Annual Progress Reports (APRs)
- Annual Work Plans (AWPs)
- Combined Delivery Reports (CDRs)
- Project Implementation Reviews (PIRs)
- National Steering Committee (NSC) Progress Reports
- Management Effectiveness Tracking Tool (METT) Reports
- National Framework for PA
- National Policy on Biodiversity (2016-2025)
- PA Financing Mid-Term Review
- Royal Belum State Park Management Plan (2018-2027)
- Taman Negara National Park Management Plan (2018-2027)
- Endau-Rompin Johor National Park Management Plan (2017-2026)
- Business Plans

ANNEX 4: TE MISSION ITINERARY

	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
Fri, 07th Feb		Consultants from GEF Consulting Inc. Depart Canada @ 09:35				
Sat, 08th Feb		Consultants from GEF Consulting Inc. arrive in Malaysia @ 23:20. Check in to Hotel				
Sun, 09th Feb		Rest and Recuperation				
DAY 1						
Mon, 10th Feb	8.30 am - 10.00 am	Kickstart Meeting	UNDP	UNDP CO, Evaluators, PAF Project Management Unit		UNDP Office
	10.00 am - 11.00 am	Meeting with (previous) NPD	Dr. Sivananthan T. Elagupillay			UNDP Office
	12.30 pm - 2.00 pm	Lunch				
	2.00 pm - 3.00 pm	Meeting with Mr. Chang Yii Tan	PE Research			DWNP
DAY 2						
Tues, 11th Feb	9.00 am	Check out. Travel to Ipoh, Perak		Muthu, Sharul		
	12.00 noon	Lunch in Ipoh				
	2.00 pm - 2.30 pm	Skype meeting with Gabriel	UPEN Perak			

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	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
	2.30 pm - 4.30 pm	Meeting with UPEN Perak, PSPC, DWNP Perak and PAFP Team	UPEN Perak	Muthu, Sharul		
	4.30 pm - 5.00 pm	Tea break	UPEN Perak			
	5.00 pm - 6.30 pm	Skype meeting with Mgmt Plan team.	UPEN Perak			
	7.00 pm	Check in to hotel				
Overnight in Ipoh						
DAY 3						
Wed, 12th Feb	8.30 am	Check out. Travel to Gerik		Muthu, Sharul		
	10.30 am	Visit to Kg. Klewang in Royal Belum	Visit Orang Asli kampong; trails building supported by Project			TN Royal Belum
	1.00 pm – 2.00 pm	Lunch at RB Jetty / Gerik	TN Royal Belum			
	3.00 pm	Meeting with State agencies / NGOs	Gerik			PSPC Office
	5.00 pm	Check in to hotel				
Overnight in Gerik						
DAY 4						
Thurs, 13th Feb	9.00 am	Check out				

	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
Travel to KL						
Check in to Zenith						
DAY 5						
Fri, 14th Feb	9.00 am – 10.00 am	Meeting with Biodiversity and Forestry Management Division, Ministry of Energy and Natural Resources (KeTSA)	KeTSA (Kementerian Air, Tanah dan Sumber Asli)	Muthu, Ange		KeTSA
	11.00 am 12.00 noon	Meeting with DWNP staff	DWNP staff	Muthu, Sharul		DWNP HQ
	3.00 - 4.30 pm	Opening Meeting with DWNP	KP / TKP1 / TKP2 / NPD DWNP			
DAY 6						
Sat, 15th Feb	Rest Day					
DAY 7						
Sun 16th Feb	9.00 am	Check out from Zenith Hotel.				
Travel to Johor Bahru				Muthu, Sharul		
	3.00 pm	Check in to hotel				
Overnight in JB						

	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
DAY 8						
Mon, 17th Feb	8.00 am	Check out from Bello Hotel		Muthu, Sharul		
	8.30 am - 10.00 am	Meeting with UPEN Johor	UPEN Johor			JNPC Office
	10.30 am – 12.00 pm	Meeting with JNPC	JNPC			JNPC Office
		Lunch				
	2.00 pm	Travel to Kahang	Endau Rompin			
	4.00 pm	Travel to Kg Peta, Endau Rompin.	Endau Rompin			
	6.00 pm	Check in to NREC	Endau Rompin			
Overnight in Endau Rompin						
DAY 9						
Tues, 18th Feb	7.30 am – 12.30 pm	Meeting with Orang Asli in Kg Peta, Endau Rompin. Checkout.	Endau Rompin	Muthu, Sharul		Kg Peta
	12.30 pm – 2.00 pm	Lunch				
	2.00 pm – 7.00 pm	Travel to KL. Check in				
DAY 10						

