

**GLOBAL
ENVIRONMENT
FACILITY**

Regional

South Pacific Biodiversity Conservation Programme

Project Document

*This Project Document has been edited to facilitate public dissemination.
The original is on file in the GEF Office at UNDP Headquarters in New York.*

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ABBREVIATIONS

ADB	Asian Development Bank
CACC	Conservation Area Coordinating Committee
CASO	Conservation Area Support Officer
EIA	Environmental impact assessment
ESCAP	Economic and Social Commission for Asia and the Pacific
EWC	East-West Center (Hawaii)
FAO	Food and Agriculture Organization of the United Nations
FFA	Forum Fisheries Agency (Solomon Islands)
FSP	Foundation for the Peoples of the South Pacific
GEMS	Global Environment Monitoring System
GRID	Global Resource Information Database
GTZ	Gesellschaft für Technische Zusammenarbeit
ICOD	International Center for Ocean Development (Canada)
IGM	Inter-governmental meeting
IUCN	World Conservation Union
NEMS	National environmental management strategy
NGO	Non-governmental organization
NCDT	National Community Development Trust
ODA	Overseas Development Administration (UK)
ORSTOM	(L'Institut Français de Recherche Scientifique pour le Développement en Coopération)
PCAA	Palau Community Action Agency
PFF	Project formulation framework
PPER	Project performance evaluation review
PRI	Palau Resources Institute
RETA	Regional Environment Technical Assistance
SIDT	Solomon Islands Development Trust
SPACHEE	South Pacific Action Committee on Human Ecology and the Environment (Fiji)
SPBCP	South Pacific Biodiversity Conservation Programme
SPC	South Pacific Commission
SPREP	South Pacific Regional Environment Programme
SSCN	Swedish Society for the Conservation of Nature
TNC	The Nature Conservancy
TMAG	Technical and Management Advisory Group
UNCED	United Nations Conference on Environment and Development
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
USP	University of the South Pacific
WRI	World Resources Institute
WWF	World Wide Fund for Nature

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UNITED NATIONS DEVELOPMENT PROGRAMME

GLOBAL ENVIRONMENT FACILITY

Project of the Governments of the Pacific Islands Region

Title: South Pacific Biodiversity Conservation Programme
Number: RAS/91/G31
Duration: Five years
Project Site: Apia, Western Samoa
UNDP Sector: Natural Resources
Subsector: Biodiversity
Executing Agency: South Pacific Regional Environment Programme (SPREP)

UNDP Approval Date: January 1993

UNDP/GEF Inputs: US\$ 10,000,000
Phase I: US\$ 4,562,215
(including preparatory assistance)
Phase II: US\$ 5,437,785

Government Input: SPREP US\$ 546,000 (in kind)
Government US\$ 150,000 (in kind)

Other Sources: Total includes co-financing of US\$ 3.6 million from the Australian International Development Assistance Bureau

Brief Description:

The South Pacific Biodiversity Conservation Programme (SPBCP) is a five-year project aimed to facilitate the identification, establishment, and initial management of a series of in-country conservation area projects. For the purposes of the SPBCP, a "conservation area" is a large area that contains important biological diversity of the region or country and where standard criteria for development are being applied based on long-term ecological sustainability.

The proposed conservation areas will undertake terrestrial and marine resource management schemes, and select development projects that enhance the natural environment while addressing

the needs of local resource owners and communities. The SPBCP distinguishes between a conservation area and a national park or reserve by the need for local communities to continue to use the area for their subsistence and economic well-being.

In most Pacific Island countries, the ownership of land, natural resources, and, in some cases, marine areas rests with families, clans, or villages under a variety of traditional tenure systems. Thus, the intimate involvement of local land-owning groups in the planning, establishment, and management of conservation areas is fundamental to the long-term success of the SPBCP.

The following fourteen Pacific Island countries are eligible for direct support from the SPBCP: Cook Islands, Federated States of Micronesia (FSM), Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, and Western Samoa. It is hoped that all will participate in and benefit from the project.

A. CONTEXT

1. Description of subsector

South Pacific is a term often used for the Pacific Island countries and territories, including those islands north of the Equator. South Pacific, Pacific Island countries, and Oceania are used interchangeably in this document.

The limited land and coastal marine areas of Pacific Island countries are under pressure from growing populations with rising material expectations. The limited renewable natural resource base—already under pressure—is sensitive to ecological disturbance and easily degraded. Moreover, poor natural resource management and poorly planned development activities are quickly depleting it. Pacific Islanders are becoming aware that sustainable resource management is critical to long-term economic development, and, to varying degrees, governments have supported environmental planning and management with legislation and regulations. Implementation of these regulations, however, is still mostly ineffective.

The use of nature reserves and parks to protect biodiversity has generally been unsatisfactory due to three reasons. First, alienation of land and resources in protected areas without recognition of—or negotiation with—local land and resource owners has led to conflict, and the support of these people is essential to the success of such areas. Second, the established protected areas encompass an area too small to be ecologically viable over the long term. Third, the areas remain vulnerable because continued management depends on donor aid. If aid is terminated, particularly without local support, the protected area simply collapses.

Many South Pacific people rely heavily on the biological resources of the natural environment to supplement their subsistence or near-subsistence lifestyles. Most of the land, some nearshore marine areas, and the rights to harvest certain types of resources are all held in customary ownership by indigenous people. Government power over land allocation or alienation is restricted in all but a few countries. This arrangement severely limits the ability of government to establish areas for

the conservation of biodiversity, and it demands the close participation, commitment, and cooperation of local communities and landowning groups.

In light of customary ownership, the SPBCP works to establish and manage a series of conservation area projects by involving local communities, non-governmental organizations (NGOs), and government agencies.

For the purpose of the SPBCP, biological diversity is defined as "the variability among living organisms from all sources including terrestrial, marine, and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species, and within and among ecosystems."

Biodiversity in the Pacific Islands

The Pacific Ocean encompasses one-third of the globe—as much as the Indian, Atlantic, and Arctic Oceans combined—and is the planet's largest single geographical feature. Globally, the tropics harbour a large proportion of the planet's terrestrial and marine biological diversity, with the tropical insular South Pacific region having particularly high species diversity and endemism. The Pacific Islands may contain the world's highest proportion of endemic species per unit of land area or per human inhabitant.

Species diversity is highest on the larger continental high islands of the western Pacific, but high levels of endemism occur throughout the region due to the isolated evolution of island species. The region is also home to the most extensive reef systems in the world and to vast and complex marine ecosystems. Five of the countries participating in the SPBCP are particularly important for their wealth of biodiversity: Fiji, Palau, the Solomon Islands, Vanuatu, and Western Samoa. Papua New Guinea and New Caledonia are also of particular conservation importance. Papua New Guinea has a separate GEF project concerned with establishing pilot integrated conservation and development schemes (ICADs), and New Caledonia—identified as a critical centre of species diversity because of its very high levels of plant endemism (79.5 percent of known flowering plants) and marine biodiversity—currently needs major support for conservation.

The biological diversity of islands is among the most critically threatened in the world. In the space of a few months, isolated and endemic species are being lost through the destruction of habitat or through the introduction of predators and competing alien species. It is estimated that about 75 percent of mammal and bird species that became extinct in recent history were island-dwelling species. The terrestrial biodiversity review, commissioned for the SPBCP, cites birds "as an outstanding example of depletion resulting from the impact of human actions on Pacific Island environments. Worldwide, the largest number of documented extinctions (twenty-eight between 1600 and 1899 and twenty-three in this century) has occurred on islands of Oceania, which now has more threatened species (110) than any other." It has been estimated that there are roughly seven times more endangered bird species per capita in the South Pacific than in the Caribbean, fifty times more than in South America, and a hundred times more than in North America or Africa. Other island animal and plant taxa also tend to be far more endangered than their continental counterparts. The result is a relatively large number of endangered (and extinct) species in a region where scientific

and financial resources are very limited. All of this makes the South Pacific a high priority for biodiversity conservation.

Virtually all of the islands in the South Pacific region are characterised as entirely coastal. That is, all parts of the island are influenced by processes and activities occurring on coastal lands and in nearshore waters. The damage or destruction of productive coastal resources and fisheries is a common problem in the region. Coral reefs are being destroyed by construction, dredging, pollution, siltation, and dynamiting or poisoning for fish. Mangroves and seagrass beds are often killed and dredged or silted over. Modern boats and fishing techniques, combined with increased fishing pressure, have driven some coastal species (such as giant clams, dugongs, and sea turtles) to extinction in local areas and left others seriously depleted.

The establishment of the 200-mile exclusive economic zones (EEZ) under the Law of the Sea Convention has divided most of the ocean area in the region into national jurisdictions. Thus, a small number of people have an enormous responsibility in managing the biological diversity of these huge ocean areas of international significance. To date, a systematic analysis has not been made to determine which aspects of marine biological diversity or which habitat sites best support the region's marine biodiversity of international importance. When an international panel of marine scientists and conservationists in 1989 selected the "Seven Underwater Wonders of the World," they chose the marine area of Belau in Palau, and there were several nominations for Enewetak Atoll in the Marshall Islands, Bismark Sea of Papua New Guinea, and Truk Lagoon of the FSM. In 1974, an international comparative study of coral reef research sites selected the following coral reef areas from the Pacific as important for research: the Caroline Islands (Palau and FSM), the Marshall Islands, Tuvalu, Kiribati, Fiji, and American Samoa. For both of these studies, biological diversity was quantitatively considered, and it was only one of many selection criteria.

Human impacts on regional biodiversity

Human colonisation of the Pacific Islands radically changed the biodiversity of the region. Pre-European cultures introduced alien species and altered patterns of biodiversity, such as the development of grass and fernlands on drier leeward slopes of some islands. On most islands, however, there seems to have existed a fairly stable pre-European equilibrium which was maintained both by natural regulation of human populations and by less destructive use of natural resources. This equilibrium was possible because the health of these pre-European human communities depended on the maintenance of diverse plants and animals for foraging and on the planting of crops harmonious with existing biodiversity.

The European colonists exploited the islands' natural resources—land, forests, and fisheries—at an unprecedented scale. The widespread introduction of coconut plantations reduced much of the terrestrial biodiversity of many Pacific Islands. Other accidental and intentional introductions of animals and plants have also wreaked havoc on indigenous species. This pattern continues today. The biological resources of the South Pacific are under increasing pressure from rapidly expanding human populations and from the effects of resource exploitation and unsustainable development.

Large-scale forest logging, commercial agriculture, associated land clearing, and fires have severely modified or destroyed important habitats and ecosystems, resulting in loss of biodiversity. Growing human populations have meant an intensification of shifting agriculture in many countries and the depletion of marginal forest lands and other habitats. Mining has occurred on a large scale on some islands—notably New Caledonia and the phosphate-rich islands of Nauru and Banaba—where whole ecosystems have been destroyed. Land degradation associated with these activities has accelerated soil erosion, which led to the siltation of waterways and nearshore marine areas and the degradation of freshwater, lagoon, and coral reef ecosystems. Inshore marine ecosystems throughout the region have also suffered from dredging for construction materials, and the damage to mangrove ecosystems from urban development is widespread.

The loss of habitat has seriously affected individual species. This pressure is exacerbated by the over-harvesting of commercially valuable wildlife species, especially those marine. For smaller islands, such as the atolls, up to 70 percent of the indigenous plant species are in danger of extinction. This continuous species loss calls for urgent conservation efforts to save the remaining biological diversity of the South Pacific region.

Biodiversity and sustainable development

Conserving biological diversity cannot be separated from the larger issues of social and economic development. The people of the South Pacific rely heavily on the natural resources of their small island countries—including the surrounding ocean—for subsistence and for their social and cultural well-being. The culture of island societies is inextricably linked to the diversity of their natural plant and animal species. The people's close affinity with the natural environment is seen in their use of many of the natural resources for artisanal, economic, and medicinal purposes—trees alone serve at least twelve distinct ecological functions and have over seventy cultural uses.

The vast majority of humans live in coastal areas of islands in the South Pacific, making these areas the focus of commercial agricultural and fishery activities and the target of most economic development. This combination of factors is increasingly degrading coastal habitats and the biological diversity they support. In addition, coastal marine areas now face the threat of sea level rise due to global warming.

Conservation planning

These problems are widespread and, in some areas, urgent. In many areas the potential for sustainable development and the conservation of marine biological diversity is being permanently lost or compromised. The SPBCP offers an opportunity for much of the destruction, degradation, and depletion of coastal habitats to be avoided, reduced, or mitigated through land and coastal management planning. Although it is clear that population planning and systematic surveys of the biological diversity in the region are important considerations in promoting sustainable development, the SPBCP will focus on biodiversity conservation and sustainable development through the establishment of a number of conservation area projects.

Unfortunately, many current development options are not sustainable in the long term because they severely endanger biodiversity, both regionally and locally. Many examples can be found in

urban, industrial, agricultural, forestry, fisheries, mining, and tourism development. Reasons for the neglect of biodiversity conservation include: i) lack of incentives for the conservation of biodiversity as an integral part of the development process; and ii) lack of regional and government commitment to, or infrastructure for, the promotion of conservation. Additional factors include increasing population and increasing poverty (in both cash and subsistence terms), a combination that exerts pressure on scarce biological resources and important ecosystems, particularly in rapidly expanding urban areas.

