



FAHMI RAMADHAN FOR USAID BIJAK

BUILD INDONESIA TO TAKE CARE OF NATURE FOR SUSTAINABILITY (BIJAK)

FINAL PERFORMANCE EVALUATION REPORT

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USAID *BANGUN INDONESIA UNTUK JAGA ALAM BERKELANJUTAN (BIJAK)* PROJECT

FINAL PERFORMANCE EVALUATION REPORT

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ABSTRACT

The United States Agency for International Development's Build Indonesia to Take Care of Nature for Sustainability (BIJAK) project was designed to strengthen the Government of Indonesia's efforts to reduce greenhouse gas emissions through improved forest and conservation area management, and to reduce biodiversity loss by protecting key species. The US\$19.6 million project was implemented by Chemonics International Inc. from late 2016 through June 2021, with the Wildlife Conservation Society and the Partnership for Government Reform included as subcontractors.

BIJAK's forest and conservation area management work produced a range of useful work, including digitized conservation area zoning maps and a set of tools to better manage conservation partnerships. Under its species protection work, BIJAK's assistance helped Indonesia gain the technical capacity required to generate and use scientific evidence to ensure that trading in shark products will not be detrimental to population sustainability.

An additional area of focus was on building constituencies for conservation. This work involved communications outreach campaigns in support of national parks, conservation of the helmeted hornbill, and efforts to encourage bird keepers to choose captive-bred songbirds instead of wild-caught songbirds.

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ACRONYMS

ADS	Automated Directive System
AMCTN	Youth Love National Parks Campaign
AMELP	Activity Monitoring, Evaluation, and Learning Plan
APIK	USAID's Climate Change Adaptation and Resilience Project
APL	<i>Area Penggunaan Lain</i> (Other Used Area)
ARuPA	Volunteer Alliance for Saving Nature
Avsec	Aviation Security
Bappenas	National Development Planning Agency
BBBR	Bukit Baka Bukit Raya (National Park)
BCC	Behavior Change Campaign
BCHM	Biodiversity Clearinghouse Mechanism
BIJAK	Build Indonesia to Take Care of Nature for Sustainability (Project)
BKF	Fiscal Policy Agency
BKSDA	Office for Natural Resources Conservation
BLU	Public Services Agency
BPEE	Directorate of Management of Essential Ecosystems
BPSPL	Office for Coastal and Marine Resources Management
CA	Conservation Area
CDCS	USAID Indonesia Country Development Cooperation Strategy
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COP	Chief of Party
CPES	Compensation and Payment for Environmental Services
CSO	Civil Society Organization
DAK	Special Allocation Fund
DD	Village Fund
DG	Directorate General
DID	Regional Incentive Fund
DO	Development Objective
EAP	Emergency Action Plan
EFT	Ecological Fiscal Transfer
EQ	Evaluation Question
FGD	Focus Group Discussion
FMU	Forest Management Unit

FY	Fiscal Year
GAKKUM	KLHK's Law Enforcement Unit
GHG	Greenhouse Gas
GIS	Geographic information system
GOI	Government of Indonesia
GTM-KSDAE	KSDAE's Multi-Stakeholder Task Force
HCS	High Carbon Stock
HCV	High Conservation Value
HUMAS	KLHK'S Public Relation Bureau
ID	Identification
IPOP	Indonesian Palm Oil Pledge
IR	Intermediate Result
KADIN	Indonesian Chamber of Commerce
Kemitraan	The Partnership for Government Reform
KEE	Essential Ecosystem Area
KII	Key Informant Interview
KK	Directorate of Conservation Areas
KKH	Directorate of Biodiversity Conservation
KKP	Ministry of Marine Affairs and Fisheries
KLHK	Ministry of Environment and Forestry
KPK	Corruption Eradication Commission
KSDAE	Directorate General of Ecosystem and Natural Resources Conservation
LATIN	Indonesian Institute of Tropical Nature (<i>Lembaga Alam Tropika Indonesia</i>)
LESTARI	USAID's Sustainable Forest Management Project
LIPI	Indonesian Institute of Science
MEL-P	Monitoring, Evaluation, and Learning Platform
M&E	Monitoring and Evaluation
NDF	Non-Detriment Finding
NGO	Nongovernmental Organization
NP	National Park
NTB	West Nusa Tenggara
PATTIRO	Center for Regional Information and Studies
PIKA	Directorate of Nature Conservation Planning and Information
PJLHK	Directorate of Ecosystem Services on Conservation Areas
Pusdiklat	KLHK's Center for Education and Forestry Training

Renstra	Strategic Plan
RKTN	Long-Term National Forestry Plan
RPJMN	National Medium-Term Development Plan
SAJI	Fish Transport Permit
SEA	USAID's Sustainable Ecosystems Advanced Project
SIDAK	Conservation Data Information System
SIPJI	Fish Species Utilization Permit
SMART	Spatial Monitoring and Reporting Tool
SOW	Scope of Work
SPKS	Union of Palm Oil Farmers
SPM	Minimum Service Standard
SRAK	Conservation Strategy and Action Plan
TAHURA	<i>Taman Hutan Raya</i> (Forest Park)
TOC	Theory of Change
TPM	Team Planning Meeting
UK	United Kingdom
UPT	Technical Implementation Unit
USAID	United States Agency for International Development
USG	United States Government
WCS	Wildlife Conservation Society

EXECUTIVE SUMMARY

PROJECT BACKGROUND

The United States Agency for International Development's (USAID) Build Indonesia to Take Care of Nature for Sustainability (BIJAK)¹ project was designed to strengthen the Government of Indonesia's (GOI) efforts to reduce greenhouse gas (GHG) emissions through improved forest and conservation area management, and to reduce biodiversity loss by protecting key species. The USD \$19.6 million project was implemented by Chemonics International Inc. from late 2016 through June 2021, with the Wildlife Conservation Society and the Partnership for Government Reform included as subcontractors.

BIJAK was designed to work through “nationwide” instruments and systems to address the mix of market, financial, policy, and social factors that drive deforestation and biodiversity loss. As a facilitator and supporter of change, BIJAK worked with Indonesian policymakers, civil society organizations, private-sector entities, and research institutions.

EVALUATION PURPOSE AND METHODS

USAID/Indonesia requested this study to examine the extent to which BIJAK achieved expected results, including identification of factors influencing the achievement of those results. This evaluation also provides analysis and lessons to inform the development and management of similar programs.

The evaluation used a mixed-methods methodology and was carried out by a six-person team beginning in May 2021. The team interviewed over 150 individuals over a period of six weeks, with most of the interviews conducted online due to COVID-19 restrictions.

SUMMARY FINDINGS AND CONCLUSIONS

Findings and conclusions for the evaluation's five evaluation questions (EQs) follow.

EQ1: How has adoption of USAID BIJAK-supported policies, regulations, and/or tools resulted in significant improvements to the Government of Indonesia's capacity to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity? (Biodiversity Clearinghouse, Ecological Fiscal Transfers, Tenurial Conflict Handling, Essential Ecosystem Areas, evidence-based quotas for sharks and rays, Species ID Guidelines, Non-Detriment Findings, zoning and blocking, etc.)

EQ1 primarily encompasses BIJAK Technical Theme I (forest and conservation area management) and covers a wide range of activity. An overview of findings and conclusions follows.

Zoning and Blocking (GIS Land Mapping and Use): To support Indonesia's One Map policy within the forestry and land-use sector, BIJAK helped build the GOI's Geographic Information

¹ In Indonesian: Bangun Indonesia untuk Jaga Alam Demi Keberlanjutan.

System (GIS) capabilities. The assistance was effective and resulted in the completion of digitized maps for 56 priority conservation areas.

Tenurial Conflict Handling/Conservation Partnerships. BIJAK's work led to the development of an improved suite of tools, approaches, and operational plans that the Directorate General of Ecosystem and Natural Resources Conservation (KSDAE) can use to manage its conservation partnership program. A notable achievement was BIJAK's work to help KSDAE build an information system to classify, track, and manage tenurial conflicts. BIJAK also helped KSDAE create a training system to provide staff with the knowledge and skills needed to develop and use conservation partnerships to resolve tenurial conflicts.