	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
Wed, 19th Feb	9.00 am	Travel to Taman Negara Pahang, Kuala Tahan.		Muthu, Sharul		
	4.00 pm	Check in to Mutiara TN Resort				
DAY 11						
Thurs, 20th Feb	9.00 am - 10.30 am	Meeting with Taman Negara Pahang	TNP	Muthu, Sharul		TNP
	11.00 am - 12.30 pm	Meeting with Mutiara	Mutiara Staff			
	2.30 pm – 5.00 pm	Site visit to Batek community and canopy				
Overnight in Taman Negara						
DAY 12						
Friday, 21st Feb	7.00 am	Breakfast and Check out.				
	7.30 am	Travel to IBD				
	10.00 am	Meeting with IBD and Krau				
	12.00 pm	Travel back to kl				
		Check in to Zenith				
DAY 13						

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	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
Sat, 22nd Feb	Rest Day					
DAY 14						
Sun, 23th Feb	Rest Day					
DAY 15						
Mon, 24th Feb	9.30 am – 12: 00 pm	Meeting with NGOs and private foundation	WWF, WCS, MNS, Yayasan Hasanah (30 min slot each)	Muthu/Sharul		DWNP HQ
	12:00pm - 1:30pm	Lunch				
	2:00pm - 4:30 pm	(Tentative) Meeting with MEA/SEASSA	MEA / SEASSA	Ange		MEA Office
	4.30 pm	Travel back to Hotel				
DAY 16						
Tue, 25th Feb	9.00am - 11.00 am	Meeting with FRIM	FRIM	Muthu		FRIM
DAY 17						
Wed, 26 Feb	9.30 am – 12.00 pm	Final briefing with UNDP - timeline for TE report and further information/documentation request	UNDP and PA Financing project	All		UNDP Office

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	Time	Item	Stakeholders	UNDP & Project Team	TE Team	Meeting Venue
	12.00 pm - 2.00 pm	Lunch				
	2.00 pm - 5.00 pm	TE team preparation	UNDP			
DAY 18						
Thurs., 27th Feb	Consolidation of Findings for Draft Report					
DAY 19						
Fri., 28th Feb	3:30 pm – 4:30 pm	Preliminary TE findings and observations	UNDP, MEA, DWNP, JNPC, PSPC, PAFP	All		UNDP office
DAY 20						
Sat., 29th Feb	Consultants from GEF Consulting Depart Malaysia @ 08:55					

ANNEX 5: SAMPLE QUESTIONS FOR DATA COLLECTION

1. Based on the experiences gained during the PAF project and how it has advanced the cause for enabling biodiversity in Malaysia, what are the key outcomes or undertakings that are significant towards a sustainable, financially sound model for Malaysia's PAs?
2. What other UNDP/GEF currently supported projects in Malaysia can leverage the outcomes and lessons learned from the PAF project?
3. Based on the PAF project progress to-date, in your opinion, what are a few of the activities and/or approaches undertaken that can be improved upon for future projects.
4. Do you believe this project has enhanced the collaboration between DWNP and state level agencies towards a financially sustainable PA system for Malaysia?
5. In your opinion, what are the key strengths of UNDP in support of projects of this magnitude and context? What can UNDP improve upon?
6. Any other comments/advice to improve upon for future projects of this modality and context?
7. What is the achievement, so far, of which you are most proud?
8. If you could go back in time, what would you change or do differently?
9. If you could go back in time, which activities would you definitely do again?
10. If the project had an extra USD 2 million and an extra two years, what else would you consider doing?
11. What are you doing to ensure take up/replication of the concept and processes in other landscapes?
12. What are the effects of inflation or changes in the exchange rates to the budgeting and/or expenditure?
13. Please give examples of how you are ensuring cost effectiveness?
14. Please provide all information on co-finance to date, including both cash and in-kind expenditure and a summary of the items on which the co-finance has been spent.
15. What is your role/relationship with the project?
16. What are you doing to ensure sustainability of the project's processes and impacts?

17. This (xxx) success seems very good: what did you do to achieve it?
18. Who are the partners (i.e., people actively working to the same goals) on the project?
19. 13. Who would you say *owns* the project?
20. Who are the stakeholders in the project (i.e., people that are involved in the project, either actively or passively or will be affected by the project in some way)?
21. Who prepares the TOR for all contracting?
22. Who signs the contracts?
23. Is the project having any useful (but unplanned) spin-offs?
24. Is the project having any detrimental or negative (but unplanned or unintended) impacts?
25. This is a UNDP project – what advantages or disadvantages does this bring?
26. If you were to re-write the Project Document, what would you change?
27. Who are the project's champions?