For most Pacific Island societies, biodiversity is not just a matter of scientific, economic, recreational, or ecological value. It is a capital inheritance, passed on by past generations to current and future generations. Sustainable development, in this context, is seen as the management or use of this biodiversity (ecosystems and their component plants and animals) for the sustainable provision of the subsistence (non-cash) and commercial (cash) needs of Pacific Island communities, while at the same time protecting or enhancing rare, endangered, and economically valuable ecosystems for the benefit of future generations. Biodiversity conservation is thus seen as one basis for the sustainable development and ultimate survival of Pacific societies.

2. Host country strategy

The governments of South Pacific Island states have addressed their environmental management concerns by creating the South Pacific Regional Environmental Programme (SPREP). SPREP was inaugurated in 1982 at the Conference on the Human Environment in the South Pacific held in Rarotonga, the Cook Islands. The conference followed consultations among island governments, the South Pacific Bureau for Economic Cooperation (since renamed the Forum Secretariat), The South Pacific Commission (SPC), United Nations Environment Programme (UNEP), and the Economic and Social Commission for Asia and the Pacific (ESCAP). Following a 1990 decision to separate from the SPC, SPREP is in the process of formally establishing itself as an independent regional intergovernmental agency working directly on behalf of the twenty-two island governments and administrations of the region. SPREP is recognised regionally and internationally as the key environmental agency of the countries of the Pacific Islands. It is funded from voluntary contributions of member governments, plus contributions from the Asian Development Bank (ADB), UNDP, and others.

SPREP's 1991-1995 Action Plan—a regional strategy identifying various priorities for environmental assessment, species protection, protected areas, and environmental law—provides the framework for an environmentally sound management plan for the region. In addition to the broad mandate of the Action Plan, SPREP has a more specific responsibility for the conservation of biodiversity in the region through its role as implementing agency for the "Action Strategy for Nature Conservation in the South Pacific Region" which was endorsed by governments at SPREP's September 1990 inter-governmental meeting (IGM).

International and regional conservation strategies

At the Earth Summit in Rio de Janeiro in June 1992, eight Pacific Island states that also participate in the SPBCP signed the Convention on Biological Diversity. A fundamental principle of the Convention is that states have the sovereign right to exploit their own resources pursuant to

their own environmental policies, and they are responsible for making sure that activities within their jurisdiction do not cause damage to the environment of other states or areas beyond the limits of national jurisdiction (Article 3). The SPBCP together with SPREP will encourage other SPBCP participating countries to become signatories and to comply with the Convention.

In addition, the governments of the South Pacific have negotiated two international conventions which have direct bearing on conservation. These are the Convention on the Conservation of Nature in the South Pacific (known as the Apia Convention) and the Convention on the Protection of the Natural Resources and the Environment of the South Pacific Region (the SPREP Convention). Both conventions were established in 1990. The former focuses on the protection of biodiversity through the establishment and management of national and regional systems of protected areas, whereas the latter addresses the protection of the marine environment and calls for the conservation of marine and terrestrial biodiversity. As the Secretariat for both conventions and as the implementing agency for the SPBCP, SPREP is in a unique position to ensure that the SPBCP is implemented within the framework of the two conventions.

The Action Strategy for Nature Conservation and Protected Areas in the South Pacific is a regional strategy for the promotion of sustainable development and the conservation of biodiversity. The strategy was prepared by SPREP, the World Conservation Union (IUCN), government officials, and non-government participants at the Fourth South Pacific Conference on Nature Conservation and Protected Areas held in Port Vila, Vanuatu in 1989. The strategy was adopted by the conference and subsequently endorsed by the governments of the region at the SPREP IGM in 1990. The strategy recognises the important role of local landowners and communities in the conservation of biodiversity and seeks a relationship with Pacific Island societies that will result in sustainable economic development and protection of biodiversity. The work of SPBCP is consistent with the action strategy.

3. Prior and ongoing assistance

A considerable amount of assistance is being provided to Pacific Island countries both directly and through SPREP for a wide range of environmental management and planning activities. Overall support for environmental activities within the region from various donors and NGOs has been about \$5 million to SPREP and roughly \$15 million to individual countries and non-SPREP recipients between 1988 and 1992. Over \$16 million more, including this programme, is likely to be provided to SPREP within the next few years. While financial support to SPREP is increasing, planned new environmental assistance outside of SPREP activities is growing more modestly.

A project formulation framework (PFF) report was developed by UNDP and SPREP for the South Pacific Biodiversity Conservation Programme in April 1991. The PFF, essentially a preliminary draft of this document, outlined the overall approach of the SPBCP, the level of funding, likely GEF and other inputs, and a range of possible activities. The PFF was considered by representatives of Pacific Island governments, NGOs, and academic scientists during a Workshop on the Conservation of Biodiversity held in Port Vila, Vanuatu in October 1991.

Participants at the Port Vila meeting expressed concern about the following aspects of the PFF:

- The concept of conservation area should be clearly defined
- Financial arrangements should allow rapid disbursement of funds
- Implementation strategies need to be carefully considered for such a complex programme
- The lack of expertise and staff numbers within the region to implement in-country activities should be adequately considered
- The lengthy negotiations required to establish a conservation area should be clearly understood in activity design and timing
- The programme needs to focus on long term management and maintenance of conservation areas
- There may be some opposition by some governments to the use of NGOs operating at the local level
- The programme should place (economic) resource values on the conservation areas
- There is a need to work with land-owning groups to develop sustainable development practices.

This document develops the basic ideas of the PFF and addresses the points expressed by the government representatives who endorsed the concept.

SPREP is strengthening environmental legislation and policy frameworks in the Pacific Island countries through the development of national environmental management strategies (NEMS). The NEMS are facilitated through ADB's Regional Environment Technical Assistance (RETA) in five countries and the support of UNDP and the Australian International Development Assistance Bureau (AIDAB) in seven. The twelve assessments—with differing procedures and designations in each country—are to be completed during 1993. Based on State of the Environment, legislative, policy, and educational reviews in each country, the assessments will identify institutional areas that need strengthening. The NEMS/RETA process—and similar exercises in Fiji (ADB-funded), Tokelau (United Nations Volunteer), and Vanuatu (Canadian and AIDAB-funded)—are establishing dialogues among concerned parties in each country (Government officials, NGOs, local communities, and local land-owning groups) to establish national consensus regarding sustainable development practices.

National environmental strategies and detailed implementation plans are expected to be adopted by each country. The NEMS/RETA efforts are being supported through in-country training of relevant government natural resource managers to provide a context for more specific biodiversity initiatives. Each NEMS/RETA report will contain statements of principle regarding biodiversity

conservation issues, relevant draft legislation, and recommendations for specific biodiversity activities.

Legal frameworks

During 1992, NEMS/RETA consultancies and other studies reviewed the legal frameworks for environmental planning and management in a dozen Pacific Island countries. To complement these efforts, an assessment of legal and institutional options for managing conservation areas has been undertaken during the preparatory assistance phase.

Environmental impact assessments

SPREP is developing environmental impact assessment (EIA) procedures and standards for the region that contain guidelines for biodiversity impacts. EIAs have had mixed success internationally, but can influence national development planning and project approval processes to include conservation issues. At least fifteen SPREP EIA courses are planned in the region during 1992 and 1993.

Biodiversity database

Ongoing, broad-scale efforts such as geological information system (GIS) surveys, land-use surveys, and forestry mapping exercises are currently identifying critical habitats in the region. Legislation efforts, however, are not well coordinated and produce information in scattered forms that cannot be easily used by others involved in related biodiversity activities. UNEP support to SPREP will provide computer equipment, a digitizer, and training in relevant database development. Unfortunately, this may only be a stop-gap measure, because there is no funding for the consolidation of existing information nor for long-term maintenance of the database system.

Identifying conservation areas

There is not yet a standard system for classifying ecosystems nor are there criteria for selection of conservation areas. Several specific areas have been identified as possible conservation areas (as described below); however, to date, no conservation areas as defined by SPBCP have been established.

When the SPBCP preparatory assistance team assembled in early 1992, there were already at least six preliminary proposals or initial concept papers from governments or regional organizations regarding possible projects for SPBCP support. Most were informal submissions with no official backing by the national government. By late July, a dozen proposals had been received. Some of these were outside the scope of the SPBCP, but others were excellent initial drafts of project ideas worth developing. In general, the present situation is that SPBCP has received suggestions for support for projects which define reasonably well both the biodiversity of specific locations and the rationale for external assistance. In most cases, the initial proposals do not adequately address the role of the landowners, the links between national government and local communities, management of sites, or mechanisms for financial control.

Faunal species conservation

The high level of species endemism within the region's bird populations, the importance of marine turtles to Pacific Islanders' culture and subsistence, and the importance of the vast Pacific ocean as habitat for many of the world's marine mammal species call for a concerted effort on the part of Pacific Island countries to conserve these animals. The migratory status of marine turtles and mammals and some bird species means that conservation cannot be achieved solely through national efforts. But requires a coordinated regional effort. In recognition of this, SPREP has worked with regional and international experts to develop regional conservation programmes for these species.

SPREP's Regional Marine Turtle Conservation Programme provides a regional framework for country-specific population census and tagging projects, biological research, habitat conservation, training, public education, and database development. The programme has been supported by the International Center for Ocean Development (ICOD) funding (expired in 1993) and the Australian Government.

At the request of the SPREP IGMs in 1989 and 1990, regional expert working groups have developed two other regional species conservation programmes: the Regional Bird Conservation Programme and the Regional Marine Mammals Conservation Programme. The former was adopted by the governments of the region at the SPREP IGM in 1991 and by the Annual Conference of the International Council for Bird Preservation (ICBP) in the same year. The latter is expected to be adopted by the IGM in September 1992. Neither programme has been implemented to date due to lack of funding.

The Regional Bird Conservation Programme advances the wise management of bird communities and their habitats to ensure the recovery of endangered species and the conservation of all other indigenous species. It includes education, population surveys, information gathering, and species recovery planning and implementation as its main activities. The Regional Marine Mammals Programme aims to develop institutional arrangements for i) monitoring and recording the status of marine mammal populations in the region, ii) gathering information, iii) undertaking education and awareness raising, and iv) supporting conservation research.

In addition, a number of fauna conservation projects are underway in the countries of the region. Recent projects of this type include surveys of saltwater crocodiles, dugongs, and fruit bats in Palau; surveys of avifauna in Micronesia, American Samoa, and Western Samoa; recovery plan development and implementation for the endangered Rarotongan flycatcher (Cook Islands); and the development of policy and regulations for the management of wildlife in the Solomon Islands.

Protected area awareness and training activities

Since 1974, a regional Conference on Protected Areas and Nature Conservation has been convened every four years to promote the following conservation goals: i) establishment of protected areas, ii) institution-building, iii) policy and legislation at the national and regional levels, iv) public education, and v) protected area and natural resource management training. A comprehensive regional protected area management training course was held in conjunction with the third South Pacific National Parks and Reserves Conference in 1985. Further courses have not been arranged

because of a lack of formal protected areas in the region, lack of personnel who would benefit from protected area management training, the inefficiency of regional courses versus in-country training, and the need to train using an integrated approach to resource conservation.

SPREP did carry out three sub-regional coastal zone management training courses in 1988-89 that emphasised i) the ecological interdependence between terrestrial and marine environments on islands and ii) an integrated approach to conservation. They also underscored the importance of interagency cooperation.

Training in ecological (terrestrial and marine) and fauna survey techniques have been provided to government and NGO personnel in those countries where survey projects have taken place. This training has usually been through counterpart attachments and on an ad hoc basis. The lack of a professional scientific career structure and personnel movements in the government agencies often means that the full benefits of such training are not realised.

4. Institutional framework for subsector

Operating under a broad action plan, SPREP is the institution directly responsible for environmental matters within the Pacific Islands region. Proposals for new activities are submitted to an annual IGM and items endorsed by the IGM are included in SPREP's work programme for the following two years. An expansion of the SPREP work programme, an increase in staff positions, the current evolution from an SPC programme into an autonomous regional organization, and the 1992 move from the SPC headquarters in New Caledonia to a permanent site in Western Samoa have put SPREP under considerable short-term operational and institutional pressures.

There are several other regional bodies with environmental interests and activities: i) the South Pacific Applied Geoscience Commission (SOPAC) is an intergovernmental organization responsible for investigating mineral and other non-living resource potential and for building up an inventory of geological data to assist with resource assessment, coastal development, and hazard evaluation; ii) the Forum Fisheries Agency (FFA) addresses fish and other living sea resources; iii) the University of the South Pacific's Institute of Applied Sciences, Institute of Marine Resources (IMR) and Marine Studies programme jointly carry out a wide range of environmentally related studies, consultancies, and teaching; and iv) the Forum Secretariat, which recently established an environmental position, works with SPREP on coordination of environmental technical assistance and maintains an interest in political aspects of the environment.

The activities of regional organizations are loosely coordinated by the South Pacific Organizations Coordinating Committee (SPOCC), which has a rotating chairmanship.