Through a nongovernmental organization (NGO) grant, BIJAK funded several pilot projects to advance conservation partnership development. The work mainly supported community organization and planning. The pilots began late in the project (from late 2020 through early 2021) and were of short duration (generally between four and six months). To a large extent, the approaches employed had been used previously by other USAID projects under longer time frames and with better measurement and learning systems. The pilots BIJAK supported will require additional time and support to produce community benefits, and it is unclear how community facilitation support can be continued.

Essential Ecosystem Area (KEE): BIJAK usefully contributed to the advancement of Indonesia's nascent KEE management program, which focuses on ecologically important lands outside of protected areas. BIJAK's support for the KEE program included assisting the Directorate of Management of Essential Ecosystems (BPPE) to develop technical guidelines to identify, manage, and monitor areas with high conservation value and high carbon stock for inclusion as KEEs. This work created a system that BPPE can use to meet its 2020–2024 Renstra (Strategic Plan) target of creating 45 new KEEs.

At the site level, BIJAK provided a grant to support multi-stakeholder partnership development, particularly in East Java. This grant also began late in the project and focused mainly on community facilitation, management committee formation, and work plan development. It is unclear how community-level partnership work can be continued now that BIJAK is finished and considering that BPPE indicated that it does not have sufficient staff to support KEE community-based planning and liaison.

Conservation Finance, Including Ecological Fiscal Transfers: Forest and conservation area management in Indonesia face chronic funding shortfalls that hinder the achievement of long-term objectives. To address this issue, BIJAK produced studies on the following conservation finance mechanisms: 1) Compensation and Payment for Environmental Services; 2) Ecological Fiscal Transfers, a form of funds transfer from central to local government to support environmental management; and 3) the feasibility of enabling national parks to establish themselves as public service agencies and be allowed to collect and retain user fees.

BIJAK's conservation finance work examined the feasibility of new conservation financing options and introduced local officials to new concepts. The studies were useful but translating the work into new policy and practice will take additional time and effort.

Biodiversity Clearinghouse: BIJAK supported the development of a Ministry of Environment and Forestry/Directorate of Biodiversity Conservation information clearinghouse to track the status of implementing Indonesia's Biodiversity Strategic Action Plan. BIJAK's assistance for the development

of the clearinghouse was effective, and the system was awarded a gold medal at the 2018 United Nations Biodiversity Conference of Parties. The web-based system can serve as a tool for biodiversity management and conservation planning.

EQ1 Overall Conclusion: BIJAK conducted a range of useful work under Technical Theme I (forest and conservation area management); however, the work portfolio was broad and was not always strategically aligned to achieve specific conservation outcomes. Several tools were developed to aid conservation planning, including the Biodiversity Clearinghouse and digitized conservation area zoning maps. The development of a system to track tenurial conflicts was an important outcome and should be helpful to KSDAE's ability to manage its conservation partnership program. The development of an improved performance indicator system for forest management units should also lead to conservation management improvements once fully implemented. BIJAK also made progress on developing a KSDAE training program for managing tenurial conflicts.

BIJAK's site-level work was moderately funded over a short period of time, came late in the project, and did not introduce new tools or processes that were not already in use in Indonesia. Several important issues remain to be addressed before the conservation partnership program can become an effective national effort, including how to manage the time-intensive community facilitation process and how to bring a more focused effort to the development of income-generating activities.

EQ2: How effectively has the Government of Indonesia leveraged USAID BIJAK technical assistance to combat wildlife crime?

Shark and Ray Protection: BIJAK played a critical role in helping Indonesia create practical, widely used species management tools. BIJAK's assistance helped Indonesia's Institute of Science (LIPI) gain the technical capacity required to generate and use scientific evidence to ensure that trading in shark products will not be detrimental to population sustainability. BIJAK's work also helped LIPI gain the skills required to develop the silky shark non-detriment finding, as required under Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) Appendix II.

The silky shark trade verification system, which was supported by BIJAK, has improved product traceability and the efficiency of the trade permitting process. The system appears to be working effectively at all levels of implementation—from fishers to traders to export processors.

Helmeted Hornbill and Sunda Pangolin Protection: BIJAK provided useful technical input into the development of a GOI Helmeted Hornbill National Conservation Strategy and Action Plan and a Sunda pangolin emergency action plan (EAP). BIJAK also provided a modest level of assistance to promote awareness of the helmeted hornbill EAP. BIJAK was not substantially involved in the implementation of the species conservation plans.

EQ3: To what extent have USAID BIJAK's approaches to build constituencies for conservation resulted in constituencies that can further conservation objectives without further USAID support?

Communications Support for the Ministry of Environment and Forestry: This activity supported: 1) a National Communications Strategic Action Plan for KSDAE, 2) Mainstream Media and Social Media Strategies for KLHK'S Public Relation Bureau and KLHK's Law Enforcement Unit, and 3) assistance to develop an improved KSDAE website.

Support to build KSDAE's communications capacity was a well-structured effort that has been institutionalized within KLHK; training and guidance materials were developed, staff have been assigned to manage the program, and funding has been secured to cover future operations. The ten newly designed national park websites are a significant improvement over previous versions, although more work is required to bring additional parks onto the main KSDAE website.

Songbird Consumer Preference Campaign: The songbird preference campaign, which was designed to shift birdkeeper preferences from wild-caught to captive-bred birds, was well-designed and succeeded in increasing bird-source conservation knowledge among songbird keepers in Java. However, the data is unclear as to whether songbird hobbyists have shifted to buying more captive-bred birds. Aspects of the campaign are likely to continue as *Burung Indonesia* (the local chapter of Birdlife International) is currently managing the communications Facebook page that was established under BIJAK's support.

Youth Love National Parks Campaign (AMCTN): This campaign was launched in September 2020 under an affiliation of 23 NGOs. The purpose was "to spark the curiosity and interest of young people in national parks." The activities included promotion of national parks through social media, including the launching of an AMCTN website and landing page. The results of the effort are inconclusive, and the organizations involved are not planning to continue the effort.

Helmeted Hornbill National Conservation Strategy and Action Plan Support: To support helmeted hornbill conservation, BIJAK worked with a group of NGOs and universities to design and run a seven-day social media campaign (*Rangkong Gading Week*). The evaluation found that although the campaign was to foster ownership and responsibility among youth for helmeted hornbill forest protection, the campaign had no clear "call to action" as to how the youth could help to protect helmeted hornbills from extinction. The hastily developed campaign did not achieve measurable results, and the organization involved has no plans to continue the effort.

EQ4: Given that USAID BIJAK addresses threats and drivers through multiple components/strategic approaches, what benefits were realized, and trade-offs experienced, as a result of collaboration between project components?

EQ5: How has adaptive management, including pause-and-reflect exercises and USAID's management of the project, contributed to achieving USAID BIJAK goals?

The above two evaluation questions are inter-related and were examined together.

Operational Context: During its early years, BIJAK faced several operational challenges, including:

- High turnover among project staff, including the Chief of Party, and among USAID contracting officers' representatives.
- BIJAK's design called for collaboration with the Indonesian Palm Oil Pledge (IPOP) to eliminate deforestation in palm oil production. However, before BIJAK began, IPOP disbanded (July 2016).
- BIJAK's design called for significant support for the revision of the Natural Resources Conservation Law of 1990. However, the effort stalled within the GOI, and BIJAK determined early in the project that it was not feasible to plan activities in support of the law's revision.

The above dynamics mainly affected BIJAK's environmental governance program.

Adaptive Management/Pause-and-Reflect Sessions: BIJAK initiated an adaptive management/pause-and-reflect process at the end of the project's first year and continued this process annually. The sessions took place over a weeklong period. They involved reviews of performance and consideration of contextual changes, then considered this information as part of the annual work planning process.

The pause-and-reflect sessions involved project staff and some involvement by GOI and USAID counterparts. Counterparts found that the weeklong process was too long to permit their full engagement, although some indicated they participated episodically. BIJAK compensated for this by holding subsequent planning consultations with key stakeholders to gain buy-in and finalize work plans. Counterparts indicated their appreciation for the consultations around work planning.