ANNEX 6: EVALUATION FRAMEWORK

Table 10: Evaluation Framework of Key Questions by Evaluation Category			
Evaluative Criteria	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
<p>Were the objectives and implementation strategies consistent with:</p> <p>i) global, regional and national environmental issues and needs;</p> <p>ii) expectations and needs of key stakeholder groups;</p> <p>iii) the UNDP mandate, programming and policies at the time of design and implementation;</p> <p>iv) GEF Biodiversity focal area's strategic priorities and operational programme.</p>	<p>Level of alignment with (contribution of results to) sub-regional environmental issues, UNDP mandate and policies at the time of design and implementation; and the BD1-SP1-PA Financing BD1-SP3-PA Networks</p> <p>Degree of coherence between the project and national priorities, policies and strategies</p> <p>Appreciation from national stakeholders with respect to adequacy of project design and implementation to national realities and existing capacities</p> <p>Level of involvement of government officials and other partners in the project design, inception and implementation process</p>	<ul style="list-style-type: none"> • Comparison of project document and annual reports and policy and programming documents (i.e. CPAP), strategy papers of local-regional agencies, GEF and UNDP • Interviews with UNDP-CO staff, PMU staff and governmental agencies • MTR report 	Desk review and interviews
<p>Did persons who would potentially be affected by the project have an opportunity to provide input to either its design and strategy?</p>	<p>Level of participation of persons potentially affected by the project.</p>	<ul style="list-style-type: none"> • Project document, inception report, stakeholder interviews 	Desk review, field visits and interviews

<p>Question to gauge adaptive management under “relevance”: To what extent did the (political, environmental, social, institutional) context change during project implementation and how did the project adapt to this/these change(s)?</p>	<p>Reported adaptive management measures in response to changes in context</p>	<ul style="list-style-type: none"> • Project progress reports/PIR • Interviews with project staff and key stakeholders 	<p>Desk review and interviews</p>
<p>Were gender and social inclusiveness considered in modifying the project strategy in the final two years of implementation?</p>	<p>Active stakeholder involvement from both men and women.</p> <p>Efforts to change SRF since MTR</p>	<ul style="list-style-type: none"> • Project document, inception report, stakeholder interviews • Disaggregated data 	<p>Desk review, progress reporting / PIR field visits and interviews</p>
<p>Were lessons from other projects, including those pertaining to gender and social issues, incorporated into the project strategy?</p>	<p>Reference of lessons learned from other projects, including those pertaining to gender and social issues, captured in design and planning.</p>	<ul style="list-style-type: none"> • Project document and stakeholder interviews 	<p>Desk review and interviews</p>
<p>Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?</p>			
<p>How successful was the project in realizing the core objective of a performance-based financing structure?</p>	<p>Output level indicators of Results Framework</p>	<ul style="list-style-type: none"> • Project progress reports/PIR • Tangible products (publications, studies, etc.) • Interviews with program staff, partner organizations in implementation, project beneficiaries 	<p>Desk review, field visits and interviews</p>
<p>How successful was the project in realizing the outcome to manage and financially support a national PA system</p>	<p>Output level indicators of Results Framework</p> <p>Institutional capacity in place to assess, plan and implement priority conservation management</p> <p>Clear National Policy for PA financial management</p>	<ul style="list-style-type: none"> • Project progress reports/PIR • Tangible products (publications, studies, plans etc.) Interviews with program staff, partner organizations in implementation, project beneficiaries • News / Press releases and ministerial statements 	<p>Desk review, field visits and interviews</p>
<p>How successful was the project in realizing the outcome to strengthen technical and</p>	<p>Output level indicators of Results Framework</p>	<ul style="list-style-type: none"> • Project progress reports/PIR • Tangible products (publications, studies, plans 	<p>Desk review, field visits and interviews</p>