National frameworks

Most Pacific Island countries have established small environmental or conservation agencies, typically with only one or two professional staff and a few support staff they share with other government offices. Although regional and national awareness of environmental management and conservation is improving, these activities have not generally received high priority from the region's governments. As in most developing countries, governments are struggling with the need to meet

the economic and social expectations of rapidly growing populations. In general, environmental agencies are weak, understaffed, and have been so far ineffective. However, the NEMS/RETA activities described above have resulted in the formation of numerous environmental working groups and task forces which coordinate environmental activities across a range of sectors in a number of Pacific Island countries.

Environmental NGOs

The establishment and management of conservation area projects in the Pacific Islands will involve local communities and land-owning groups, often through regional NGOs working at the grass-roots level. Several international conservation NGOs are active in the region—World Wide Fund for Nature and World Wildlife Fund-US (WWF), The Nature Conservancy (TNC), Greenpeace, and the Maruia Society—all have projects in the conservation and sustainable development of biodiversity. These larger NGOs often work in partnership with local NGOs and are committed to strengthening them. They have been successful: the number of local NGOs involved in conservation and sustainable development activities has grown at the community and village levels.

New NGOs have been established in Palau and in Western Samoa in the past two years, and a number of established NGOs in the region are now developing their environmental management capability. Through a separate UNDP-funded SPREP project (PMI/90/002), a training programme is under development to help NGOs establish financial and reporting procedures, raise funds, participate in EIAs, and take part in the NEMS development. NGOs are often much more effective than government agencies in rural communities and, in some cases, are appropriate agencies to help manage conservation area projects and to train local groups.

B. PROJECT JUSTIFICATION

1. Problem to be addressed and the present situation

The problem addressed by this project: how to achieve conservation of biodiversity on a long-term, sustainable basis within the Pacific Islands.

Specific problems include:

- An increasing loss of the terrestrial and marine biodiversity of the region due to overexploitation of resources, population growth, and poorly planned development
- The need for greater awareness within the region of the importance of biodiversity and its conservation
- The lack of understanding of the relationships between resource conservation, biodiversity, and development

- The need for greater support and more effective mobilisation of community and landowner involvement in the conservation of biodiversity and development of sustainable economic opportunities
- The lack of action by Pacific Island governments in protecting the biodiversity of areas which were identified as important ten years ago or more
- The lack of coordination within government, within other development agencies, and between these agencies and local communities
- The lack of institutional capacity and trained personnel within the region's governments and local NGOs
- The lack of integration of biodiversity and environmental considerations in developing national policy and legislation.

Biological research in the South Pacific

There has been a considerable amount of researching and cataloguing of the region's biological diversity over the past two decades. Substantial progress has occurred in the past five years through the development of several databases and the completion of a number of individual island and site studies. A review of readily available materials within SPREP found over seventy reports of relevance to the SPBCP on species conservation, Pacific ecosystems, and protected areas, and this is a small fraction of known reports.

Comprehensive vegetation and ecological surveys have been recently completed, or are nearing completion, in Palau, FSM, Marshall Islands, Fiji, Vanuatu, Western Samoa, and the Solomon Islands. Some of the region's coral reef, lagoon, and mangrove ecosystems have been well inventoried, and the overall understanding of island coastal ecosystems is rapidly developing. Terrestrial and marine fauna surveys, including surveys of bats, reptiles, dugong, turtles, corals, and crocodiles have been carried out in Western Samoa, Palau, the Solomon Islands, Vanuatu, and other countries, providing accurate information on the rarity, location, and conservation status of some of the region's most important biota. Information on rates of deforestation and other ecosystem depletion is lacking, as is information on the large open water masses of the Pacific and the deep sea features and benthic communities they contain. Knowledge is growing in the following areas: conservation status of marine areas, habitats for large marine animals, oceanic areas for pelagic fisheries, and coastal marine resources. In general, traditional uses of marine resources is better understood and documented than traditional uses of terrestrial biodiversity in the region.

The future inputs needed to improve regional knowledge of biodiversity and its conservation include:

- More information on the biodiversity of regionally and nationally important ecosystems and sites (conservation status, rates of biodiversity depletion, and degree of threat)

- Improved information gathering and recording through standardised survey, inventory, and monitoring systems
- Maintenance and extension of existing databases and the development of a simple taxa database
- More information on the traditional use of biodiversity in the region
- Studies on the potential for the sustainable development of biodiversity and improved natural product harvesting and processing techniques
- Improved information and methods for helping land and resource owners and local communities to better understand what is meant by biological resources and ecological processes.

To measure the extent of information available on the region's biodiversity, overviews of terrestrial and marine biodiversity for both the region and the participating countries were commissioned during the preparatory assistance phase. Despite some knowledge gaps, the studies showed that there is adequate biological and ecological information to justify the conservation of a number of specific areas. However, in a number of other cases, it will still be necessary to seek additional information as part of the early project selection and design process (such as a more thorough analysis of existing information or additional surveys).

The research activities of the SPBCP will concentrate on improving knowledge of the biological resources of conservation areas to assist conservation management. It is expected that many of the above needs will be addressed through the process of establishing, studying, and managing conservation areas, and that the information and results of on-site studies will greatly enhance our rapidly growing information base and understanding of the region's biodiversity.

The regional mandate for biodiversity conservation

The issue of biodiversity conservation has been widely recognised within the South Pacific region for more than ten years. SPREP has a specific mandate from regional governments to implement biodiversity conservation through the Action Strategy for Nature Conservation in the South Pacific Region. SPREP has the mandate to carry out a broad range of biodiversity conservation related activities on behalf of the region's governments but, without sufficient external assistance, has lacked the resources to do so. As the Secretariat for the SPREP and Apia Conventions, SPREP has the additional mandate to facilitate the implementation and monitoring of the conventions, both of which have a biodiversity conservation focus. Finally, SPREP's mandate for managing environmental matters within the Pacific Islands region was upheld in July 1991 at the ministerial level (SPREP Ministerial Declaration on Environment and Development, Noumea, New Caledonia, 9 July 1991) and subsequently at the Prime Ministerial level (Forum Communiqué, Twenty-second South Pacific Forum, Pohnpei, FSM, 30 July 1991).

The SPBCP offers a unique opportunity to put into practice biodiversity conservation concepts and policies that have been developed over the past five years in the Pacific Island countries. It also

offers the opportunity to avoid the costly environmental and economic mistakes that have occurred in many other tropical island regions.

2. Expected end-of-project situation

The following situations are envisaged at the end of the project:

- Conservation areas will have been identified, established, and initially managed in most participating countries with the support of SPBCP.
- Some or all of the following will be underway or completed in specific conservation area projects: (i) landowner and community groups identified, (ii) concept and project plans developed and approved, (iii) coordinating groups established, (iv) management plans developed, (v) ecological surveys carried out, (vi) core protection areas identified, (vii) sustainable biological resource development and income generation options identified and advice provided for implementation, (viii) improved community awareness of the importance of biodiversity conservation, (ix) long-term and self-supporting project management structure with trained personnel in place in a number of areas, (x) additional donor or technical agency support and involvement in project development management secured, and (xi) monitoring systems developed and in place.
- Knowledge of the status of the environment of the South Pacific region will be improved and information will be more readily accessible than at present.
- Improved criteria for selection and management of different types of conservation areas in different parts of the region will have been developed, improving the chances of further successful biodiversity protection in the region. A series of conservation area management and sustainable development guidelines, case studies, and demonstration units will have been developed, evaluated, and documented.
- For threatened and endangered species conservation, the following will have been achieved: (i) improved public awareness and understanding of the region's threatened and endangered fauna, (ii) endangered and threatened species information networks and database in place, (iii) recovery or management plans developed and implemented for some species, (iv) improved understanding of the status of threatened and endangered species populations in the region, (v) identification and protection of habitats critical to the survival of important species, and (vi) institutional and legal arrangements in place to promote the conservation of migratory species.
- NEMS and EIA procedures used by SPREP and participating countries will have incorporated biodiversity protection.
- Educational materials explaining the importance of biodiversity conservation will have been developed and disseminated. These materials will refer directly to the

ecological features that are being protected in the conservation area projects and explain the nature of conservation and sustainable development practices.

- A group of Pacific Island nationals will have been trained in the management and implementation of resource conservation and sustainable development projects and will have a sound understanding of the relationship between biodiversity and sustainable resource management.
- There will be more effective coordination and information sharing between groups and agencies involved in biodiversity conservation and sustainable development in the region and an increase in the number of such groups fostered by the SPBCP.
- At least three regional meetings on biodiversity conservation will have been organized and supported.

3. Target beneficiaries

The objective of the SPBCP is to preserve the biological diversity of the South Pacific for the peoples of the region, the world, and future generations. The species, ecosystems, and natural environment of the South Pacific are direct target beneficiaries of this project.

Local landowning groups and other concerned community groups who live in or near conservation areas will benefit directly as their biological heritage and its productivity are preserved for themselves and for their children. The people of the Pacific Islands at large will benefit from the improved prosperity and quality of life derived from sustainable development activities.

The direct recipient of GEF assistance is SPREP, the executing agency for the SPBCP. In addition, local land-owning groups, concerned community groups, government officials, and NGOs involved in managing the conservation areas will be beneficiaries through their involvement in management and training activities.

4. Project strategy and institutional arrangements

The SPBCP will provide technical assistance to the people and communities of the Pacific Islands to conserve their natural biological resources. This assistance will be provided within a regional programme framework and through the provision of inputs and resources coordinated at the regional and project levels. SPBCP outputs will be at local, national, and regional levels. The establishment of community-managed conservation areas will assist in achieving national sustainable development and biodiversity goals. This section describes the processes proposed for selection and establishment of conservation area projects. Since the processes must be flexible, SPBCP must be flexible as well.

Conservation areas are generally large (relative to the island(s) on or around which they are established), diverse, geographical units that contain important features for the conservation of the biological diversity of the region or country. They will vary considerably in scale and scope, but most will encompass a variety of land and resource uses. All conservation areas will be managed

according to standard criteria for the conservation of natural resources and sustainable community development.

Conservation area projects will attempt to achieve a balance between the conservation and the utilisation of biological resources for the cash and subsistence needs of the resident communities. The special ecological and biological features of the conservation area will be identified, and management prescriptions for their conservation will be developed. These may include the establishment of *core* conservation zones, buffer zones, and harvesting and environmental impact controls.

Because the establishment of conservation areas and the conservation of biodiversity may mean that communities change the way they use resources, the project will help develop a range of appropriate and sustainable resource use activities. These activities may include small-scale timber production based on sustainable yield of non-core forest areas; agro-forestry and fisheries projects; stabilised market and subsistence gardening; natural product harvesting, processing, and marketing projects; forestry on already modified lands; nature tourism; and commercial wildlife management. In cases where infrastructure development will enhance the link between resource conservation and sustainable development, activities such as improving access, irrigation, and water supply may become part of a conservation area project.

The management and legal basis for conservation areas will vary considerably. A flexible approach will be needed in the face of the diverse legal, social, and cultural conditions in the participating countries. In keeping with the principle of local management for conservation areas, adaptation of the general management framework to local, traditional management systems will be encouraged. The overarching principle for the management of conservation areas will be to establish a management structure that is sustainable in the long term.

Criteria for selection of conservation areas

To be selected as a conservation area, a proposal must meet all of the criteria listed below under Category I and some of the criteria of Category II.

Category I

- The proposed area contains nationally or regionally significant examples of one or more ecosystems of global concern—such as tropical rainforest, mangroves, wetlands, lagoons, and coral reefs. The area is also large enough to maintain their viability.
- The project is feasible and exhibits a high degree of commitment by landowners, residents, resource users, and other potential partners in the conservation area project.
- The proposed area is sufficiently large to encompass a range of interactions common among people and natural resources in the country.

Category II

- The proposed area contains high levels of biological diversity and ecological complexity. It either represents a number of major habitats, a high diversity of ecosystems, or large numbers of plant and animal species.
- The proposed area is important for the survival of endemic species or of species that are rare or threatened nationally, regionally, or globally.
- The proposed area is threatened by destruction, degradation, or conversion.

Conservation area proposals should be generated from the bottom up as much as possible, since success depends so much on community support. Proposed areas should undergo a social and economic needs assessment—to determine the threats to the biodiversity and the potential for alternative forms of sustainable development—and a study of the legal and institutional frameworks under which the conservation area would be managed. If a feasibility analysis of an area is favourable, then the proposal can be developed further. Widespread consultation with all concerned groups will reveal the level of community support and make potential coordinating committee members and support officers easier to identify. It may be necessary to weigh the options of a locally recruited conservation area support officer, who may have difficulty maintaining independence from dominant groups or persons, and an officer from outside, who would be more difficult to keep on in the conservation area once outside support is phased out. Once this decision is made, the Conservation Area Coordinating Committee (CACC) can be established and trained, and a management/development plan can be designed and implemented.

Conservation areas must satisfy the criteria for eligibility in the area of Protection of Biodiversity set out by the GEF Scientific and Technical Advisory Panel. Conservation areas initially chosen for development should be those likely to offer the greatest likelihood of participation among the most people and the greatest chance of demonstrable short- to medium-term success. Areas in which there is perceived environmental stress from loss of biodiversity would be particularly appropriate candidates.