During the first pause-and-reflect session, BIJAK made changes to the strategic approaches used to guide the project and reduced the technical themes from four to two. (The private-sector work on palm oil production was dropped, and the strategic communications work was subsumed under technical theme one) The sessions also resulted in BIJAK moving away from a focus on supporting the revision of conservation law No. 5-1990 and instead choosing to focus on select regulatory and policy support actions, such as an emphasis on conservation partnership and KEE work.

Due to the factors mentioned above, the environmental governance component struggled to find focus and to organize in support of specific conservation results.

LESSONS LEARNED

As BIJAK has been completed, this evaluation does not include recommendations on BIJAK's operations or priorities. The evaluation team offers the following lessons, which may be relevant to current or future USAID/Indonesia environmental projects or to other USAID programs.

Pause-and-reflect sessions should be a required and best practice. BIJAK's adaptive management work, and its structured pause-and-reflect review sessions, were useful in helping the project adjust to changes in the operating environment.

The sustainability of capacity-building efforts requires that training and skills development be integrated into government structures. BIJAK was able to succeed in this with several of its capacity-building approaches, such as for the communications support provided to KSDAE.

Programs benefit from a clear focus on specific conservation outcomes. BIJAK's work to improve the sustainable management of silky sharks is an excellent example of this. The program was comprehensively designed to provide the assistance that was both necessary and sufficient to achieve a specific conservation goal, and the program achieved excellent results.

Public knowledge and support help conservation programs succeed. BIJAK's work to build and strengthen conservation constituencies by improving KLHK's ability to effectively use traditional and social media was helpful. Future conservation programs should include similar strategies.

Planning for sustainability and scaling should begin early. Programs that work at the national level or implement site-based pilots should develop clear sustainability and scaling plans from the outset.

RINGKASAN EKSEKUTIF

LATAR BELAKANG PROYEK

Proyek Bangun Indonesia untuk Jaga Alam demi Keberlanjutan (BIJAK) dari Badan Pembangunan Internasional Amerika Serikat (USAID) dirancang untuk memperkuat upaya Pemerintah Indonesia dalam mengurangi emisi gas rumah kaca (GHG) melalui perbaikan pengelolaan hutan dan kawasan konservasi, juga untuk mengurangi kepunahan keanekaragaman hayati dengan cara melindungi spesies kunci. Proyek senilai USD 19,6 juta ini dilaksanakan oleh Chemonics International, Inc. dari akhir 2016 hingga Juni 2021, melibatkan Wildlife Conservation Society dan Kemitraan sebagai sub-kontraktor.

BIJAK dirancang untuk bekerja melalui instrumen dan sistem “berskala nasional” guna mengatasi faktor-faktor gabungan antara pasar, keuangan, kebijakan, dan sosial yang mendorong deforestasi dan hilangnya keanekaragaman hayati. Sebagai fasilitator dan pendukung perubahan, BIJAK bekerja sama dengan pembuat kebijakan, organisasi masyarakat sipil, entitas sektor swasta, dan lembaga penelitian.

TUJUAN DAN METODE EVALUASI

Studi ini dilakukan untuk melihat sejauh mana BIJAK mencapai hasil yang diharapkan, termasuk identifikasi faktor-faktor yang mempengaruhi pencapaian hasil-hasil tersebut. Evaluasi ini juga menyediakan analisis dan pembelajaran untuk mendukung pengembangan dan pengelolaan program-program serupa.

Evaluasi ini menggunakan metode campuran dan dilakukan oleh tim yang terdiri dari enam orang pada bulan Mei 2021. Tim ini mewawancarai lebih dari 150 orang selama enam minggu dan sebagian besar wawancara dilaksanakan secara daring karena adanya kebijakan pembatasan kegiatan selama masa pandemi COVID-19.

RINGKASAN TEMUAN DAN KESIMPULAN

Temuan dan kesimpulan untuk lima pertanyaan evaluasi (EQ) adalah sebagai berikut.

EQ1: Bagaimana penerapan kebijakan, peraturan, dan/atau perangkat yang didukung USAID BIJAK dalam menghasilkan peningkatan yang signifikan terhadap kemampuan Pemerintah Indonesia untuk mengurangi emisi gas rumah kaca, melestarikan hutan dan kawasan lindung, serta melindungi keanekaragaman hayati darat dan laut? (*Biodiversity Clearinghouse*, Transfer Fiskal berbasis Ekologis, Penanganan Konflik Tenurial, Kawasan Ekosistem Esensial, kuota berbasis bukti untuk hiu dan pari, Pedoman Spesies ID, Temuan *Non-Detriment*, zonasi dan pemblokiran, dll.)

EQ1 mencakup Tema Teknis BIJAK I (tata kelola hutan dan kawasan konservasi) dan berbagai kegiatan. Ikhtisar temuan dan kesimpulan sebagai berikut.

Zonasi dan Pemblokiran (Pemetaan dan Penggunaan Lahan GIS): Untuk mendukung implementasi kebijakan Satu Peta Indonesia di dalam sektor kehutanan dan tata guna lahan, BIJAK mendukung peningkatan kemampuan Pemerintah Indonesia dalam Sistem Informasi Geografis (GIS). Dukungan tersebut efektif dan menghasilkan perampungan peta digital untuk 56 kawasan konservasi prioritas.

Penanganan Konflik Tenurial/Kemitraan Konservasi. Kerja BIJAK mengarah pada pengembangan perangkat, pendekatan, dan rencana operasional yang lebih baik yang dapat digunakan oleh Direktorat Jenderal Konservasi Ekosistem dan Sumber Daya Alam (KSDAE) untuk mengelola program kemitraan konservasi. Pencapaian penting dalam hal ini adalah BIJAK membantu KSDAE membangun sistem informasi yang mampu mengklasifikasikan, melacak, dan mengelola konflik tenurial. BIJAK juga membantu KSDAE membuat sistem pelatihan yang memberikan pengetahuan dan keterampilan kepada staf, yang dibutuhkan untuk mengembangkan dan menggunakan kemitraan konservasi dalam menyelesaikan konflik tenurial.

Melalui hibah LSM, BIJAK mendanai beberapa proyek percontohan guna memajukan pengembangan kemitraan konservasi serta mendukung organisasi dan perencanaan masyarakat. Pelaksanaan proyek percontohan ini tidak dimulai sesuai rencana (dari akhir 2020 hingga awal 2021) dan hanya berdurasi singkat (umumnya antara empat sampai enam bulan). BIJAK menggunakan sebagian besar pendekatan yang telah digunakan dalam proyek USAID lainnya, namun dengan kerangka waktu yang lebih lama dan dengan sistem pengukuran dan pembelajaran yang lebih baik. Proyek percontohan ini membutuhkan waktu dan dukungan tambahan agar dapat menghasilkan manfaat bagi masyarakat, terlebih lagi adanya ketidakpastian terkait bagaimana dukungan fasilitasi masyarakat dapat dilanjutkan.

Kawasan Ekosistem Esensial (KEE): BIJAK memberikan kontribusi yang bermanfaat bagi kemajuan program pengelolaan kawasan ekosistem esensial Indonesia yang baru lahir dengan berfokus pada lahan yang penting secara ekologis di luar kawasan lindung. Dukungan BIJAK untuk program KEE termasuk membantu Direktorat Bina Pengelolaan Ekosistem Esensial (BPEE) dalam pengembangan pedoman teknis yang digunakan untuk mengidentifikasi, mengelola, dan memantau kawasan bernilai konservasi tinggi dan stok karbon tinggi yang akan dijadikan sebagai KEE. Pekerjaan ini menciptakan sistem yang dapat digunakan BPEE dalam memenuhi target Renstra (rencana strategis) 2020-2024 yaitu menciptakan 45 KEE baru.