institutional capacities to manage sub-national PA networks (including financial management)?		etc.) Interviews with program staff, partner organizations in implementation, project beneficiaries	
How successful was the project in realizing the outcome to improve site level PA management?	Output level indicators of Results Framework Gaps in operational budget has been reduced	<ul style="list-style-type: none"> • Project progress reports/PIR • Tangible products (publications, studies, plans etc.) Interviews with program staff, partner organizations in implementation, project beneficiaries • Operational costs and funding gaps 	Desk review, field visits and interviews
Were key stakeholders appropriately involved in producing the programmed outputs?	Stated contribution of stakeholders in achievement of outputs	<ul style="list-style-type: none"> • Citation of stakeholders' roles in tangible products (publications, studies, etc.) • Interviews with partners and project beneficiaries 	Desk review, field visits and interviews
Has the project been successful in influencing government agencies to mainstream “performance-based financing” structures for PA management into more accommodating policy, regulatory frameworks, federal/state supported programs?	Recommendations of project are actually included in policies, budgets and plans	<ul style="list-style-type: none"> • Annual project implementation reports • Interviews with economic planning and regulatory agencies and organizations that manage PA Budgets • Field visits to PAs and interviews with state entities 	Desk review, field visits and interviews
To what degree have the project products (e.g. studies, methodologies, etc.) been accessible to decision makers and other relevant stakeholders, and what effect has this had on financial strategies and management in the project intervention areas?	Indicators in the SRF	<ul style="list-style-type: none"> • SRF • Budget and planning documents 	Desk review, detailed document reviews during mission and interviews.
Have the tracking tools (METT, financial sustainability scorecard, capacity scorecard) shown improvements since the MTR?	Improved scoring (consistent upward trend) from respective tracking tools.	<ul style="list-style-type: none"> • Tracking tools, stakeholder interviews 	Desk review and interviews

What remaining barriers exist to achieving the project objective and can these be achieved post-project with little to no investment?	Identification of barriers and strategies to address the barriers	<ul style="list-style-type: none"> Progress reports, meeting minutes, stakeholder interviews 	Desk review, field visits and interviews
How has the project amplified, scaled-up and replicated the results to other areas in question (i.e. assisting individual wildlife PAs with areas over 20,000 ha in Peninsular Malaysia)?	Cooperation agreements, number of meetings	<ul style="list-style-type: none"> Progress reports, meeting minutes, stakeholder interviews 	Desk review, field visits and interviews
What lessons can be drawn regarding effectiveness for other similar projects in the future?	Impressions on what changes could have been made at design and / or implementation to improve the achievement of the expected result.	<ul style="list-style-type: none"> Interviews / questionnaire 	Interviews
Question to gauge adaptive management under “effectiveness”: Since the MTR, how is risk and risk mitigation being managed?	<p>How well are risks, assumptions and impact drivers being managed?</p> <p>What was the quality of risk mitigation strategies developed? Were these sufficient?</p> <p>Whether or not risks articulated in MTR have been addressed.</p>	<ul style="list-style-type: none"> Quality of risk mitigations strategies developed and followed articulated in progress reporting and PIRs 	Document analysis and interviews with PMU team
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
Did the project logical framework and work plans and any changes made to them use as management tools during implementation?	Timeliness and adequacy of reporting provided	<ul style="list-style-type: none"> Project documents and evaluations. 	Desk review of key documentation and interviews
To what degree of success was the project able to establish synergies with other initiatives such as BioFin that resulted in opportunities for increased cooperation and coordination between similar interventions?	Cooperation agreements / evidence of joint planning	<ul style="list-style-type: none"> Interviews with key stakeholders (partner organizations, other projects) Project products (publications, data) that show collaboration / 	Desk review, field visits and interviews

		complementation with other initiatives	
How was the operational execution vs. original planning (time wise)?	Level of compliance with project planning / annual plans	<ul style="list-style-type: none"> • Project progress reports/PIR • Interviews with project staff 	Desk review, field visits and interviews
How was the operational execution vs. original planning (budget wise)? Was the project implemented cost-effective?	Level of compliance with project financial planning / annual plans	<ul style="list-style-type: none"> • Project financial reports • Interviews with project staff 	Desk review, field visits and interviews
Were you afforded the resources (human and financial) to get the job done?	Annual plans vs. achievement of objectives	Interviews with project staff	Interviews and field visits
If present, what have been the main reasons for delay/changes in implementation? Have these affected project execution, costs and effectiveness?	List of reasons, validated by project staff	Interviews with project staff	Interviews and questionnaire
Was adaptive management applied adequately? Were any cost- or time- saving measures put in place in attempting to bring the project as far as possible in achieving its results within its secured budget and time?	Measures taken to improve project implementation based on project monitoring and evaluation	<ul style="list-style-type: none"> • Project progress and implementation reports • MTR report and management response • Interview with project staff and UNEP task manager 	Documentation review and interviews
Has the DWNP been effective in guiding the implementation of the project?	Leadership of the National Project Director and ownership of other DWNP officials	<ul style="list-style-type: none"> • NSC and PMU minutes, project outputs, stakeholder interviews 	Desk review, field visits and interviews with project staff
Have the PSPC and JNPC been effective in implementation of the project?	Active role in project activities with catalytic support to the project implementation	<ul style="list-style-type: none"> • Stakeholder interviews • project outputs • METT, financial and capacity scorecards 	Desk review, field visits and interviews
Has UNDP been effective in providing support for the project?	Quality and timeliness of support	<ul style="list-style-type: none"> • Stakeholder interviews, project procurement, METT 	Desk review, data analysis, field visits and interviews
Since the MTR, were delays encountered in project implementation, disbursement of funds, or procurement?	Compliance with schedule as planned and deviation from it is addressed	<ul style="list-style-type: none"> • Annual workplan • project outputs • stakeholder interviews 	Desk review, field visits and interviews