Candidate conservation areas should be ecologically diverse and coherent, large enough to maintain the integrity of an area's biological communities, habitats and ecosystems, and contain discrete social and ecosystem units in their entirety. Those on high islands should normally include at least one whole catchment from source to offshore zone (as far as the outer edge of the reef, if any), so that the interactions of different elements on the whole can be managed and monitored in an integrated manner. Moreover, the areas should include all the land held by the people whose participation is required. Given the dual purpose of these conservation areas, it is important that they not only be defined on ecological grounds, but also be coherent in terms of land tenure. Initial conservation area proposals may need to be negotiated to arrive at appropriate boundaries.

As improvement of the economic and social well-being of local communities is to be a major incentive in conservation area management, relevant social, economic, and commercial analysis will be carried out in the development of individual conservation area projects. Economists and the business community will be involved in conservation area projects as appropriate. Institutional and

legal mechanisms will need to be explored again at the implementation phase of individual conservation area projects.

Linking activities to specific conservation area projects

SPBCP activities of all types will be linked to specific conservation area projects as much as possible. It is expected that about 70 percent of the SPBCP funding, or US\$ 7 million, will be applied directly to this aspect of the programme. If the SPBCP supports conservation area activities in each of the fourteen countries, with one to two conservation area projects in each, this would equate to an average investment of US\$ 200,000 to US\$ 500,000 per project.

Conservation area project submission and approval

The conservation area concept promoted under the SPBCP is new to the region. Although several existing proposals would suitably adapt to the SPBCP, the SPBCP will have to solicit some proposals for conservation area projects and then assist local communities, NGOs, and governments with proposal development. This will be an ongoing process during the life of the SPBCP and will be an important function of the programme managers. The following steps will normally be required.

Preparation of an initial concept document

The first step in the development and approval of a prospective conservation area project will be the preparation of an initial concept document. Ideally, the initial concept will have been prepared by (or in consultation with) the landowners and local communities. There must be broad consensus among the potential project partners that the goals are feasible.

Submission of the initial concept document

Governments, government agencies, or other local or national organizations may submit initial project concepts directly. In the case of the former, the concept document will be forwarded through the formal foreign affairs channels. In the case of the latter, the principal group or organization sponsoring the project will be encouraged to obtain the endorsement of the government of the country concerned. The government may comment on the proposal and strengthen its endorsement if it so wishes. Should a group or organization fail to get government endorsement, it may then forward its proposal with an explanation. Government endorsement does not imply any responsibility by the government for the project—the government simply has no objection to the proposal.

Review of the project concept

The review of the initial project concept will be the responsibility of the programme manager who may call on additional expertise or technical assistance. Where appropriate, expertise will be drawn from the SPBCP TMAG. The project concept will be evaluated against the SPBCP's criteria for conservation areas. In many cases, the review process will require a visit to the conservation area by SPBCP staff to verify the conservation values of the project and the managerial framework.

The output from this stage of the process will be: (i) rejection of the concept as being inappropriate for SPBCP support, (ii) approval of the concept as being suitable for SPBCP support without further modification, or (iii) approval of the concept as being suitable for SPBCP support subject to further modification and development. In the case of the latter, the SPBCP staff will work with the project proponents to further develop the project concept to meet requirements. Modest financial support may also be made available to assist with landowner and community consensus-building, document preparation, and technical assistance.

Development of a project plan

Approval of the project concept will lead to the development of a detailed project plan. This will be the plan for the establishment of the conservation area and will be prepared according to written guidelines provided to the project proponents. A key feature of the project plan will be recognition of the fact that the establishment of a conservation area may be a long and incremental process. To account for this, the project plan will incorporate a phased approach to establishing conservation areas and their associated sustainable rural and community development activities. SPBCP support will be similarly phased and will depend on the meeting of the objectives at each stage or measurable progress towards these objectives. An important consideration will be the long-term sustainability of the project, and, to this end, each stage of the project plan will include assessments of co-funding or other sources of financial and human resources. SPBCP financial support may be used in the development of the project plan.

Approval of the project plan

Completed project plans will be reviewed by programme management in conjunction with the project proponents and the TMAG. Final modifications may be required before the project is approved by the Programme Manager.

The Conservation Area Coordinating Committees

An appropriate management group that draws together the various partners in a project will be established for each conservation area project. The group's composition will vary according to the local situation but will generally consist of representatives from the landowners, communities, partner NGOs, local and national governments, and the SPBCP management. The group will be established by the local partners, not by the SPBCP. The functions of a CACC could include:

- To develop and endorse conservation area project Management Plans
- To oversee the management of the conservation area project
- To oversee the management of SPBCP inputs to the conservation area project and the reporting to SPBCP management
- To resolve disputes within a conservation area project

- To coordinate with national NEMS task forces (or their successors) and government agencies on national conservation matters relevant to the conservation area project
- To supervise activities of the conservation area support officers and receive reports on specific matters
- To ensure that the conservation area project is implemented and developed in a timely and effective manner and to carry out other activities essential to management of the conservation area project.

Conservation area project funding

Phased conservation area project plans must take into account the lengthy amount of time needed for project negotiations and development. Project plans must ensure the commitment of local landowners and NGO groups to conservation areas and their involvement in management. They also must allow sufficient time to identify and implement sustainable development projects. This timeframe suggests that major funding for a specific conservation area project may not be required until the second half of the SPBCP's planned life, meaning that five years is likely an inadequate duration for the programme. And since the SPBCP goal of long-term, self-managing conservation area projects will take more time, a mechanism for ongoing support for conservation area projects' costs beyond the five-year life of the SPBCP is desirable. Such a funding mechanism would ensure long-term commitments by supporting the transition of conservation area projects to self-managing entities.

Conservation area project management strategy

Some guidelines for in-country management procedures for conservation area projects (to be used by the SPBCP):

- The SPBCP will work in partnership with customary landowner associations, NGOs, and government agencies.
- The CACCs will organize preparation of the detailed conservation area plan, act as the managers of the conservation area project, and act as a dispute resolution committee. These groups will coordinate, and may overlap, with the NEMS in-country task force as appropriate, with one agency taking the organizational lead for the coordinating groups.
- Conservation area support officers (CASOs) may be funded by the SPBPC to facilitate the establishment of the CACC; cover logistical arrangements, general liaison, and conservation area project implementation; and to oversee reporting, coordinating, training, and monitoring. While most CASOs will work in an individual conservation area project, CASOs could also be appointed at the national level if needed.
- Whenever possible, decision-making will occur at the local project level.

- Self-appraisal of progress and goals by the local groups will be strongly encouraged.
- The CASO will ensure access to information by the local groups.
- Project activities will include elements of education and training.
- A process to ensure timely dissemination of results from studies undertaken by visiting scientists will be established.
- Traditional community knowledge of the environment will be respected and applied to local and regional educational programmes.

Systematic conservation area project monitoring and review

The SPBCP staff will be required to regularly monitor a number of widely dispersed conservation area projects at various stages of development. The SPBCP management will develop a consistent and systematic approach to monitoring and support to countries and conservation area projects.

The CACC and conservation area project management personnel, in conjunction with the SPBCP staff, will be expected to appraise their project against the conservation area project plan on a four to six month schedule.

Training

Training efforts under the SPBPC will focus on providing CASOs and local people with the skills and understanding to manage and sustainably use the resources of their conservation areas. Local NGOs and government officials will also be trained in the skills needed to support conservation areas.

Much of the training will be in the form of attachments or internships of people selected by the CACC who are expected to continue working on conservation area project activities over the long term. Training could be in the form of attachments to other conservation area projects to learn new skills or observe demonstration projects; internships with SPBCP management staff; and workshops, skills training, and fellowships with various institutions and organizations operating within the region.

Programme cooperation

SPBCP will fully collaborate with other conservation and sectoral programmes operating in the Pacific Islands. In particular, sectoral expertise will be exchanged with the UNDP Pacific Regional Programme in the areas of fisheries, agriculture, forestry, community development, and water and sanitation. Where applicable, joint programme and implementation of conservation area projects will be promoted. Close links with the Pacific Sustainable Development Network (to be operated from Fiji) will be developed.

Pilot conservation areas

SPBCP intends to advance conservation and development at the community level under the Pacific condition, which entails addressing new and complex individual issues and integrating them into a holistic approach. To do this, SPBCP needs to develop methodologies and tools through application and field testing, gaining experience as the programme proceeds. SPBCP's initial efforts will be targeted at establishing a few model conservation areas and conservation area projects in representative areas. It is expected that many useful and practical lessons will be replicable to other conservation area efforts worldwide.

5. Implementation arrangements

The programme will be executed by the South Pacific Regional Environmental Programme in close cooperation with relevant agencies of the SPREP Pacific Island member governments and appropriate NGOs.

The SPREP Secretariat will be the overall coordinating body for the SPBCP. The programme manager will be responsible for the day-to-day operation of the programme and will regularly report to the SPREP Director. All GEF and UNDP reporting requirements will be done by the programme manager. The SPREP Director submits annual reports to the GEF through UNDP. All financial and administrative arrangements will be made in accordance with the UNDP's Guidelines for National Execution.

The TMAG, established by SPREP, will advise the programme's implementation, assist project management, and help carry out the tripartite and mid-term reviews. The TMAG will consist of the Director of SPREP, appropriate scientific experts with knowledge in Pacific Island ecology and biodiversity, a community development expert, a representative of a national government in the region, an appropriate regional or international NGO representative, the UNDP Resident Representative, and an AIDAB representative. An independent chairperson with scientific and technical background will be selected and a balance of gender will be sought. Detailed terms of reference of the TMAG will be prepared as part of the initial project activities and will be agreed upon by SPREP and UNDP prior to forming TMAG.

The TMAG will meet on an ad hoc basis to review SPBCP's progress and work plans and to advise the programme manager, SPREP, and UNDP on conservation area projects; related research; and the technical, administrative, and management aspects of SPBCP. It will also provide independent inputs to tripartite reviews. Meetings of the TMAG will be convened by the programme manager as required, but no less than once a year. Individuals may be co-opted by the TMAG to provide specialist advice in a particular field or to provide additional capacity for conservation area project assessment and review. Sub-committees for specific tasks may be established, in particular to review and endorse individual conservation area proposals.

Specifically, the TMAG will provide advice to the Programme Manager in the following areas: (i) the identification, evaluation, and selection of candidate conservation area projects; (ii) the review of conservation area project concept documents and the development of conservation area project documents; (iii) the review of conservation area project documents and their management and

implementation strategies; (iv) the monitoring and evaluation of conservation area projects under implementation; (v) the development and operation of the regional biodiversity database; (vi) the individual conservation area project research priorities, survey methodologies, data analysis, and interpretation; (vii) the establishment of appropriate procedures and guidelines for the management and monitoring of conservation area projects; and (viii) the review of project progress and of scientific and developmental reports.

Programme staffing

SPREP-based staff will include a programme manager and three programme officers. Further details on staffing are covered under Section E. SPREP will hire long-term experts, including the programme manager, in consultation with UNDP. The costs of one programme officer will be split between SPREP and the SPBCP, with half of this officer's time spent on biodiversity matters not directly related to conservation areas. Appropriate support staff will be employed by the programme manager and SPREP.

Consultancies

Consultancies will be used widely to augment SPBCP staff and provide technical advice to individual conservation area projects and to programme management. Consultants should be skilled in biodiversity conservation and community development, including social and cultural aspects, land tenure, and economics. Selection will be preferential to nationals of Pacific Island or SPREP countries.

Publications

Any reports prepared by SPBCP staff, conservation area project staff, or consultants will include a statement that the material was developed through the South Pacific Biodiversity Conservation Project. Any SPREP publications or materials based on SPBCP inputs will acknowledge the GEF/SPBCP contribution through UNDP.

Financial disbursement strategy

UNDP will release funds for Phase I of the programme, and subsequent release will be subject to the satisfactory review by TMAG of the progress of Phase I.

Project communications

Communications are always a significant cost element of regional programmes within the Pacific Islands, but good communications between the SPBCP staff and conservation area project staff is important. The SPBCP will investigate E-mail systems such as the emerging Pactok network currently being developed for environmental groups and others working in the Pacific Islands.

6. Reasons for assistance from UNDP

Because of the international, cooperative nature necessary for successful conservation efforts in an oceanic environment, a regionally coordinated programme for biodiversity conservation and sustainable resource management is the most effective strategy. Other factors are also more manageable under this framework, such as the small size of most Pacific Island countries, national budget constraints, local uncertainty regarding the value of biological conservation relative to other investments, and lacking technical expertise and national resources.

Experience with a variety of assistance efforts in the region in various sectors (energy, tourism, telecommunications, aviation, and forestry) has indicated that a well-designed and managed regional approach with specific in-country activities can be an effective and cost-effective means of initiating and supporting national and local projects.

The GEF is an appropriate source of support for the SPBCP because the project addresses many of the conservation needs of this vast and globally important oceanic region. Support for the SPBCP will enhance other regional efforts for biodiversity conservation, such as the NEMS programme work under the SPREP and Apia Conventions and initiatives by conservation NGOs, government agencies, and local institutions. GEF support for community-level conservation and associated sustainable development projects will stimulate the commitment of Pacific Island people to the conservation of their natural heritage.

7. Special considerations

Most of the land and many marine areas suitable for conservation areas are privately owned or controlled, usually by communities. The involvement of private landowners is absolutely essential to SPBCP success. During the preparation of this project document, there was a great deal of discussion with NGOs, particularly those involved in environmental activities in the region. The information received from NGOs was collated into a separate review on environmental NGOs in the Pacific (prepared for the preparatory assistance team by WWF's Pacific Programme Office).