Di tingkat tapak, BIJAK memberikan hibah untuk mendukung pengembangan kemitraan *multistakeholder*, khususnya di Jawa Timur. Hibah ini dimulai di akhir proyek dan difokuskan pada fasilitasi masyarakat, pembentukan komite manajemen, dan penyusunan rencana kerja. Akan tetapi, tidak diketahui jelas bagaimana kerja kemitraan tingkat masyarakat dapat dilanjutkan setelah proyek BIJAK selesai, mengingat BPEE mengindikasikan bahwa direktorat ini tidak memiliki staf yang memadai untuk mendukung perencanaan KEE berbasis masyarakat.

Pembiayaan Konservasi, termasuk Transfer Fiskal Ekologis (EFT): Pengelolaan hutan dan kawasan konservasi di Indonesia menghadapi kekurangan pendanaan yang menghambat pencapaian tujuan jangka panjang. Untuk mengatasi masalah ini, BIJAK melakukan beberapa studi tentang mekanisme pendanaan konservasi, yaitu sebagai berikut: 1) Kompensasi dan Pembayaran Jasa Lingkungan (CPES); 2) Transfer Fiskal Ekologis (EFT), suatu bentuk transfer dana dari pemerintah pusat ke pemerintah daerah untuk mendukung pengelolaan lingkungan; dan 3) studi terkait kelayakan yang memungkinkan taman nasional menjadi Badan Layanan Umum (BLU) dan memungut serta mengelola dana retribusi.

BIJAK menilai kelayakan opsi-opsi pembiayaan konservasi baru dan memperkenalkan berbagai konsep pembiayaan konservasi baru kepada pemerintah daerah. Studi-studi ini bermanfaat, akan tetapi, mewujudkan pekerjaan ini menjadi kebijakan dan praktik yang baru akan membutuhkan waktu dan upaya tambahan lainnya.

Biodiversity Clearinghouse: BIJAK mendukung pengembangan sistem informasi Direktorat Konservasi Keanekaragaman Hayati (KKH) KLHK untuk menelusuri status implementasi Rencana

Aksi Strategis Keanekaragaman Hayati Indonesia. Bantuan BIJAK untuk pengembangan *Biodiversity Clearinghouse* berjalan efektif dan sistem tersebut memperoleh medali emas pada *UN Biodiversity Conference of Parties 2018*. Sistem berbasis web ini dapat berfungsi sebagai alat untuk pengelolaan keanekaragaman hayati dan perencanaan konservasi.

EQ1 Kesimpulan Keseluruhan: BIJAK melakukan berbagai pekerjaan yang bermanfaat di bawah Tema Teknis I (pengelolaan hutan dan kawasan konservasi). Namun, skala pekerjaan ini sangat luas dan tidak selalu sesuai dalam mencapai hasil konservasi tertentu. Beberapa alat memang berhasil dikembangkan untuk membantu perencanaan konservasi, termasuk *Biodiversity Clearinghouse* dan peta zonasi kawasan konservasi digital. Pengembangan sistem untuk melacak konflik tenurial merupakan salah satu capaian penting dan akan membantu KSDAE mengelola program kemitraan konservasinya. Pengembangan sistem indikator kinerja yang lebih baik untuk unit-unit Kesatuan Pengelolaan Hutan (KPH) juga harus diarahkan pada perbaikan pengelolaan konservasi apabila diterapkan sepenuhnya. BIJAK juga mendorong kemajuan pengembangan program pelatihan KSDAE untuk mengelola konflik tenurial.

Di tingkat tapak, pekerjaan BIJAK didanai secara moderat dalam waktu singkat, tidak dilaksanakan sesuai siklus proyek, dan tidak memperkenalkan alat atau pendekatan baru yang belum digunakan di Indonesia. Beberapa masalah penting masih harus ditangani sebelum program tersebut dikembangkan menjadi program skala nasional, termasuk bagaimana mengelola proses pendampingan masyarakat yang memakan waktu dan bagaimana membawa upaya yang lebih strategis dalam pengembangan kegiatan yang menghasilkan pendapatan alternatif bagi masyarakat.

EQ2: Seberapa efektifkah Pemerintah Indonesia memanfaatkan bantuan teknis USAID BIJAK untuk memerangi kejahatan terhadap satwa liar?

Perlindungan Hiu dan Pari: Pekerjaan BIJAK sangat penting untuk membantu Indonesia menciptakan alat pengelolaan spesies yang praktis dan dapat digunakan oleh mereka yang membutuhkannya. BIJAK membantu Lembaga Ilmu Pengetahuan Indonesia (LIPI) mengembangkan kapasitas teknis yang diperlukan untuk menghasilkan dan menggunakan bukti ilmiah demi memastikan perdagangan produk hiu tidak akan merugikan kelestarian populasi. BIJAK juga meningkatkan keterampilan LIPI dalam pengembangan *Non-detriment Finding* (NDF) hiu sutra, sesuai persyaratan dalam CITES Appendix II.

Sistem verifikasi perdagangan hiu sutra yang didukung oleh BIJAK meningkatkan penelusuran produk dan efisiensi proses perizinan perdagangan. Sistem ini bekerja secara efektif di semua tingkat implementasi – mulai dari nelayan, pedagang, hingga pemrosesan ekspor.

Perlindungan Rangkong Gading & Trenggiling Sunda: BIJAK memberikan masukan teknis yang berguna dalam pengembangan Strategi dan Rencana Aksi Konservasi Nasional (SRAK) Rangkong Gading dan Rencana Aksi Darurat (EAP) Trenggiling Sunda. BIJAK juga membantu peningkatan kesadaran akan EAP Rangkong Gading. BIJAK tidak terlibat secara substansial dalam pelaksanaan rencana konservasi spesies.

EQ3: Sejauh mana pendekatan USAID BIJAK dalam membangun konstituen untuk konservasi dan konstituen yang dapat memajukan tujuan konservasi tanpa dukungan USAID lebih lanjut?

Dukungan Komunikasi Kementerian Lingkungan Hidup dan Kehutanan: Kegiatan ini mendukung: 1) Rencana Aksi Strategis Komunikasi Nasional KSDAE; 2) Strategi Media Arus Utama dan Media Sosial Biro Humas (HUMAS) KLHK dan Satuan Penegakan Hukum (GAKKUM) KLHK; dan 3) bantuan untuk mengembangkan situs web KSDAE yang lebih baik.

Dukungan BIJAK untuk membangun kapasitas komunikasi KSDAE merupakan upaya terstruktur yang telah dilembagakan di lingkungan KLHK: materi pelatihan dan panduan berhasil dikembangkan, staf telah ditugaskan untuk mengelola program, dan pendanaan telah dicadangkan untuk membiayai kebutuhan operasi di masa depan. Sepuluh situs web taman nasional yang baru dirancang merupakan peningkatan yang signifikan dari versi sebelumnya, meskipun masih banyak pekerjaan yang perlu dilakukan untuk menambahkan lebih banyak taman nasional lainnya ke situs web utama KSDAE.

Kampanye Preferensi Konsumen Burung Kicau: Kampanye preferensi burung kicau, yang dirancang untuk mengubah preferensi pemelihara burung dari burung hasil tangkapan liar ke burung hasil penangkaran, berhasil meningkatkan pengetahuan mengenai konservasi hutan sumber burung kicau di kalangan pemelihara burung kicau di Jawa. Namun, data yang dikumpulkan tidak dapat menjelaskan apakah kalangan penyuka burung kicau telah beralih membeli lebih banyak burung hasil penangkaran atau tidak. Sebagian aspek kampanye ini kemungkinan akan berlanjut karena Burung Indonesia (cabang lokal Birdlife International) saat ini mengelola halaman Facebook sebagai forum komunikasi/informasi komunitas penyuka burung kicau yang dibuat dengan dukungan BIJAK.

Kampanye Anak Muda Cinta Taman Nasional (AMCTN): Kampanye Anak Muda Cinta Taman Nasional diluncurkan pada September 2020 bekerja sama dengan 23 LSM. Tujuannya adalah menumbuhkan rasa ingin tahu dan minat anak muda terhadap taman nasional. Kegiatan AMCTN meliputi promosi taman nasional melalui media sosial, termasuk peluncuran *website/landing page* AMCTN. Namun, hasil dari upaya tersebut masih kurang meyakinkan karena organisasi yang terlibat tidak memiliki rencana yang jelas untuk melanjutkan upaya tersebut.