Has work planning for the project (i.e., funds disbursement, scheduling, etc.) effective and efficient?	Responsiveness to significant implementation problems	<ul style="list-style-type: none"> PIP and Annual workplan project outputs, stakeholder interviews 	Desk review, field visits and interviews
Have co-financing partners been meeting their commitments to the project?	Mobilization of resources by partners beyond project funding	<ul style="list-style-type: none"> Co-financing reports, CDR reports, stakeholder interviews 	Desk review, field visits and interviews
<i>Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?</i>			
Has a sustainability / business continuity plan(s) been drafted for the project?	Planning for project closure	<ul style="list-style-type: none"> Sustainability plans approved 	Documentation review
Are legal frameworks, policies, and institutional arrangements favourable for sustaining the project's outcomes following conclusion of the project?	Processes and insertion project objectives in national plans and policies.	<ul style="list-style-type: none"> MTR MTR of 11th Malaysia Plan Consultations for the 12th Malaysia Plan 	Document review and interviews
Will stakeholder ownership will be sufficient to sustain the project's outcomes?	Handover plan and knowledge transfer ongoing	<ul style="list-style-type: none"> Sustainability plans Progress reports Interviews 	Document review and interviews and questionnaire
What is the likelihood that adequate financial resources will be in place to sustain the project's outcomes by project end?	Opportunities for financial sustainability from multiple sources exist	Project Document, Annual Project Review/PIR	Desk review, field visits and interviews
Have PAs diversified their revenue stream to be more financially sound in the face of unexpected shocks?	Revenue has been diversified and balanced as opposed to baseline	Sources of revenue and interviews	Document reviews and interviews.
Are operational budgets in place and gaps reduced?	PAs are on a stronger footing as opposed to project baseline.	Operating costs and funding gap.	Document reviews and interviews.
<i>Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?</i>			
To what extent was the GEF necessary for this initiative?	GEF Additionality	Comprehensive review and determination.	Document reviews, visits, and interviews.
To what extent has the GEF alternative been realized?	Assessment of GEF increment	Comprehensive review and determination.	Document reviews, visits, and interviews.
Are beneficiaries better off than they would have been under the status quo?	Beneficiary assessment, including gender and IPLCs	Comprehensive review and determination.	Document reviews, visits, and interviews.

ANNEX 7: LIST OF PERSONS INTERVIEWED

No.	Date	Interview	Participant(s)	Contact Numbers
1	10 February 2020	NPD	Dr. Sivananthan T. Elagupillay	+6017-677 4077 sivawild@gmail.com
2		TEEB	Chang Yii Tan Managing Director PE Research	+6012-298 3086 yiitan@peresearch.com.my
3	11 February 2020	UNDP	Gabriel Jaramillo UNDP	gabriel.jaramillo@undp.org
4		UPEN Perak	Pua Kian Sien Principal Assistant Director State Economic Planning Unit (SEPU)	+6012-268 6800 kspua@perak.gov.my
5		PSPC	Mohamed Shah Redza Hussein Director	+6014-733 1337 shahredza@royalbelum.my
6		NEPCON Consulting Team (Management and Business Plan)	Christian Schriver Team Leader	csc@nepcon.org
		NEPCON Consulting Team	Rahimatsah Amat Specialist	rahimatsah@gmail.com