SPBCP will provide some small seed monies to local groups, and advice will be provided to them on obtaining loans for sustainable development activities, such as community agroforestry development or conservation-linked tourism development.

During Phase I, the SPBCP will first develop guidelines to assess the existing capacity of applicant NGOs. Second, it will identify areas in which an NGO may need to develop its capacity before becoming a partner in the project. These guidelines should include particular attention to the capacity of the NGO to meet administrative and recurrent costs associated with running a project. Capacity assessment should focus on: (i) purpose and objectives of the organization, (ii) nature and scope of activities being undertaken or currently planned, (iii) degree of recognition and level and form of support by government, (iv) extent of links with international networks and partner or parent organizations, (v) nature and size of membership, (vi) staffing, (vii) funding history, (viii) target group being supported and serviced, (ix) social preparation skills (including dispute resolution), and (x) experience in proposed project site and with intended community participants. Even for those NGOs with a strong institutional capacity, further assessments will be required of their skills and

experience in the use of current concepts and methodologies for equitable community-based development.

It will also be necessary to develop guiding principles for the institutional relationship between NGOs and SPREP. For instance, there should be a clear understanding of which costs to NGOs should be covered through the programme, such as administrative and overhead costs, and consultancy, management, and monitoring fees for supervisory or co-ordinating staff.

Negative impacts

The environmental and social impact of each conservation area project will be conscientiously assessed at the proposal stage, and every effort will be made to ensure that the establishment and management of conservation area projects is socially beneficial. The creation of some conservation area projects, however, may restrict certain types of development and disadvantage some groups, at least in the short term. To offset these disadvantages, the programme will facilitate alternative income opportunities.

Women and development

Although women are major users and managers of natural resources in the region, their perspectives and knowledge are often not adequately represented in programmes and projects. This programme will seek the participation of women in both informal and formal conservation area project management activities. For example, the programme will hold women-only meetings, form women-only committees, use women's networks for consultation purposes (such as Women's Village Committees), time meetings to suit women with family commitments, seek out individual women who are known to have authority in the community and ask for their participation, and require that women, men, and youth be involved in conservation area project and SPBCP committees and activities.

Technical cooperation among developing countries

SPBCP activities involving the accumulation and exchange of biological information and sustainable practices in resource use will be an exercise in technical cooperation among developing countries. SPREP has the mandate as a regional organization to provide the context for such cooperation among its member countries, and the activities of the SPBCP will lead to further interest and support for conservation area projects from other agencies. Similarly, there will be opportunities for cooperative activities and exchanges of personnel among conservation area projects and with the technical programmes of other conservation and development organizations working in the region.

8. Coordination arrangements

Several of the environmental activities underway or planned in the region could coordinate with this GEF project and produce mutual benefits to both parties. The SPBCP will complement, and where appropriate, collaborate with biodiversity conservation efforts of international and regional organizations working in the Pacific Islands. These include ADB, AIDAB, CSPOD, the European Community, East-West Center (EWC), the Food and Agriculture Organization of the United Nations

(FAO), Forum Secretariat, Foundation for the Peoples of the South Pacific (FSP), Greenpeace, Gesellschaft für Technische Zusammenarbeit (GTZ), ICOD, SPC, IUCN, the MacArthur Foundation, the Maruia Society of New Zealand, New Zealand Aid (MERT), Overseas Development Administration (ODA), the South Pacific Applied Geoscience Commission, TNC, UNDP, UNEP, and other UN agencies, United States Agency for International Development (USAID), the World Bank, and WWF. There will be cooperation with local or regional environmental NGOs such as Ole Siosiomaga Society Inc. (Western Samoa), South Pacific Action Committee on Human Ecology and the Environment (SPACHEE, Fiji-based, regional), and the Solomon Islands Development Trust (SIDT).

The SPBCP will also cooperate with training and research organizations based in the Pacific Islands, particularly the University of the South Pacific programmes in Fiji, the Solomon Islands, and Western Samoa. Where appropriate, cooperation will also occur with other regional tertiary institutions, including the University of Papua New Guinea in Port Moresby, the University of Guam, and the University of Technology in Lae, Papua New Guinea. Since SPBCP emphasises action, not academic studies, it will support only those research activities that can be used to improve selection or management of conservation areas.

There will also be cooperation with organizations with a history of involvement in the region and expertise relevant to biodiversity conservation and sustainable rural development. These organizations include national research and natural resource management agencies of the Australian, French, New Zealand, and United States governments.

The Papua New Guinea and New Caledonia biodiversity programmes

Both Papua New Guinea and New Caledonia possess biological diversity of world importance. The GEF has allocated US\$ 5 million for a Papua New Guinea Government national biodiversity effort. The French Government, through L'Institut Français de Recherche Scientifique pour le Développement en Coopération (ORSTOM), has an ongoing programme of biodiversity studies in New Caledonia. An international task force, of which SPREP is a member, has been formed to intensify these studies. The SBPCP will cooperate with both the Papua New Guinea and New Caledonian efforts and exchange experiences and results.

9. Counterpart support capacity

SPREP has fifteen professional and administrative staff and a dozen local support staff at its headquarters in Apia, Western Samoa. As of mid-1992, positions filled included those of the Director, Deputy Director, Information and Publications Officer, Project Officer (Biological Diversity Conservation), Environmental Education Officer, Environmental Contaminants Officer, Finance Officer, Administration Officer, Computer Systems Analyst, Environmental Information Data Analyst, UNCED Project Officer, Climate Change Officer, Project Scientist, RETA Team Leader, and NEMS Team Leader. There are also usually several specialist consultants and/or environmental officials from SPREP-member governments at the office at any given time. SPREP has a good professional team which will provide a supportive environment for the SPBCP management.

SPREP has office facilities at a large site in Apia with ever-improving communications facilities (direct-dial international phones and fax). There are about fifteen computers, adequate computer support facilities, a Local Area Network and scanner on order, and a computerised GIS lab under development. A separate building adjoining the main office within the SPREP complex has been set aside for SPBCP use.

National

National environmental organizations are generally weak but are currently being strengthened through other assistance efforts. Some local NGOs can provide support services. Those regional and international NGOs presently involved in environmental activities and which have offices already established within several Pacific countries (FSP and TNC) are particularly well-placed to work with the SPBCP.

C. DEVELOPMENT OBJECTIVE

The overall goal of the SPBCP is to develop strategies for the conservation of biodiversity that incorporate sustainable use of biological resources by the people of the South Pacific.

D. IMMEDIATE OBJECTIVES, OUTPUTS, AND ACTIVITIES

IMMEDIATE OBJECTIVE 1

Establish a network of local communities, NGOs, and government agencies to facilitate the establishment and initial management of a series of conservation areas that protect biodiversity, allow ecologically sustainable use of natural resources, and encourage community economic development.

Output 1.1

Conservation area projects will be initiated in most of the participating countries, and a number of projects will have successfully become conservation areas.

Activities for Output 1.1

- 1.1.1 Prepare initial conservation area concepts by assisting local/national groups to assess information, and by providing modest funds if required action on a conservation area concept is to be initiated locally, nationally, or regionally—provided essential partners have endorsed the concept at an early stage.
- 1.1.2 Evaluate initial concepts and approve further development. Locally developed ideas will receive SPBCP endorsement in stages throughout the project.
- 1.1.3 Assist with project design and community development, with AIDAB support.

- 1.1.4 Facilitate planning and establishment of two or three conservation area projects by local coordinating groups. Related activities include surveys (site, boundary, resources, attitudes), publicity, education, consultation, planning, design, legislation, training, and pilot demonstrations.
- 1.1.5 Approve conservation area management-development plans for two or three conservation area project proposals, with advice from TMAG review board.
- 1.1.6 Provide appropriate assistance for establishing resource conservation and development activities in individual conservation area projects. Following conservation area Plan approval, funds will be released to the lead agency or coordinating group in three to four stages, as milestones are reached.
- 1.1.7 Devolve regular monitoring and progress reports to local conservation area project group/agency for self-appraisal. Reporting to SPBCP will be required of each conservation area project every four to six months.

Output 1.2

A range of guidelines and case studies will be developed, documented, and made available as references for other conservation area projects.

Activities for Output 1.2

- 1.2.1 Prepare guidelines and case studies for establishment and management of conservation areas that cover planning, participation, conservation, development, administration, legal, and other aspects, making the most of initial conservation area projects as pilot schemes and demonstrations.
- 1.2.2 Prepare an overview of legal options and management structures for conservation area projects by end of 1993, building on materials prepared during the preparatory assistance phase, and review other related efforts in Pacific Island countries and elsewhere.

Output 1.3

CACCs will be established for projects accepted by SPBCP.

Activities for Output 1.3

- 1.3.1 Facilitate participation of local landowners, communities, NGOs, and government agencies, and form an effective CACC for each conservation area project.

Output 1.4

For projects reaching conservation area establishment stage, plans will be developed and endorsed, covering (i) essential information on the geography, biodiversity, human settlement, and use of the area's resources, and (ii) management and coordination arrangements, such as financing, setting objectives, decision-making and dispute resolution, and identifying the roles of local, national, and outside partners.

Activities for Output 1.4

- 1.4.1 Support local coordinating groups in survey work as part of the participatory planning process.
- 1.4.2 Facilitate development and endorsement of a conservation area plan, detailing background information and arrangements for management of flora, fauna, and resource use. The conservation area plan will form the main framework for decision-making and the operation and sustainable development of the conservation area.
- 1.4.3 Endorse and ratify the conservation area management plan, using negotiation and collaboration with other resource management programmes. Any accompanying policy and legislative changes may require SPBCP assistance.
- 1.4.4 Facilitate ongoing conservation area management planning and decision-making by the CACC.

Output 1.5

Economic development and use of natural resources in and around conservation areas will be encouraged in socially beneficial ways that do not degrade the biodiversity within the conservation area.

Activities for Output 1.5

- 1.5.1 Assessment of existing resource uses and income generation in and around the conservation area will need to take into account local community aspirations.
- 1.5.2 Provide the CACC with technical assistance and capital and seed funding for development activities that are self-financing and that support biodiversity conservation. Technical assistance may take several forms, such as business management, pilot projects, and appraisals.

IMMEDIATE OBJECTIVE 2

To protect terrestrial and marine species that are threatened or endangered in the Pacific Island region.

Output 2.1

Selected endangered or threatened species of birds, marine mammals, and turtles will be given increased protection, following the SPREP regional species protection strategies. Strategies for plant and invertebrate species protection will also be designed.

Activities for Output 2.1

2.1.1 Provide part-funding to the programme officer of species protection, who will coordinate SPREP's regional species protection strategies for turtles, birds, marine mammals, and others to be developed. (The budget provides for 50 percent funding for years 1993 to 1996.)

2.1.2 Provide initial funding for regional strategies for turtles, birds, and marine mammals.

IMMEDIATE OBJECTIVE 3

Identify potential conservation areas with important biological diversity.

Output 3.1

Improved information—maps, country reports, site reports, reviews of past work, ecological and socio-economic surveys, and assessments based on site country visits—will be made available on the biological diversity, the status of resource use, and the conservation activity of participating countries.

Activities for Output 3.1

3.1.1 Prepare overviews of national and regional terrestrial and marine biodiversity documents based on available information in ten countries. These documents will provide the basis for a resource library and database to be managed and updated as an SPREP facility.

3.1.2 Record issues, constraints, and options regarding biodiversity conservation in participant countries.

3.1.3 Review results from conservation and biodiversity assessments by others to help identify needs and find other support for conservation area project planning.

Output 3.2

Possible conservation areas will have been identified in each participating country, followed by outlined concepts and detailed plans for conservation area projects. Concepts and proposals will be evaluated and, where appropriate, accepted for further development or support.

Activities for Output 3.2

- 3.2.1 Assist local groups, communities, or agencies in reviewing potential conservation area candidates; submit initial concepts; and develop plans and revise earlier proposals.
- 3.2.2 Develop clear criteria to evaluate and select conservation area projects for SPBCP support. The evaluation process and its criteria will be developed from those prepared during the preparatory assistance phase.
- 3.2.3 Evaluate proposals against selection criteria for all proposals. SPBCP response should be sent within one month of receipt.
- 3.2.4 Select two to three conservation area projects for implementation.

IMMEDIATE OBJECTIVE 4

Improved awareness in Pacific Island countries of the importance and means of conserving biological diversity.

Output 4.1

General awareness of the conservation area concept—the SPBCP, how it is being implemented, and how people can participate—will have been generated through existing publicity outlets.

Activities for Output 4.1

- 4.1.1 Publicise (through NGOs, regional groups, and limited mass media) the SPBCP, the conservation area concept, how it is being implemented, and how people can participate to rally public support at regional and national meetings.

Output 4.2

Education and general improvement of information will be built into each conservation area project. Education will focus on the area's biodiversity and how it is being used and conserved. Materials will be developed in the language(s) relevant to the location.

Activities for Output 4.2

- 4.2.1 Preparation and dissemination of materials to inform, educate, and involve relevant people and agencies in each conservation area project will be organised by the CACCs, with assistance from SPBCP where necessary.

IMMEDIATE OBJECTIVE 5

Improved cooperation between different sectors of society and different agencies contributing to the conservation of the biological diversity of the Pacific Islands.