Dukungan Strategi dan Rencana Aksi Konservasi Nasional Rangkong Gading: Untuk mendukung konservasi Rangkong Gading, BIJAK bekerja sama dengan beberapa LSM dan universitas untuk merancang dan menjalankan kampanye media sosial selama tujuh hari (Pekan Rangkong Gading). Temuan evaluasi ini adalah meskipun kampanye tersebut bertujuan untuk menumbuhkan rasa memiliki dan tanggung jawab di kalangan pemuda untuk perlindungan hutan dan rangkong gading, kampanye tersebut tidak memiliki “*Call to Action/Tuntutan Aksi*” yang jelas tentang bagaimana pemuda dapat membantu melindungi rangkong gading dari kepunahan. Kampanye ini tidak dipersiapkan secara matang sehingga tidak mencapai hasil yang terukur dan organisasi yang terlibat tidak memiliki rencana untuk melanjutkan upaya tersebut.

EQ4: Mengingat USAID BIJAK mengatasi ancaman dan pendorong melalui berbagai komponen/pendekatan strategis, manfaat apa yang direalisasikan dan *trade-off* apa yang dialami sebagai hasil kolaborasi antarkomponen proyek?

EQ5: Bagaimana manajemen adaptif, termasuk latihan *pause-and-reflect* dan manajemen proyek USAID, berkontribusi pada pencapaian tujuan USAID BIJAK?

Dua pertanyaan evaluasi di atas saling terkait dan diamati bersamaan.

Konteks Operasional: Selama tahun-tahun awal pelaksanaannya, BIJAK menghadapi beberapa tantangan operasional, antara lain:

- Pergantian staf proyek yang sering terjadi, termasuk *Chief of Party* dan COR USAID.
- Desain BIJAK membutuhkan kolaborasi dengan *Indonesian Palm Oil Pledge* (IPOP) dalam upaya mengurangi deforestasi akibat produksi minyak sawit. Namun, sebelum BIJAK dimulai, IPOP dibubarkan (Juli 2016).

- Desain BIJAK membutuhkan dukungan signifikan untuk upaya merevisi Undang-Undang Konservasi Sumber Daya Alam No. 5 tahun 1990. Namun, BIJAK memutuskan sejak awal bahwa proyek tidak mungkin lagi merencanakan kegiatan yang mendukung revisi undang-undang tersebut.

Dinamika di atas pada dasarnya mempengaruhi program tata kelola lingkungan BIJAK.

Manajemen Adaptif/ Sesi Jeda dan Refleksi: BIJAK memulai proses manajemen/jeda adaptif pada akhir tahun pertama proyek dan kemudian melanjutkan proses ini pada tahun-tahun berikutnya. Sesi ini berlangsung selama satu minggu dan melibatkan peninjauan kinerja dan pertimbangan perubahan kontekstual. Informasi ini kemudian digunakan sebagai bagian dari proses perencanaan kerja tahunan.

Sesi jeda dan refleksi melibatkan staf utama proyek dan beberapa mitra Pemerintah Indonesia dan USAID. Namun, mitra berpendapat bahwa proses selama satu minggu tersebut terlalu lama dan menghalangi keterlibatan mereka secara penuh, meskipun beberapa temuan evaluasi mengindikasikan bahwa mereka masih berpartisipasi pada waktu tertentu. BIJAK mengompensasi hal ini dengan mengadakan konsultasi perencanaan berikutnya dengan pemangku kepentingan utama untuk mendapatkan dukungan dan menyelesaikan rencana kerja. Para mitra menunjukkan apresiasi mereka atas konsultasi seputar perencanaan kerja ini.

Selama sesi jeda dan refleksi pertama, BIJAK membuat perubahan pada pendekatan strategis yang digunakan untuk memandu proyek dan mengurangi tema teknis dari empat menjadi dua – dengan pekerjaan sektor swasta pada produksi minyak sawit dihentikan. Sesi-sesi tersebut juga mengakibatkan BIJAK beralih fokus dari mendukung revisi Undang-Undang Konservasi Sumber Daya Alam No. 5 tahun 1990 ke tindakan yang mendukung peraturan dan kebijakan tertentu, seperti penekanan pada kemitraan konservasi dan kerja KEE.

Karena berbagai faktor yang disebutkan di atas, komponen tata kelola lingkungan mengalami kesulitan dalam menemukan fokus dan mengorganisasi diri untuk mendukung hasil-hasil konservasi tertentu.

PEMBELAJARAN

Karena BIJAK telah selesai, evaluasi ini tidak mencakup rekomendasi tentang operasi atau prioritas BIJAK. Tim evaluasi menawarkan pembelajaran berikut, yang mungkin relevan dengan proyek lingkungan USAID/Indonesia saat ini atau di masa depan, atau proyek USAID lainnya secara umum.

Sesi jeda dan refleksi harus menjadi praktik terbaik (*best practice*) dan bersifat wajib. Kegiatan manajemen adaptif BIJAK dan jeda terstruktur, serta sesi tinjauan ulang bermanfaat dalam membantu proyek menyesuaikan diri dengan berbagai perubahan di lingkungan operasi.

Keberlanjutan upaya peningkatan kapasitas di Indonesia memerlukan pendekatan yang mengintegrasikan pelatihan dan pengembangan keterampilan ke dalam struktur pemerintah. BIJAK berhasil dalam hal ini dengan beberapa pendekatan peningkatan kapasitas, seperti dukungan komunikasi yang diberikan kepada KSDAE.

Program akan berdaya guna apabila fokus jelas pada pencapaian hasil-hasil konservasi tertentu. Kerja BIJAK untuk meningkatkan pengelolaan berkelanjutan populasi hiu sutera adalah contoh yang sangat baik dalam hal ini. Program ini dirancang secara komprehensif untuk memberikan bantuan yang diperlukan dan sanggup mencapai tujuan konservasi tertentu.

Pengetahuan dan dukungan publik membantu keberhasilan program konservasi. Kerja BIJAK untuk membangun dan memperkuat konstituen konservasi dengan meningkatkan kemampuan KLHK untuk menggunakan media tradisional dan media sosial secara efektif sangat membantu upaya ini. Strategi serupa harus dimasukkan ke dalam program konservasi di masa depan.

Perencanaan untuk keberlanjutan dan pengembangan harus dimulai sejak awal. Program yang bekerja di tingkat nasional atau penerapan program percontohan berbasis lokasi harus mengembangkan rencana keberlanjutan dan pengembangan yang jelas sejak awal.

I. INTRODUCTION

The United States Agency for International Development's (USAID) Build Indonesia to Take Care of Nature for Sustainability (BIJAK)² project was designed to strengthen the Government of Indonesia's (GOI) efforts to reduce greenhouse gas (GHG) emissions through improved forest and conservation area (CA) management and to reduce biodiversity loss by protecting key species. The US\$19.6 million project was implemented by Chemonics International Inc. from 2016 through June 2021. The BIJAK project included two subcontractors who worked under Chemonics' supervision—the Wildlife Conservation Society (WCS) and the Partnership for Government Reform (Kemitraan).

This report describes the findings, conclusions, and lessons learned from a final performance evaluation of the USAID BIJAK project. The evaluation was designed and implemented by a team of independent evaluators under an agreement with the USAID/Indonesia Monitoring, Evaluation and Learning Platform (MEL-P). BIJAK and this external evaluation were funded by USAID/Indonesia.

The report provides an overview of program accomplishments and effectiveness and examines the capacity strengthening of partners. We include lessons learned to help guide future development assistance pursuing similar outcomes.

² In Indonesian: Bangun Indonesia untuk Jaga Alam Demi Keberlanjutan.

II. PROGRAM CONTEXT³

Occupying 1.3 percent of the world's land surface, Indonesia is one of the world's richest nations in biodiversity. Indonesia is an archipelago made up of about 17,000 islands, throughout which unique ecosystems contain many diverse species.⁴ According to Conservation International, Indonesia is a megadiverse country with two biodiversity hotspots. In addition, 18 of the World Wildlife Fund's "Global 200" ecoregions and 24 of Bird Life International's Endemic Bird Areas can be found in Indonesia.