		(Management and Business Plan)	Protected Areas Management	
		NEPCON Consulting Team (Management and Business Plan)	Carl Traeholt Wildlife Management Planning Specialist	ctracholt@pd.jaring.my
		NEPCON Consulting Team (Management and Business Plan)	Dylan Ong Communications and Public Awareness Analyst	dylan.j.ong@gmail.com
		NEPCON Consulting Team (Management and Business Plan)	Agnes Lee Agama Social Scientist	agnesagama@gmail.com
		NEPCON Consulting Team (Management and Business Plan)	Preetha Sankar Policy, Legal and Institutional Analyst	Preetha.sankaranarayanan@undp.org
		NEPCON Consulting Team (Management and Business Plan)	Lee Thomas Business Planning and Finance Analyst	lee.thomas2@bigpond.com
		NEPCON Consulting Team (Management and Business Plan)	Surin Suksuwan	surin@profest.net

			Training and Capacity Development Programme Analyst	
	12 February 2020	Kg. Klewang, Royal-Belum State Park		
7		PSPC	Nur Shahira binti Abdullah Research Assistant	+6011-1061 3741 nshahira165@gmail.com
8		DWNP	Cosmas Ngau Assistant Wildlife Officer	+6019-806 0130 cosmas@wildlife.gov.my
9	14 February 2020	KeTSA	Dr. Khairul Naim bin Adham Deputy Secretary of Diversity Unit, Biodiversity and Forestry Management Division	+6017-317 7207 khairulnaim@kats.gov.my
10		DWNP	Noor Alif Wira Bin Osman Director of Planning and Corporate Division	+6019-275 9207 alifwira@wildlife.gov.my
11	15 February 2020	PMU	Sharul Kasim Administrative Officer	+6016-269 9735 sharul.kasim@undp.org
12	17 February 2020	UPEN Johor	Gurpeet Singh Dhaliwal Environment Officer Johor State Economic Planning Unit	+6010-889 4495 gurpreet@johor.gov.my
13		DWNP Johor	Mey Rafedah	+6013-382 7466

			Head of Protected Areas & Wildlife Conservation Section	rafedah@wildlife.gov.my
14		Forestry Johor	Nurul Hidayah bt Hadzuha Officer, Forest Management Unit	+6011-599 8237 nurul@forestry.gov.my
		JNPC	Halid Bin Mohd Salleh Endau-Rompin (Peta) Park Manager	+6018-953 4030 halid@johor.gov.my
		JNPC	Muhammad Gazali Safie B. Sanusi Endau-Rompin (Selai) Park Manager	+6011-1025 6520 gazali0483@gmail.com
		JNPC	Muhamad Faiz Bin Saifu Enforcement Officer	+6014-596 3742 penguatkuasaptnj@gmail.com
		JNPC	Mohd. Yasin Nasir Research and Conservation Unit	+6016-723 0501 yasin_hu2@yahoo.com
		JNPC	Fadhil Ahmad Rajini Research and Conservation Unit	+6018-955 7987 ablongfadhilahmad@gmail.com
		JNPC	Lili Binti Tokiman Research Officer	+6012-709 5505 lilitok73@yahoo.com
		JNPC	Siti Nur Aziman Binti Abdul Wahab Administrative and Finance Manager	+6011-1689 2112 snazimahwahab@gmail.com
		JNPC	Norsofaradiah binti Md. Noor	+6017-7677729

			Account Assistant	norsofaradiah@gmail.com
		JNPC	Khalid Zahran Promotion, Communication & ICT	+6012-752 7272 khalidzahran@gmail.com
15	18 February 2020	Kampung Peta, Endau-Rompin National Park, Jakun Community	Rampuyan Bin Kantan, Tok Batin (Head of Village)	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Rahim Bin Kantan, Timbalan Tok Batin (Assistant Head of Village)	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Melati Bin Kantan	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Ahmad Nordin Bin Gitan	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Azmi Bin Rampuyan	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Mazlina Binti Rampuyan	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Nari a/p Mahdi	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Shamsina Binti Sangka	

		Kampung Peta, Endau-Rompin National Park, Jakun Community	Moi Binti Kantan	
		Kampung Peta, Endau-Rompin National Park, Jakun Community	Eton Binti Kantan	
16		JNPC	Halid Mohd Salleh, Park Manager, Endau-Rompin National Park	+6018-953 4030 halid@johor.gov.my
17		JNPC	Kamarul Azhar Abd Hamid, Assistant Park Manager, Endau-Rompin National Park	azharmersing@gmail.com
18	20 February 2020	Taman Negara Pahang	Allan Rodrigo Balang Superintendent	+6012-855 6808 allan@wildlife.gov.my
19		Mutiara Taman Negara	Satiasilan Maniam Resident Manager	+6012-487 3371 satiasilan@mutiarahotels.com
20	21 February 2020	IBD/Krau Forest Reserve	Abdullah Zawawi bin Yazid Deputy Director	+6012-904 7234 zawawi@wildlife.gov.my
		IBD	Nurul Ermi binti Ramli Senior Assistant Director	+6019-417 1981 nurulermi@wildlife.gov.my
		IBD	Noor Bazilah binti Nor Azizan Assistant Director	+6013-920 2867 noorbazilah@wildlife.gov.my
		IBD	Siti Masitah binti Abdul Mutalib Assistant Director	+6012-234 8334 sitimasitah@wildlife.gov.my