Output 5.1

Pacific Island nationals—in government agencies, NGOs, regional bodies, and research and training institutes—will be better trained in conservation of biological diversity and related sustainable development practices, primarily through participation in specific conservation area projects.

Activities for Output 5.1

- 5.1.1 Conduct in-country training on biodiversity conservation and conservation area management in a cost-effective, sustainable manner. From 1993 to 1996, at least one seminar or course will be conducted by core team and appropriate consultant(s) in each participant country and will include assessments of local conservation area projects.
- 5.1.2 Provide training for people involved in each conservation area project. Ongoing in-service training will be encouraged and supported for each established conservation area.
- 5.1.3 Arrange short courses or study tours on management and planning of biodiversity conservation and sustainable use of renewable natural resources. Related activities could involve exchange of conservation area personnel, studies in other locations or countries, and a regional or sub-regional series of SPBCP-organized courses on a variety of topics.
- 5.1.4 Develop guidelines to assess NGO capacity based on NGO assessments done by the Pacific Multi-Island project.

Output 5.2

SPBCP and conservation area project studies and lessons learned will be recorded and disseminated to guide policies and programmes for other conservation programmes in the region and elsewhere.

- 5.2.1 Provide assistance for policy-oriented studies on conservation of biodiversity in the region.
- 5.2.2 Provide technical and policy reports on aspects of the SPBCP, including a full analysis of SPBCP lessons, thus introducing options for establishing and managing conservation areas.

Output 5.3

Information generated from SPBCP activities will be used to set up and improve databases at local conservation area projects, and at national and regional offices.

Activities for Output 5.3

- 5.3.1 Provide assistance and guidance in setting up appropriate databanks that will support management of conservation areas at local, national, and regional levels.
- 5.3.2 Assist in interpreting, analysing, and using data for environmental matters.

Output 5.4

Better coordination will be established among groups and agencies involved in biodiversity conservation in the region. The conservation area management models and tools developed will be shared with the SPBCP participant countries, including all SPREP countries.

Activities for Output 5.4

- 5.4.1 Maintain regular consultation with organizations involved in biodiversity conservation in the region and utilise opportunities for collaboration.
- 5.4.2 Support regional conferences on biodiversity conservation.

E. INPUTS

1. UNDP inputs

SPBCP management

Programme Manager, SPBCP	319,000 (48 p/m)
Programme Officer, Species	127,000 (48 p/m, 50 percent SPREP funds)
Two Programme Officers, conservation areas	380,000 (2 x 45 p/m)
SPBCP Programme support staff	287,000 (144 p/m)
Staff travel and expenses	298,000
Equipment and office materials	430,000
Preparatory assistance personnel	205,000

Reviews and advisory group	156,000
<u>SPBCP in-country support</u>	
Information, country reviews, surveys, and conservation area identification	426,000
Conservation area projects	2,607,000
<ul style="list-style-type: none"> ● Support for individual conservation area projects— conservation area project support officers (15 x 25 p-m @ average \$1,000/m) ● Support for individual conservation area projects— sustainable development activities (pilots, consultancies, initial capital) 	400,000 2,796,000
Training	777,000
<u>Species protection</u>	
Support for regional species using SPREP protection strategies birds (280), turtles (170), and marine mammals (170)	620,000
UNDP Charges UNDP Field Office Support Cost	172,000
TOTAL	10,000,000

2. SPREP inputs

SPREP professional and management staff are expected to devote approximately the following percentage of their time to assisting or overseeing the SPBCP: Director (15 percent), Deputy Director (15 percent), Financial Manager (20 percent), and Information Officer (20 percent).

SPREP will arrange at least two direct overseas lines (phone and fax) for the SPBCP. Office maintenance will be SPREP's responsibility. In addition, SPREP will provide office space, access to communication facilities, and administrative support to all project personnel stationed in—or on missions to—SPREP in Apia.

SPREP Personnel	Salary for SPBCP activities	Number of years	Total Value US\$
Director	12,000	5	60,000
Deputy Director	10,000	5	50,000

Financial Manager	10,000	5	50,000
Information Officer	9,000	5	45,000
Programme Officer (Species)	32,000	5	160,000
Support staff	10,000	5	50,000
Total SPREP Personnel Contribution		5	\$415,000
SPREP Office Inputs	Average Per Year	Number of Years	Total Value
Office space	24,000	5	120,000
Office maintenance	1,000	5	5,000
Office security	1,200	5	6,000
Total of Office Inputs			\$131,000
Total value of SPREP Contributions			\$546,000

3. Host government inputs

Member governments' contributions are estimated at US\$ 150,000 and will include office space, administrative support, and professional and national colleagues.

F. RISKS

There are several risks of SPBCP failure, the main ones are described below, along with measures designed to reduce them.

Inadequate access to communally owned land

In participating countries, land is overwhelmingly communally owned with little direct access or control by government agencies. There is a risk that the SPBCP will not gain adequate access to privately owned land with important ecosystems or biota due to either poor relationships between the government and landowners or inadequate involvement of landowners and the local community early in the planning phases of a particular conservation area. There is a history of failed projects in the region where landowners have been treated as obstacles rather than partners or where a project of potential benefit to all concerned has failed because outside interveners did not attempt to learn or respect local customs and laws.

This risk will be reduced by the participation of land-owning groups and their legal representatives in conservation area planning and management from the earliest stages, and by hiring local people as conservation area staff. Where possible, the project will address local aspirations through appropriate income-generating activities.

Insufficient support from governments

There have been excellent policy statements, sometimes good legislation, and impressive conservation rhetoric emanating from governments, but effective follow-up is often lacking. For the SPBCP to succeed, governments must be serious about biodiversity conservation. Government officials must be informed and trained, and appropriate policy reforms and management action need to be developed in areas that have major impacts on biodiversity but are not viewed as part of conservation (such as agriculture, fisheries, primary industry, and tourism).

To mitigate this risk, SPREP is supporting NEMS in twelve countries and cooperating with three others. The NEMS will strengthen the institutions of the conservation sector through training, developing greater public support for conservation, and by providing national mandates for conservation.

Furthermore, government departments with a formal responsibility for conservation activities (but little history of effective action) will resent strong in-country management roles for NGOs and other local groups. A key to the success of the SPBCP will be effective and appropriate in-country working groups to oversee the establishment and initial management of the conservation area. The membership of this group must include the appropriate government conservation officials, local groups, NGOs, and other important government officials outside the conservation sector.

Insufficient activities within the participating countries

SPBCP activities and expenditures should occur largely in-country, not at SPBCP headquarters. There is often a danger that regional assistance programmes become top-heavy with the bulk of funds spent on headquarters staff and studies, but a high proportion of funds will be allocated directly for in-country activities to avoid this risk.

SPREP may be unable to effectively use the GEF support

SPREP is becoming an independent organization but the metamorphosis from a small SPC programme is still incomplete. There are risks in charging an organization with managing a large new initiative while it is undergoing rapid structural changes. These risks include insufficient time spent by management on SPBCP matters because of other pressing concerns, inadequate financial control (particularly of in-country conservation area expenditures), and the hiring of inappropriate staff for the SPBCP.

As described earlier, various agencies and member governments are assisting SPREP in finalising its legal status, establishing a good financial control system, and revising its action plans. UNDP is specifically funding a corporate plan that will facilitate a new financial control and auditing system. Observers familiar with SPREP agree that staff have been competent, highly motivated, and

professional. The disbursement of conservation area funds to the local conservation area management groups will depend on successful negotiations and development of a staged approach, detailed plans, and adequate local financial control mechanisms. Finally, the involvement of recognised, reputable NGOs in SPBCP management and activities will reduce this risk.

The endurance of the SPBCP

SPREP itself depends overwhelmingly on donor support for its operations. Funding committed to SPREP, additional support under consideration, and expressions of interest from new donors all indicate that SPREP will have adequate finances for the next few years. There is a risk that SPREP will not have the finances to support the conservation area activities beyond the five-year life of the SPBCP, even though it is intended that the conservation area projects will not depend on overseas support after the initial establishment period.

Insufficient or inappropriate biodiversity research and education

Specific technical knowledge is required for conservation and sustainable development to proceed in the Pacific Islands. The SPBCP approach: use conservation areas to protect critical habitats and develop sustainable use practices concurrently so that models composed of working knowledge will be available as soon as possible.

G. PRIOR OBLIGATIONS AND PREREQUISITES

1. Prior obligations

The member governments' have expressed their commitment by annually pledging voluntary contributions to SPREP and by endorsing the project concept in 1991.

2. Prerequisites

SPREP will establish a financial control system endorsed by independent, outside auditors acceptable to UNDP.

H. PROJECT REVIEW, REPORTING, AND EVALUATION

Tripartite review

The SPBCP will be subject to annual tripartite reviews by representatives of the executing agency, participating governments, and UNDP. NGOs will also be invited to participate. The first review will be held within the first twelve months of the full implementation phase of the SPBCP. The programme manager shall prepare and submit to each review meeting a Project Performance Evaluation Report (PPER) in the format specified by UNDP. Copies of each PPER are to be provided to the executing agency, participating governments, the SPBCP TMAG, and UNDP at least

one month prior to the review. The tripartite review will incorporate input or distribute materials from the TMAG at its discretion.

Work programme

The programme manager will prepare a draft annual work programme and circulate it to participating countries, NGOs, and members of the TMAG appropriately in advance of any meeting at which the work programme is to be considered.

Mid-term review

An independent external review of the SPBCP, arranged by UNDP in consultation with the executing agency, will be held about halfway through the programme's scheduled lifetime.

Regular reporting

Each staff member and consultant assigned to the project, whether directly or through cooperating or support agencies, will be required to prepare relevant documents or technical reports to record results of specific tasks performed under the work plan. Whenever consultants use word processing, database, or spreadsheet software in their work, they will be required to provide the SPBCP—and appropriate conservation area project coordinating groups, NGOs, and governments—with relevant text files, templates, and data in a usable format, generally the prevailing SPREP format. The programme manager will prepare annual reports for submission to SPREP, governments, appropriate NGOs, and countries. The report will summarise: i) activities overall and by country, ii) constraints to meeting objectives, iii) expenditures, and iv) other relevant information, such as co-financing and lists of reports prepared during the year. The programme manager will prepare quarterly summary reports on overall activities, including those in-country, for submission to SPREP, UNDP, and the participating countries.

Terminal report

A terminal project report will be prepared for consideration at the terminal review to be held in the final year of the programme's life. A draft report will be prepared at least four months prior to the meeting to allow advance review and comments by participating governments, appropriate NGOs, conservation area project coordinating groups, SPREP, and UNDP.

Auditing

An annual audit of project activities will be performed by an auditor approved by UNDP in accordance with UNDP audit guidelines. The audit will assess the Combined Delivery Report, Government Disbursement Report, and Reconciliation of Outstanding Advances/Status of Funds Report for each financial (calendar) year. A copy of the audit will be forwarded to the Principal Project Representative by 31 March of the following year.

Accounting and financial reporting

SPREP will maintain an accounting system that contains books, records, and controls sufficient to ensure the accuracy and reliability of SPBCP financial information. SPREP will prepare two financial reports (Government Disbursement Report and Conciliation of Outstanding UNDP Advice/Status of Funds) and submit them to the Principal Project Representative within 30 days after the end of each quarter. The information furnished on the reports forms the basis of periodic financial reviews, and their timely submission is a prerequisite to the continuing funding of the SBPCP. Accounting and financial management will be the subject of a separate agreement between UNDP and SPREP.

I. LEGAL CONTEXT

It is understood that participating Governments undertake to treat this project in the same manner as national projects with respect to privileges, facilities, and immunities.

The following types of revisions may be made to this project document with the signatures of the UNDP Principal Project Representative and the Director of the Executing Agency.

- Revisions in, or addition of, any of the annexes to the Project Document
- Revisions which do not involve significant changes in the immediate objectives, outputs, or activities of a project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation
- Mandatory annual revisions which rephrase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

More substantive changes require the written approval of UNDP in New York on behalf of the GEF.

J. BUDGET

The project budget is attached.