Globally valued species, such as orangutans, tigers, rhinos, elephants, and birds of paradise, represent a fraction of Indonesia's unique biodiversity. Important terrestrial ecosystems include mangroves, lowland forests, peat/swamp forests, and montane forests. Indonesia also contains Asia's largest tract of tropical rain forest, including important carbon-rich swamp/peat forests and soils, the protection of which is critical for preventing or reducing land-based carbon emissions.

While at least 30 million people directly depend on Indonesia's forests and on the ecosystem services they provide, these ecosystems are under threat. Small landholders threaten forests when they are forced off agricultural land by larger private-sector interests and then resort to clearing and farming marginal lands. This is particularly true for forest-dependent people and communities that lack secure tenure rights. Forest conversion results in significant GHG emissions, especially when it occurs in peatlands.

Deforestation and forest degradation in Indonesia are the result of a complex dynamic of political, economic, and institutional drivers. Land-use decision-making takes place under a legal framework of often-conflicting laws, regulations, and ministerial decrees issued by different levels of government. Decisions are often driven by economic incentives that prioritize extractive industrial and agricultural uses, which contributes to forest and peatland conversion and increased carbon emissions.

While the loss of forest habitat remains the principal threat to biodiversity, the direct exploitation of wildlife and wildlife products is also significant. Often, deforestation and wildlife crime occur in tandem, as land conversion leads to increased direct contact between humans and wildlife. While a portion of the wildlife trade is legal and operates under an off-take quota system, the quotas are sometimes based on faulty calculations on population size and regeneration rates. However, much of the wildlife trade in Indonesia is illegal and involves organized crime syndicates. Indonesia's profile in these transactions—as a source, destination, and transshipment country—is large and growing.

The GOI has recognized the importance of Indonesia's forests to both biodiversity and climate change. Indonesia has pledged to reduce GHG emissions and has made commitments to protect key endangered species, including tigers, rhinos, and orangutans.

³ The background section is drawn from "Scope of Work: Final Performance Evaluation of USAID BIJAK" (see Annex E).

⁴ "The Rich Biodiversity in Indonesia," *Biodiversity Conservation in Indonesia*, https://blogs.ntu.edu.sg/hp331-2014-03/?page_id=27

USAID is one of several international development agencies that supports Indonesia in achieving its climate change mitigation and biodiversity conservation commitments. Support is also provided by Norway, Germany, the UK, Japan, and Korea, and by United Nations agencies and multilateral development banks.

III. AN OVERVIEW OF THE USAID BIJAK ACTIVITY

The five-year (2016–2021) BIJAK project was a national-level project to address critical threats to the country’s biodiversity. USAID designed BIJAK to work through national or “nationwide” instruments and systems to address the financial, policy, and social factors that drive deforestation and biodiversity loss to help reduce GHG emissions and conserve biodiversity. As a facilitator and supporter of change, BIJAK worked with Indonesian policymakers, civil society organizations (CSOs), private-sector entities, research institutions, and other stakeholders to contribute to the following objectives:

1. National-level policies, laws, regulations, decrees, procedures, or fiscal and budgetary practices reduce greenhouse gas emissions, reduce wildlife trafficking, and conserve valuable terrestrial and marine biodiversity.
2. National agencies and civil society are employing updated legal, policy, regulatory, or procedural frameworks; strengthened and better coordinated networks; and accurate information flows to prevent and interdict wildlife trafficking.
3. Extensive land-use industries, especially major palm oil companies and their suppliers, commit and adhere to sustainability pledges and adopt practices that protect high conservation value and high carbon stock forests across their operations. Green business practices are developed and shared widely in the business.
4. Indonesian social norms and public opinion support terrestrial and marine biodiversity conservation and low carbon development issues.
5. Civil society networks and advocacy campaigns positively influence public opinion.

BIJAK was implemented by Chemonics International Inc. (prime contractor), in partnership with WCS and Kemitraan.⁵ Total BIJAK funding was approximately \$16 million. The contract ran from October 2016 to June 2021 (under USAID Task Order No. AID-497-TO-16-00002).

USAID’s BIJAK project contributed to the 2014–2020 USAID Indonesia Country Development Cooperation Strategy (CDCS), under Development Objective (DO) 3, Global Development Priorities of Mutual Interest Advanced, and Intermediate Result (IR) 3.2, Marine and Terrestrial Biodiversity Preserved. The project also directly supported Sub-IR 3.2.1, Sustainable economic values advanced, and Sub-IR 3.2.2, Threats to biodiversity reduced. BIJAK’s objectives and associated components are also linked to IR 3.3, Climate Change Mitigation and Resilience to Support a Green Economy Strengthened, and directly supported Sub-IR 3.3.2, Low carbon land use and forest stewardship enhanced.

BIJAK also contributed to the 2020–2025 USAID Indonesia CDCS under DO 1, Effective, Democratic Governance Strengthened, specifically IR 1.2, More Informed and Active Public Participation, and DO 3, Environmental Sustainability Improved.

⁵ BIJAK Monitoring, Evaluation, and Learning Plan, June 8, 2016–June 7, 2021, Chemonics International.

BIJAK was initially organized under four technical components or themes:

- Technical Theme 1: Land-Use Governance
- Technical Theme 2: Wildlife Trafficking and Conservation Area Management
- Technical Theme 3: Private Sector and Industry Practices
- Technical Theme 4: Constituencies for Conservation

Beginning in Year 2, the project was restructured into two technical themes:

- Technical Theme 1: Improving Management of Conservation Areas and Forests
- Technical Theme 2: Increasing Protection of Key Species

Interventions under these technical components were classified into two themes: 1) improving the management of conservation areas and forests, and 2) increasing the protection of key species. While the initial contract included references to the Indonesian Palm Oil Pledge (IPOP), this initiative dissolved prior to the start of BIJAK's implementation. Contract modification 9 adjusted contract results and removed previously required IPOP-related objectives from the project description.

A. KEY AREAS OF BIJAK SUPPORT

The main technical activities of BIJAK were as follows:⁶

i. Improving the Management of Conservation Areas and Forests (Technical Theme I)

- **Digitized Conservation Maps (zoning and blocking maps of CAs):** BIJAK supported the development of geospatial reference maps of CAs, which indicated conservation use zones. Updated zoning maps are used to document encroachments and to identify zone-based encroachment handling options and potential areas for conservation partnerships.
- **Ecological Fiscal Transfers (EFTs):** An EFT is a form of funds transfer from the central government to local government for ecological purposes, such as providing sustainable financing for forest and CA management. BIJAK worked with the Ministry of Environment and Forestry (KLHK) to create recommendations for the development of an EFT system.
- **Tenurial Conflict Handling, with an implementation emphasis on the development and use of conservation partnerships:** Tenurial conflict handling refers to processes used to clarify land and resource use and rights to reduce threats to biodiversity in CAs, including the use of conservation partnerships and rezoning. BIJAK worked with the Directorate General of Ecosystem and Natural Resources Conservation (KSDAE) to include encroachment/tenurial conflict handling as a priority in the 2020–2024 Renstra (Strategic Plan), including a new section explaining how CA programming will be integrated with provincial, district, and village-level planning.
- **Essential Ecosystem Areas (KEEs):** BIJAK worked to develop a range of management approaches for KEEs outside of CAs. For this work, BIJAK collaborated with the Office for Natural Resources Conservation (BKSDA) and the East Java Regional Forestry Agency in piloting activities to improve the effectiveness of KEE management at the site level.

ii. Increasing Protection of Species (Technical Theme II)

- **Biodiversity Clearinghouse:** Supported the development of a Directorate of Biodiversity Conservation (KKH) information system with the Ministry of Environment and Forestry (KLHK). The clearinghouse is used to develop updates on the status of implementing the Indonesia Biodiversity Strategic Action Plan, as required by the Convention on Biological Diversity

⁶ The areas listed comprise a majority of BIJAK's work but are limited to the evaluation's areas of focus. Improving private sector and industry practices—focusing on palm oil areas—was an initial project component, but it was dropped in year two and is not included in this evaluation.