		IBD	Mohamad Rizal bin Paimin Assistant Wildlife Officer	+6013-901 5123 rizalpaimin@wildlife.gov.my
		IBD	Mohd Hazlin Qozek bin Aladdin Assistant Wildlife Officer	+6011-1912 8595 mhazlin@wildlife.gov.my
21	24 February 2020	WCS	Francis Cheong Fook Meng Assistant Director	+6019-887 9713 fcheong@wcs.org
		WWF	Roa'a Hagir Protected Area Specialist (Management Effectiveness)	+603-7450 3773 rhagir@wwf.org.my
22		MEA/SEASSA	Ahmad Kamal Wasis Director	+6012-352 1962 kamal@mea.gov.my
		MEA/SEASSA	Norazeyan Dzul Kornain Deputy Director Environment and Natural Resources Economic Division	+6016-322 9206 azeyan.dzul@mea.gov.my
23		ASEAN Centre for Biodiversity	Nosrat Ravichandran Protected Area Management Specialist	+6349-536 2865 nravichandran@aseanbiodiversity.org
24	25 February 2020	FRIM	Dr. Lilian Chua Senior Research Officer (Conservation Biology)	+603-6279 7223 lilian@frim.gov.my

			Forest Biodiversity Division	
25	27 February 2020	KeTSA	Nasrul Bin Menhat Head, Protected Areas Unit, Biodiversity and Forestry Management Division	+60 19-372 8182 nasrul@kats.gov.my
26	2 March 2020	Consultant	Preetha Sankaranarayanan Policy, Legal and Institutional Analyst Level 10, Menara PjH, No. 2, Jalan Tun Abdul Razak, Presint 2, 62000, Putrajaya, Malaysia	preetha.sankaranarayanan@undp.org
27	9 March 2020	Former PMU Coordinators	Coordinating Staff: Chin Sing Yun / Han Kwai	N/A

ANNEX 8: RUBRIC FOR EVALUATION CRITERIA

Evaluation Criteria
<p>1. Relevance</p> <ul style="list-style-type: none"> The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. The Extent to which the project is in line with the GEF Operational Programs or the strategic priorities under which the project was funded. <p>Note: Retrospectively, the question of relevance becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.</p>
<p>2. Effectiveness</p> <ul style="list-style-type: none"> The extent to which an objective has been achieved or how likely it is to be achieved.
<p>3. Efficiency</p> <ul style="list-style-type: none"> The extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy.
<p>4. Sustainability</p> <ul style="list-style-type: none"> The likely ability of an intervention to continue to deliver benefits for an extended period of time after completion. <p>Note: Projects need to be environmentally, as well as financially and socially sustainable.</p>
<p>5. Impact</p> <ul style="list-style-type: none"> The positive and negative, foreseen and unforeseen changes to and effects produced by a development intervention. In GEF terms, results include direct project outputs, short to medium-term outcomes, and longer-term impact including global environmental benefits, replication effects and other local effects.

ANNEX 9: PAF PROJECT PRELIMINARY FINDINGS DEBRIEF POWERPOINT

See embedded file:



Annex 9 - PAF Project
Preliminary Findings_v

ANNEX 10: STAKEHOLDER CONSULTATIONS DURING INCEPTION - ADAPTED FROM ANNEX 2 OF INCEPTION REPORT

19 September 2012. First meeting of the National Steering Committee.

27 participants from initial NSC membership

30 January 2013: Introductory kick off meeting

7 participants to introduce project team to the DWNP Director General, Deputy Director General, and other senior staff.