PROJECT BUDGET COVERING GEF/UNDP CONTRIBUTION (in US\$)

Description	Total wm	1991\$ wm	1992 \$ wm	1993 \$ wm	1994 \$ wm	1995 \$ wm	1996 \$ wm
Personnel							
Experts							
Programme manager	318,949 48			74,000 12	77,700 12	81,585 12	85,664 12
Programme Officer (CAs)	196,386 45			37,500 9	50,400 12	52,920 12	55,566 12
Programme Officer (CAs)	183,886 42			25,000 6	50,400 12	52,920 12	55,566 12
Programme Officer (Species)	127,149 48			29,500 12	30,975 12	32,524 12	34,150 12
CA Project Consults.	806,500 190			132,500 30	164,000 400	255,000 60	255,000 60
PA Personnel	153,680 18		145,316 18	8,364			
Subtotal	1,786,550 391		145,316 18	306,864 69	373,475 88	474,949 108	485,946 108
Support Personnel	286,745 162		6,550 18	71,450 36	66,700 36	69,535 36	72,510 36
Official Travel	294,262		54,535	79,727	60,000	50,000	50,000
Mission Costs	156,238		16,238	30,000	50,000	30,000	30,000
CA Support Officers	400,000 400			45,000 45	100,000 100	125,000 125	130,000 130
Component Total	2,923,794 953		222,638 36	533,041 150	650,175 224	749,484 269	768,456 274
Subcontracts							
CA Identification & Awareness	450,820		54,820	100,000	120,000	100,000	76,000

Description	Total wm	1991\$ wm	1992 \$ wm	1993 \$ wm	1994 \$ wm	1995 \$ wm	1996 \$ wm
CA Est. and Manage	2,203,600			288,400	488,400	688,400	738,400
CA Sust. Develop Activities	2,393,600			285,900	585,900	735,900	785,900
Species Protection	619,500			167,375	217,375	1117,375	117,375
Component Total	5,667,520		54,820	841,675	1,411,675	1,641,675	1,717,675
Training							
Study Tours	355,000			50,000	105,000	100,000	100,000
In-service Training	421,800		58,640	181,360	65,000	55,000	61,800
Component Total	776,800		58,640	231,360	170,000	155,000	161,800
Non-expendable Equipment	98,386		13,603	65,462	14,626	4,695	
Component Total	98,386		13,603	65,462	14,626	4,695	
Misc.	78,881		19,606	9,750	12,750	18,450	18,325
Printing	46,000			6,000	10,000	15,000	15,000
Sundry	190,492	1,767		44,250	42,250	51,550	50,675
Field Office Support	174,000			44,000	40,000	45,000	45,000
Component Total	489,373	1,767	19,606	104,000	105,000	130,000	129,000
Admin & Op Agency Support	44,127		44,127				
Component Total	44,127		44,127				
Grand Total	10,000,000 953	1,767	413,434 36	1,775,538 150	2,351,476 224	2,680,854 269	2,776,931 274

**Regional Environmental Assistance and Activities by Donors,
Regional Institutions, and NGOs—Late 1980s to Mid-1990s**

Pacific Island countries receive considerable assistance for a wide range of environmental management and planning activities, both directly and through SPREP. This overview of technical assistance for environmental work in general and biodiversity in particular is incomplete for several reasons:

- Many of the donors active in the region do not have records of current assistance efforts strongly linked to environmental or biodiversity efforts
- Historical information—including efforts as recent as 1987—is not available from Pacific-based donor offices, and headquarters records are difficult to access
- Many assistance efforts (road construction, agricultural pest control, sustainable agricultural practices, agro-forestry, and energy investments) affect biodiversity, but it was impossible to obtain enough information to adequately cover them in this document
- Numerous international and local NGOs receive support for environment-related projects that are not recorded centrally within the region, usually because they are small
- The recent upsurge in donor interest in environmental matters has probably triggered several new initiatives of which local donor offices are unaware.

Outside of these potential gaps in information, the preliminary overview below provides the type and magnitude of past, ongoing, and planned assistance in this sector. Overall support for environmental activities within the region has been about US\$ 8 million to SPREP and roughly US\$ 13 million to individual countries and non-SPREP recipients between 1988-89 and 1992. Over \$20 million more, including this programme, is likely to be provided to SPREP within the next few years. While financial support to SPREP is increasing quite substantially, planned new environmental assistance outside of SPREP activities appears to be relatively static compared to previous years.

International organizations

ODA The British Development Division in the Pacific, the regional office of the Overseas Development Administration (ODA), provides little direct bilateral support for environment work but has given over PStg. 100,000 towards the co-financing of walkabout sawmill projects through the FSP, mainly in the Solomon Islands. About 30,000 was provided to SPREP from 1987-1990 for biodiversity education publications. ODA is providing a Pacific Coordinator for three years from April 1992 for a project on soil conservation and sustainable agriculture, specifically for sloping

lands in islands. The project is being managed by the International Board for Soil Research and Management. In addition, the UK has agreed to support a United Nations volunteer position within SPACHEE for two years from mid-1992. ODA and WWF co-financed a study of plant species conservation needs in Fiji which was completed in March 1992.

UNDP The United Nations Development Programme provides funding for an Environmental Management Specialist within SPREP to develop NEMS in seven countries (Kiribati, Nauru, Niue, Palau, Tokelau, Tuvalu and Western Samoa) as part of US\$ 2.5 million allocated to SPREP for broad institutional support under a multi-island project (PMI/90/002) for three years starting from late 1991. An Environmental Contamination and Pollution Control programme and a Sustainable Development Network are being separately supported. An additional US\$ 0.4 million has been approved for the 1992-1996 funding cycle for unspecified environmental activities, probably through SPREP.

UNEP As one of the founding organizations of SPREP, the United Nations Environment Programme has had a long relationship with SPREP as a programme activity centre for the Pacific Islands. Currently UNEP is assisting SPREP to develop a regional component of the Global Environment Monitoring System (GEMS) and the related Global Resource Information Database (GRID) through provision of US\$ 130,000 for computer facilities, database software, a mapping system, training, and staff support. UNEP has indicated willingness to provide a further \$300,000 seed money for an environmental assessment and monitoring programme, if other donors contribute \$600,000.

UNEP reportedly contributed about US\$ 0.7 million to SPREP for marine pollution activities between 1988 and 1992. In addition, there are a number of ongoing national UNDP-sponsored activities including greenhouse gas monitoring (Fiji) and support for a national biodiversity unit (Solomon Islands).

UNFPA The United Nations Fund for Population Activities has allocated US\$ 1.0 million for a Population and Environment project for the Pacific Islands from 1992 through 1996. Expected to be executed by SPREP, it covers work on environment, population, and sustainable development, including development of a database. There could potentially be support for demographic analyses within SPBCP conservation areas.

USAID The United States Agency for International Development has approved a US\$ 2.7 million South Pacific Regional Profitable Environmental Protection Project for the period 1991 through 1995, with most funding going through the FSP "to develop, demonstrate, and disseminate innovative mechanisms for protecting the natural environment through promotion of profitable private enterprises. Of the total, US\$ 150,000 is likely to go directly to SPREP between 1992 and 1994 for information dissemination. US\$ 1.6 million has been allocated to FSP also, for a 1991-1995 Melanesian Eco-forestry Project for the Solomon Islands, Papua New Guinea, and Vanuatu through American NGOs, contingent upon matching funds from elsewhere. The USA-Asia Partnership also has funds available for training, a biodiversity network, among other things.

USDOI The United States Department of the Interior has provided TNC with \$215,000 for environmental work in Palau and provided support for the environmental protection agencies within

Micronesia and the U.S. territories. Other U.S. agencies, particularly the U.S. Fish and Wildlife Service, have provided a wide range of biodiversity conservation services within Micronesia.

World Bank World Bank activities within the region (excluding Papua New Guinea) have focused mainly on environmental assessments associated with housing and infrastructure projects. The 1992 Regional Economic Report will incorporate environmental analysis based on existing documentation. Pacific Island UNCED reports are currently being evaluated to determine the extent to which they can fulfill the World Bank's requirements for an Environmental Action Plan. The Bank is planning to work with SPREP, ADB, and UNDP to ensure that the RETA/NEMS studies address outstanding gaps. Member countries are required to have environmental action plans as a precondition to approval of IDA credits after June 1993.

Pacific Island regional organizations

EWC The East West Center in Honolulu has a South Pacific Programme for small grants and project support related to the conservation of biodiversity and improvement of environmental awareness in the region. There is substantial expertise on Pacific biodiversity within the EWC's Environment and Policy Institute (EAP). It is understood that the EWC plans to substantially increase its overall level of activities within the Pacific Islands.

FFA The Forum Fisheries Agency has numerous activities with environmental implications, particularly those related to sustainable exploitation of the living marine resources of the region.

SOPAC The South Pacific Applied Geoscience Commission has worked with SPREP on environmental impact assessments of coastal development projects and has numerous activities with environmental components or implications. However, SOPAC primarily deals with non-living marine resources and does not expect to be directly involved in biodiversity activities.

SPC SPREP was located within the South Pacific Commission from 1982 until 1992. Although most SPC environmental activities have been incorporated into SPREP in Apia, an environmental health programme remains within SPC, and its inshore fisheries programme is involved in improving sustainability of fish yields.

USP University of the South Pacific staff have extensive knowledge of Pacific Islands biodiversity and environmental issues in general and will be organizing a biodiversity education project financed by the MacArthur Foundation. SPREP's UNEP-funded marine pollution work has largely been carried out by USP. Staff from the Alafua campus near Apia began a research programme in 1990 on sustainable agroforestry in Polynesia (Samoa, Cook Islands and Fiji), Micronesia (Kiribati and Tuvalu), and Melanesia (Vanuatu and Solomon Islands). The USP's Marine Studies Programme carries out coral reef research. In its studies on marine biodiversity at the Great Astrolabe Reef (Kadavu, Fiji) in 1992, it hopes for extensive cooperation with SPREP and has proposed a regional programme to develop expertise in identification of marine species of the Pacific Islands. During 1992 and 1993, the Institute of Natural Resources will be teaching a dozen Environmental Impact Assessment courses within the region under a contract from SPREP. Finally, USP research interests include the study of the genetic resources of wild and domesticated plants of possible economic and medicinal value to the region under the terms of the biodiversity convention.

NGOs

Brehm Fund The Brehm Fund for International Bird Conservation has had an office in Tonga since 1989, which has carried out bird surveys, education campaigns, training in bird husbandry, and related activities.

FCOSS The Fiji Council of Social Services is an umbrella organisation for NGOs in Fiji. Environmental activities have included community environment awareness workshops, tree-planting, cleanup campaigns, and related activities.

FSP The Foundation for the Peoples of the South Pacific is a regional NGO that has offices in Fiji, Kiribati, PNG, Tonga, Vanuatu, and Western Samoa. It is involved in a number of environmental and development activities within the region, including agroforestry and "walkabout sawmills" in the Solomon Islands and elsewhere. FSP is the main contractor for the US\$ 2.7 million Profitable Environmental Protection project described under USAID in the previous section.

Greenpeace Greenpeace has an active Pacific environment campaign group based in Auckland and is contributing about US\$ 150,000 towards the costs of SPREP's Environmental Contaminants Officer. A SPREP laymen's guide to pesticides was supported by Greenpeace. Waste awareness projects are underway in the Marshall Islands and the Solomon Islands.

IUCN The World Conservation Union has provided assistance through SPREP for the NEMS effort, has been active in the region for some years, and is involved with UNDP in a proposed Sustainable Development Network within the region. The ADB-funded national environment project in Fiji is being managed by IUCN.

MacArthur Foundation The MacArthur Foundation of the United States has been a major supporter of environmental programmes within the region. Since 1989, MacArthur has committed about US\$ 0.8 million to a range of activities by Conservation International (CI), TNC, USP. The foundation will provide US\$ 200,000 more to USP for Community-based biodiversity conservation in melanesia, a project emphasising small-scale sustainable agroforestry development in eight pilot communities with eroding biodiversity.

Manuia Society The Manuia Society of New Zealand has carried out biodiversity and protected area surveys in Fiji and the Solomon Islands and is developing community conservation work in the Solomons. An analysis of social attitudes to protected areas is also underway in New Caledonia.

RFBPS The Royal Forest and Bird Protection Society of New Zealand has financed research in a number of Pacific Island countries by ornithologists, carried out bird surveys (Fiji, Western Samoa, Vanuatu), and co-financed a bird recovery programme (Cook Islands).

SSCN The Swedish Society for the Conservation of Nature is providing the Western Samoa environmental NGO, Ole Siosiomaga Society Inc., with US\$ 150,000 over three years to assist with several eco-tourism projects in Samoa (which are also being supported by Sweden).

TNC The Nature Conservancy is developing a regional ecosystem classification system with support from USAID and has a range of biodiversity-related projects in the region involving protection of threatened or endangered species and the preservation of critical habitats. The TNC Pacific Islands activities, with a budget exceeding \$250,000 per year, are coordinated from Hawaii with the most active programmes in Micronesia, particularly Palau and the Federated States of Micronesia, both of which have local TNC offices.

WCMC The World Conservation Monitoring Centre in the UK is likely to support development of SPREP's regional environmental database activities, possibly including coverage beyond protected areas.

World YWCA The Fiji-based office of the World YWCA has a staff member who deals with energy and environment issues, environmental education, and environmental campaigns.

WWF The World Wide Fund for Nature supported SPREP's Protected Areas Officer in the 1980 and expanded its South Pacific Programme in 1990. It has also piloted a community-based resource conservation programme in the Solomons. WWF is involved in the design and execution of the USAID-FSP project and of an associated information service for ecologically sustainable development. A Review of the Status and Management of Papua New Guinea's protected areas was completed in July 1992.

Annex 2

Membership of SPREP and Project Coverage

The developing country members of SPREP are the same as the membership of the South Pacific Commission (SPC).

	Member	Abbrev. (UN)	UNDP field office
1	American Samoa	AS	n.a.
2	Cook Islands	CKI	Apia
3	Federated States of Micronesia	MIC	Suva
4	Fiji	FIJ	Suva
5	French Polynesia	FP	n.a.
6	Guam	GM	n.a.
7	Kiribati	KIR	Suva
8	Marshall Islands	MAS	Suva
9	Nauru	NAU	Suva
10	New Caledonia	NC	n.a.
11	Niue	NIU	Apia
12	Northern Mariana Islands	CNMI	n.a.
13	Palau	PAL	Suva
14	Papua New Guinea	PNG	Port Moresby
15	Pitcairn Island		n.a.
16	Solomon Islands	SOI	Suva
17	Tokelau	TOK	Apia

18	Tonga	TON	Suva
19	Tuvalu	TUV	Suva
20	Vanuatu	VAN	Suva
21	Wallis and Futuna		n.a.
22	Western Samoa	SAM	Apia

The developed country members of the SPREP are Australia, France, New Zealand, and the United States of America.