- **Non-detriment Findings (NDFs)⁷ and Marine Species Protection and Trade:** The Ministry of Marine Affairs and Fisheries (KKP) uses NDF studies to develop policies for the sustainable management and trade of species under the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) Appendix II listed species.⁸ BIJAK worked with the Indonesian Institute of Sciences (LIPI), the Office for Coastal and Marine Resources Management (BPSPL), and BKSDA to establish the first catch quotas for silky sharks informed by NDFs, mentored LIPI in developing the first NDF for mako sharks and updated the NDF for hammerhead sharks.
- **Species ID Guidelines:** BIJAK worked to enable commerce and law enforcement officials, including in KLHK and KKP, to identify threatened wildlife and facilitate commerce in highly traded shark species, including the silky shark, to prevent illegal trafficking. Silky sharks are currently listed as an Appendix II species under CITES, which allows for limited but regulated international trade.
- **Combating Wildlife Trafficking:** A number of BIJAK's interventions were undertaken to contribute to combat wildlife trafficking. The efforts included the development of guidelines and training for KLHK and other government officials to identify and monitor protected species as part of their wildlife trafficking-related activities (mammals, herpetofauna, and birds and for handling and reporting confiscated wildlife and wildlife products). The training was delivered to government officials working at entry and exit points, including for the BKSDA, Customs, Quarantine, and Aviation Security (Avsec). In addition, BIJAK supported the development of species recovery plans for the helmeted hornbill and the Sunda pangolin. Components of these plans address required law enforcement actions. Developing a trade system under CITES for silky sharks also contributes to reduced trafficking through population monitoring and establishment of a domestic trade and export compliance system.

iii. Crosscutting Themes

- **Public Outreach and Communication Campaigns:** BIJAK supported public outreach activities and communications campaigns to raise awareness and change behavior for the benefit of conservation. These activities included: 1) supporting KSDAE communications capacity improvement by developing overall communications strategies for nature conservation, mass media, and social media management; 2) developing a standardized web presence for all national parks (NPs); 3) implementing a public campaign to galvanize youth support for NPs; 4) implementing a behavior change communications campaign to shift consumer preferences from wild-caught to captive-bred songbirds; and 5) implementing a communications effort to support the Helmeted Hornbill National Conservation Strategy and Action Plan (SRAK).

⁷ Non-detriment finding: "A conclusion by a Scientific Authority that the export of specimens of a particular species will not impact negatively on the survival of that species in the wild. The non-detriment finding by a Scientific Authority is required before an export or import permit or a certificate for an introduction from the sea may be granted for a specimen of a CITES Appendix I species, and before an export permit or a certificate for an introduction from the sea may be granted for a specimen of an Appendix II species. (Source: CITES)"

⁸ CITES Appendix II includes species not necessarily threatened with extinction, but in which trade must be controlled to avoid utilization incompatible with their survival.

B. BIJAK'S RESULTS FRAMEWORK

“The BIJAK project is national in scope and will not have any provincial, district, or local-level activities of its own. However, national policies and programs are inextricably linked to localized issues and experiences and as such, BIJAK will draw upon the results being produced at the landscape/seascape level from USAID’s LESTARI and SEA projects, as well as from those generated by other donor initiatives or Indonesian-funded field sites, to inform the development of national frameworks, policy levers, and instruments.”⁹

BIJAK’s theory of change (TOC) outlined how the project’s intervention areas, or strategic approaches, were expected to lead to specific conservation outcomes. BIJAK worked at the national level but was meant to closely link its activity with other USAID natural resource management projects to learn from and scale up innovative local-level approaches and policies (including coordination with USAID’s Sustainable Forest Management [LESTARI] and Sustainable Ecosystems Advanced [SEA] projects).

BIJAK’s TOC is presented in Figure I, which is taken from the project’s Monitoring, Evaluation, and Learning Plan.

⁹ BIJAK Monitoring, Evaluation, and Learning Plan, June 8, 2016–June 7, 2021, Chemonics International.

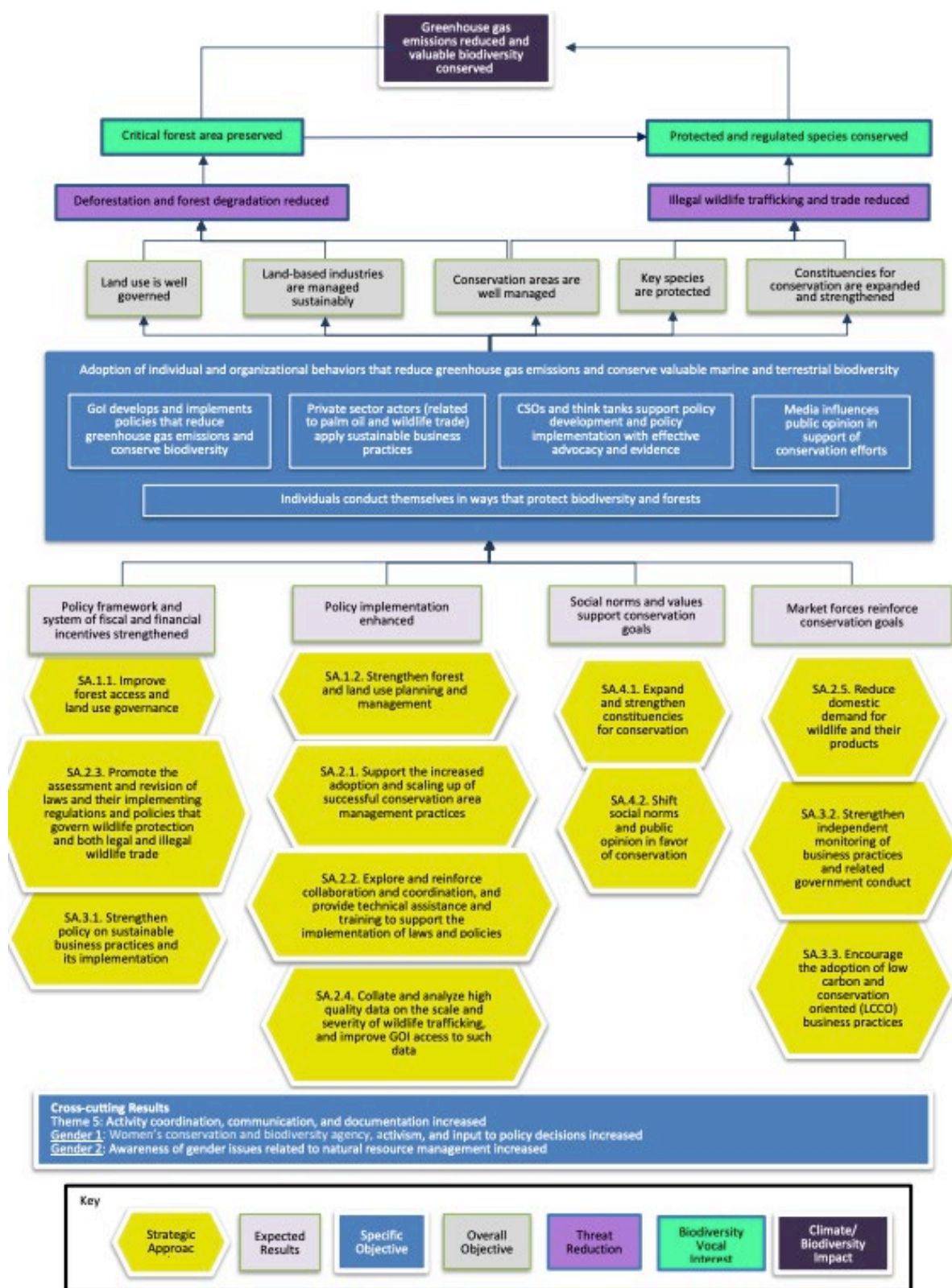


Figure 1. BIJAK's Theory of Change

IV. EVALUATION PURPOSE AND QUESTIONS

A. PURPOSE

The purpose of this evaluation is to highlight the extent to which USAID BIJAK achieved expected results, including the identification of factors influencing the achievement of those results. This evaluation also provides information on lessons learned during implementation, which can be used to develop and manage future programs.