7 February 2013: Introductory meeting to establish communications in Ipoh, Perak.

14 participants with relevant federal and State agencies as well as private sector in Perak

5 March 2013: Introductory meeting to establish communications with relevant stakeholders in Nusajaya, Johor

15 participants with relevant federal and State agencies as well as private sector in Johor

20 – 22 March 2013: Protected Areas Workshop with Federal stakeholders in Penang to review outcomes, outputs, strategies, etc in project document:

14 participants from core federal agencies and UNDP Malaysia

8 April 2013: Introductory meeting with the DWNP Institute of Biodiversity (IBD)

Bilateral meeting with the Director of the Institute of Biodiversity in Lanchang on the feasibility of “upgrading” the institute into a “Centre of Excellence for Protected Areas”

9 April 2013: Introductory meeting to establish communications in Kuantan, Pahang

18 participants with relevant federal and State agencies as well as private sector in Pahang

18 April 2013: Management Effective Tracking Tool (METT) session:

27 participants including State agencies involved in the Project, UNDP, WWF-Malaysia, MEA and KeTSA

23 April 2013: Consultation meeting for Taman Negara

13 participants with relevant stakeholders at sub-national network and site level in Taman Negara, Kuala Tahan, Pahang

25 April 2013: Consultation meeting to discuss ecotourism study / plan for Taman Negara

4 participants from East Coast Economic Region Development Council (ECERDC)

29 April 2013: Consultation meeting

20 participants with relevant stakeholders at sub-national network and site level in Gerik, Perak

10 May 2013: Consultation meeting

12 participants from relevant sub-national network and site level in Nusajaya, Johor

14 May 2013: METT, Financial Sustainability Scorecard & Capacity Scorecard assessments

13 participants with relevant stakeholders at sub-national network and site level in Gerik, Perak

21 May 2013: METT, Financial Sustainability Scorecard & Capacity Scorecard assessments

17 participants from relevant sub-national network and site level in Nusajaya, Johor

28 May 2013: METT assessments with Taman Negara PA management authorities

8 participants from 3 states: Pahang, Kelantan & Terengganu) in Kuala Tahan, Pahang

31 May 2013: Financial Sustainability Scorecard and Capacity Scorecard assessment

8 participants from the Department of Wildlife and National Parks (DWNP) HQ staff in DWNP HQ, Cheras KL

7 June 2013: Capacity Scorecard assessments

6 participants from Department of Wildlife and National Parks, HQ staff in DWNP HQ, Cheras KL

27 – 28 June 2013: Stakeholder Validation Workshop:

63 participants covering a range of federal government entities, State entities, economic planning units and ministries, national research institutes, NGOs and CSOs, UNDP, other national project personnel, economic planning organizations

22 July 2013 Coordination meeting with the Chair of the NSC and selected committee members:

9 participants from CSConsulting Co. / PE Research, UNDP and DWNP

ANNEX 11: CODE OF CONDUCT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: **Camillo Ponziani, Lead Evaluator**

Name of Consultancy Organization (where relevant): **GEF Consulting Inc.**

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at **Toronto, Canada** on **7 February 2020**

Signature:



Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: **Feraidoon Khosravi, Environmental Finance Expert**

Name of Consultancy Organization (where relevant): **GEF Consulting Inc.**

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.




Signed at **Toronto, Canada** on **7 February 2020**

Signature:



ANNEX 12: FINAL REPORT CLEARANCE FORM

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared	
by UNDP Country Office	
Name: _____	
Signature: _____	
	Date: 4 August 2020
UNDP GEF RTA	
Name: _____	Gabriel Jaramillo
Signature: _____	
	Date: 04-Aug-2020

ANNEX 13: TERMINAL EVALUATION AUDIT TRAIL

See embedded file:



Annex 13 - Terminal
Evaluation Audit Trail.

ANNEX 14: TERMINAL GEF TRACKING TOOL

See embedded file:



PIMS 3967 Malaysia
PAF GEF BD Tracking T

Thank You

**NORTH AMERICAN
HEAD OFFICE**

The Dineen Building
140 Yonge Street, Suite 200
Toronto, Ontario
M5C 1X6 CANADA
Main Line (local): +1 416.767.3741
Toll Free (Canada/US): +1.844.766.3030

**CANADIAN FEDERAL
GOVERNMENT
OFFICE**

2251 Laurier Avenue West, Suite 900
Ottawa, Ontario
K1P 5J6 CANADA
Main Line (local): +1 613.216.2024

**EUROPEAN HEAD
OFFICE**

Bornheimer Str. 127, 1st floor
53119 Bonn
GERMANY
Main Line (local): +44 1792346274

**OTHER CONTACT IN-
FORMATION**

Fax: +1 416.840.5111
Email: info@gefconsulting.com
Web: www.gefconsulting.com