Notes: No SPBCP funds will be used directly for support of project activities in these countries/territories. However, other funding is expected to be made available so that these islands may participate in regional and sub-regional project activities.

n.a. = not applicable or not available.

Annex 3

Preliminary Proposals or SPBCP Project Concepts Received during the Preparatory Assistance Phase

The following documents have been received by SPREP or SPBCP Preparatory Assistance team members. These include formal proposals submitted by governments, initial concepts provided for preliminary discussions, proposals prepared by NGOs or regional organizations, and others.

Country-specific

Federated States of Micronesia

The Selapwuk Rainforest Watershed Project (1991). Brief description of watershed project in lush rainforest area of Pohnpei which may be proposed for SPBCP support. Prepared by Pohnpei state government with assistance of TNC. Submitted by the Office of the Governor through the national government.

Fiji

Integrated Development Plan for Taveuni Island (Environmental Planning Unit, Ministry of Housing & Urban Development). Draft Project proposal not endorsed by other government departments or landowners.

Kiribati

Conservation of Atoll Vegetation of Kiribati (late 1991). Concept proposal prepared by WWF and FSP for consideration by the Government of Kiribati. The proposal called for atoll land-use and vegetation survey, development of a conservation plan, and exploitation of native plants for sustainable cash income.

Niue

Niue Biodiversity Conservation Project. (July 1992). A project to improve the capability of the government, NGOs, and landowning groups to plan and manage the Hakupu-Liku conservation area. Submitted by the Community Affairs Office, Government of Niue.

Palau

Palau's Biodiversity Conservation Program (July 1992). An official conservation area project proposal to follow up on earlier concept papers discussed with the Preparatory Assistance Team; to begin to bridge the gap between resource management and resource ownership and use, and to begin to mobilise support for conservation area establishment.

Palau Biological Diversity Protection—Draft Concept (April 1992) Note prepared by the Division of Conservation and Entomology of Palau's Ministry of Resources and Development with broad ideas of the type of support Palau may propose for SPBCP assistance.

Regional Biodiversity and Palau (March 1992). Overview of biodiversity in Palau. Preliminary concepts for several conservation areas may be proposed for SPBCP support.

Western Samoa

Socioeconomic Survey of Perceptions and Attitudes Towards Mangroves and their immediate environs. Tentative Proposal for the Western Samoan Conservation Area Project (March 1992). Outline for SPBCP support for Saanapu/Satooa (Upolu) mangrove perception and attitudes survey prepared by Division of Environment with proposed collaboration by other departments, NGOs and village councils.

Regional

SPREP Avifauna Working Group

South Pacific Regional Bird Conservation Programme—Plan for Action (October 1991). Proposal for bird surveys, documentation, species management, and education. Prepared during regional biodiversity workshop explicitly for incorporation into the SPBCP.

SPREP Marine Mammal Conservation Programme Steering Committee

Draft Marine Mammal Conservation Programme (October 1991). Proposal for marine mammal bibliography, database development, research and education prepared during regional biodiversity workshop held in Port Vila. It is explicitly to be incorporated into the SPBCP.

SPREP Marine Turtle Working Group

A Regional Marine Turtle Conservation and Management Programme for the South Pacific Region. Port Vila workshop (1991) recommended this programme to be incorporated into the SPBCP.

USP

Biodiversity Education Programme (late 1991). Proposal from USP Institute of Education for a three-year, US\$ 600,000 regional biodiversity education programme.

South Pacific Regional Oceanographic Identification Service. A Proposal in Support of the GEF Biodiversity Programme, SPREP (April 1992). Proposal prepared by USP's Marine Studies Programme for development of expertise within the region in systematics and identification of marine species.

Annex 4

Government Departments and NGOs with a Strong Environmental Focus within the Pacific Islands

This Annex summarises key government departments, statutory bodies, and NGOs operating within the region whose primary responsibility is environmental planning or management or which have major activities in this area. Those NGOs which have limited or occasional environmental activities are not included. Papua New Guinea and those countries or territories not participating directly in the SPBCP are also excluded. Most local NGOs listed are small and underfinanced. Regional and international NGOs are listed only if they have in-country Pacific Island offices.

Cook Islands

Government. The Cook Islands Conservation Service was established in 1982. It has had a peak staff of nine, all local people, seven based in Rarotonga.

NGOs. Cook Islands National Youth Council, Cook Islands National Council of Women.

Federated States of Micronesia

Government. There is no national conservation agency in the FSM. The Department of Human Resources is the SPREP contact, whereas the Department of Resources and Development has some environmental responsibilities. Much of the environmental work is carried out at the state level.

NGOs. The state community action agencies (Chuuk, Kosrae, Pohnpei, and Yap) have some environmental activities. The Yap Institute of National Resources has a good library of environmental materials and has been involved in resource assessments throughout Micronesia. TNC has one part-time staff member in Pohnpei.

Fiji

Government. An Environmental Unit with three permanent staff and a number of advisers has been established within the Department of Town and Country Planning of the Ministry of Housing and Urban Development. There is an Interministerial Environmental Management Committee and a National Environmental Steering Committee established for the NEMS, UNCED, and World Heritage initiatives. The Forestry Department (Ministry of Primary Industries) expanded its Environment Division in early 1992 under a Senior Forestry Officer. There are now two local professional staff, several forest area rangers, and an adviser in environmental education. The Ministry of Primary Industries has one environment officer. The Department of Energy has a rural energy/environmental officer position. The Native Land Trust Board recently added environmental management and sustainable development to the responsibilities of a senior staff member. The National Trust for Fiji, a statutory body established in 1970, has two staff members, a number of volunteer workers, and legal responsibility for several reserved areas.

NGOs. FCOSS, the Fiji Council of Social Services, is an NGO-umbrella organization with some community environmental-awareness activities. The South Pacific Action Committee on Human Ecology and the Environment (SPACHEE), with one full-time staff member and several temporary and volunteer staff, is Fiji-based but has a regional focus. The World YWCA has a Nadi-based energy and environment office. FSP and KANA have activities in sustainable rural development. The regional Pacific Council of Churches, based in Fiji, held several environmental awareness and sustainable development workshops in 1992.

Kiribati

Government. The Ministry of Environment and Natural Resources Development has one administrative position for environmental matters. Funding is available from SPREP (NEMS) to support an Environment Coordinator position within the Ministry.

NGOs. FSP, the Karikarakean Mwengaraoin Kiribati, and the Solar Energy Company have environmental activities, but none of these are specifically environmental.

Marshall Islands

Government. The Republic of the Marshall Islands Environmental Protection Agency (RMIEPA) is responsible for environmental matters, particularly pollution control in coastal and inland waters.

NGOs. The Maloelap Self Reliance Movement is trying to raise environmental awareness.

Niue

Government. The Office of Community Affairs is responsible for environmental matters. A Conservation Act, which is pending, would allow the creation of a conservation service under a council that reports to the Cabinet. SPREP through the NEMS project is funding the Environment Officer position within the Community Affairs Office.

NGOs. The Niue Council of Women is involved in environmental education in thirteen villages.

Palau

Government. The Division of Conservation and Entomology within the Ministry of Resources and Development has the key national role in environmental management. There is one professional staff position. The NEMS project has provided funding for an Environment Education Officer.

NGOs. The Environmental Protection Quality Board (FSM, Marshall Islands, Palau) is a quasi-government body responsible for enforcing environmental planning regulations. The Palau Community Action Energy (PCAA) focuses on low-income families undertaking sustainable agriculture. The Nature Conservancy (Hawaii) has an active office in Koror, and Pacific Resources Institute (PRI) has recently carried out environmental studies in Palau and FSM.

Solomon Islands

Government. The Division of Environment, Conservation, and Energy within the Ministry of Natural Resources has two established professional environmental positions, of which one is filled.

NGOs. The Pacific Islands Association of NGOs (PIANGO) is based in Honiara and the Development Services Exchange has facilities and office space available for NGOs. SIDT is currently focusing on links between population growth and environmental management. The International Center for Living Aquatic Resources Management (ICLARM) is a practical academic institution working on management of aquatic resources to enhance incomes of coastal people. FSP and Save the Children also have environmental activities. WWF has community-project facilitators in the Solomons. TNC has a full-time field representative in Honiara.

Tokelau

Government. There is one full-time environmental officer (UN Volunteer) attached to the Office to Tokelau Affairs for two years from mid-1992. SPREP, through NEMS, will soon fund another position with the Apia-based Office.

NGOs. Tokelau Island Women's Committee.

Tonga

Government. The Environmental Planning Section of the Ministry of Lands, Survey, and Natural Resources has several staff with some environmental training. An Interdepartmental Environment committee meets on occasion to coordinate environmental reviews.

NGOs. The Marine Research Foundation is trying to foster public awareness of environmental issues. The Brehm Fund has a Tonga office involved in bird conservation efforts. FSP, the Marine Research Foundation, the Tongan National Youth Congress, and the Tonga Community Development Trust all undertake environmentally oriented activities.

Tuvalu

Government. SPREP, through the NEMS programme, has paid for an Environment Coordinator position with the Office of the Prime Minister.

NGOs. The Tuvalu Solar Electric Cooperative Society promotes sustainable energy use.

Vanuatu

Government. The Environment Section of the Department of Physical Planning and Environment, Ministry of Home Affairs was established in 1986. It has four staff positions of which two were filled in early 1992.

NGOs. The National Community Development Trust (NKDT) emphasises self-sufficiency in environmental protection. The Vanuatu Natural Science Society is an environmental network. Activities include a campaign to save the coconut crab.

Western Samoa

Government. The Division of Environment and Conservation of the Ministry of Lands, Survey, and Environment has four local and one expatriate on their professional staff. SPREP will soon send one officer for three months to help with the increasing work of the Division.

NGOs. Ole Siosiomaga Society Inc. is a national non-profit environment organization based in Apia, which is jointly involved with the Swedish Society for Nature Conservation in implementing rainforest protection agreements with Tafua, Faala, and Salelologa villages on Savaii island.

PROJECT BUDGET COVERING GEF/UNDP CONTRIBUTION (in US\$)

Description	Total wm	1991\$ wm	1992 \$ wm	1993 \$ wm	1994 \$ wm	1995 \$ wm	1996 \$ wm
Personnel							
Experts							
Programme manager	318,949 48			74,000 12	77,700 12	81,585 12	85,664 12
Programme Officer (CAs)	196,386 45			37,500 9	50,400 12	52,920 12	55,566 12
Programme Officer (CAs)	183,886 42			25,000 6	50,400 12	52,920 12	55,566 12
Programme Officer (Species)	127,149 48			29,500 12	30,975 12	32,524 12	34,150 12
CA Project Consults.	806,500 190			132,500 30	164,000 400	255,000 60	255,000 60
PA Personnel	153,680 18		145,316 18	8,364			
Subtotal	1,786,550 391		145,316 18	306,864 69	373,475 88	474,949 108	485,946 108
Support Personnel	286,745 162		6,550 18	71,450 36	66,700 36	69,535 36	72,510 36
Official Travel	294,262		54,535	79,727	60,000	50,000	50,000
Mission Costs	156,238		16,238	30,000	50,000	30,000	30,000
CA Support Officers	400,000 400			45,000 45	100,000 100	125,000 125	130,000 130
Component Total	2,923,794 953		222,638 36	533,041 150	650,175 224	749,484 269	768,456 274
Subcontracts							
CA Identification & Awareness	450,820		54,820	100,000	120,000	100,000	76,000

Description	Total wm	1991\$ wm	1992 \$ wm	1993 \$ wm	1994 \$ wm	1995 \$ wm	1996 \$ wm
CA Est. and Manage	2,203,600			288,400	488,400	688,400	738,400
CA Sust. Develop Activities	2,393,600			285,900	585,900	735,900	785,900
Species Protection	619,500			167,375	217,375	1117,375	117,375
Component Total	5,667,520		54,820	841,675	1,411,675	1,641,675	1,717,675
Training							
Study Tours	355,000			50,000	105,000	100,000	100,000
In-service Training	421,800		58,640	181,360	65,000	55,000	61,800
Component Total	776,800		58,640	231,360	170,000	155,000	161,800
Non-expendable Equipment	98,386		13,603	65,462	14,626	4,695	
Component Total	98,386		13,603	65,462	14,626	4,695	
Misc.	78,881		19,606	9,750	12,750	18,450	18,325
Printing	46,000			6,000	10,000	15,000	15,000
Sundry	190,492	1,767		44,250	42,250	51,550	50,675
Field Office Support	174,000			44,000	40,000	45,000	45,000
Component Total	489,373	1,767	19,606	104,000	105,000	130,000	129,000
Admin & Op Agency Support	44,127		44,127				
Component Total	44,127		44,127				
Grand Total	10,000,000 953	1,767	413,434 36	1,775,538 150	2,351,476 224	2,680,854 269	2,776,931 274