B. EVALUATION QUESTIONS

The evaluation will address the following questions:

1. How has adoption of USAID BIJAK-supported policies, regulations, and/or tools resulted in significant improvements to the Government of Indonesia's capacity to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity? (Biodiversity Clearinghouse, Ecological Fiscal Transfers, Tenurial Conflict Handling, Essential Ecosystem Areas, evidence-based quotas for sharks and rays, Species ID Guidelines, Non-Detriment Findings, zoning and blocking, etc.)
2. How effectively has the Government of Indonesia leveraged USAID BIJAK technical assistance to combat wildlife crime?
3. To what extent have USAID BIJAK's approaches to build constituencies for conservation resulted in constituencies that can further conservation objectives without further USAID support?
4. Given that USAID BIJAK addresses threats and drivers through multiple components/strategic approaches, what benefits were realized, and trade-offs experienced, as a result of collaboration between project components?
5. How has adaptive management, including Pause & Reflect exercises and USAID's management of the project, contributed to achieving USAID BIJAK goals?

C. EVALUATION DESIGN OVERVIEW

This evaluation used a mixed-methods approach to collect data and information from a broad range of stakeholders while ensuring independence of the evaluation process. Data sources included a review of relevant literature and interviews with more than 150 key informants. Following data collection, the team categorized and coded the qualitative responses from the interviews and focus group discussions.

In-country data collection took place between June 7 and June 25, 2021. Annex C contains a list of persons and institutions interviewed. As BIJAK closed in early June 2021, the evaluation team held interviews with BIJAK staff in late April 2021. The full evaluation team met in Jakarta the week of June 14 to review the initial interviews, clarify the analysis structure, and identify additional data needs.

Fieldwork/Site Visits: A two-person team traveled to Lombok, West Nusa Tenggara Province, the week of June 21 to conduct interviews related to conservation partnership agreements and the monitoring and management of silky sharks. A second field visit was planned to Surabaya, East Java, but was canceled due to the worsening COVID-19 situation and the resulting tightened travel

restrictions in several cities across Java. To the extent possible, the evaluation team reviewed the East Java field experience through online discussions.

For a more detailed review of the evaluation’s methodology, see Annex F, “Evaluation Methodology.” A bibliography of documents reviewed is included as Annex D, “List of Document and Data Sources.”

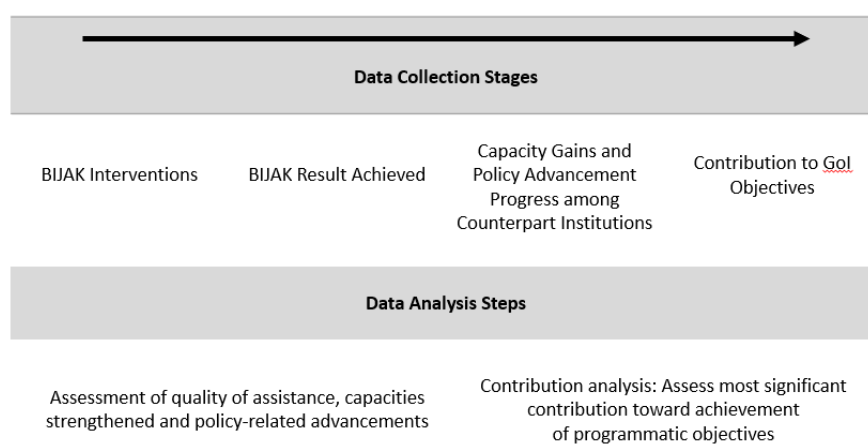
D. EVALUATION FRAMEWORK

The evaluation’s first three questions address the effectiveness of BIJAK in supporting the improvement of government policy and regulations and in strengthening the GOI’s capacity to achieve key objectives related to forest and CA management, species protection, and reduction of wildlife trafficking. The fourth question addresses the interaction and complementarity of BIJAK’s two main areas of activity—habitat conservation and prevention of wildlife trafficking—and was analyzed based on the information collected under evaluation questions (EQs) one to three. The fifth question in the Scope of Work focuses on BIJAK’s use of adaptive management processes, which will be informed by discussions with project staff and key stakeholders and is closely related to EQ4.

Policy support and capacity strengthening, as per the evaluation’s first two questions, can be challenging to assess for several reasons. First, policy development and implementation generally require a long time frame to reach fruition and demonstrate results (often beyond the terms of a USAID project). Second, capacity development is challenging to measure because improving an organization’s ability to achieve its objectives depends on a multitude of factors, including policy, its staff’s adequacy and skills, effective management and administration, and adequate budget. Third, results achieved by host-country ministries can seldom be attributed to a single donor or project.

To address the challenges of evaluating policy and capacity development, the evaluation team proposed to map BIJAK’s support for all key workstreams and assess this support in relation to the outputs and outcomes produced, the quality of support provided, and how the support helped advance higher-level GOI conservation objectives. This process was designed to: 1) document BIJAK interventions, 2) assess the project-level results achieved, 3) determine the resulting capacity gains and policy progress by counterpart institutions associated with BIJAK results, and 4) assess the most significant contributions to the GOI’s overall priority objectives. Table I presents the sequence of the data collection and review process.

Table I. Data Collection and Analysis Framework



E. GENDER CONSIDERATIONS

In line with USAID's Gender Equality and Female Empowerment Policy¹⁰ and Automated Directive System 205.3.6,¹¹ the evaluation considered the gender-specific and differential effects of BIJAK activities. This was done by including specific interview questions related to gender and identifying whether the project's benefits are perceived to have been experienced similarly by men and women.

F. EVALUATION LIMITATIONS

The evaluation team encountered the following evaluation limitations.

1. **Limited access to stakeholders due to COVID-19.** The team succeeded in conducting many stakeholder meetings but did periodically encounter scheduling and internet connectivity issues. As mentioned, the planned site visit work to East Java had to be canceled due to a worsening of the COVID-19 situation and a subsequent increase in travel restrictions.
2. **Project close-out constraints.** BIJAK was completed June 7, 2021, but many technical staff completed their duties by April 30, 2021. The evaluation team compensated by prioritizing BIJAK staff interviews, but these interviews were held early in the evaluation process and at a point when the team did not have detailed familiarity with the project. There was not an opportunity to conduct follow-up staff interviews, which would have been helpful to clarify implementation details.
3. **BIJAK's performance monitoring system is inadequate.** BIJAK's Activity Monitoring, Evaluation, and Learning Plan (AMELP) is a poorly developed document that does not meet USAID guidance. The lack of performance information made it difficult—in some cases, impossible—for the team to analyze the validity of the project's TOC or the degree of accomplishment for key objectives.
4. **The challenge of assessing the policy support process.** Policy processes often take many years to reach fruition and demonstrate tangible results.

G. TEAM COMPOSITION

The evaluation team comprised the following individuals:

- David Callihan, Team Leader and specialist in community-based natural resource management;
- Dr. Saut Sagala, an environment policy and governance expert who led the analysis of conservation landscape activities;

¹⁰ Gender Equality and Female Empowerment Policy, USAID, March 2012, https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf

¹¹ "Gender Integration in Solicitations," ADS Chapter 205 Integrating Gender Equality and Female Empowerment in USAID's Program Cycle, USAID, January 22, 2021, <https://www.usaid.gov/sites/default/files/documents/205.pdf>.

- David Kuntel, a wildlife trade and trafficking expert who led analysis of species protection activities;
- Elis Nurhayati, a public outreach and CSO specialist who led analysis on activities related to communications outreach campaigns;
- Ahmad Abdullah, an organizational development and change management specialist who helped the team analyze training and capacity building as a crosscutting issue;
- Basyrah Alwi, a monitoring and evaluation (M&E) specialist who analyzed project performance reporting as related to the evaluation's questions and helped organize the team's data management; and
- Dian Rachmawati, a research assistant who supported the team in various ways, including managing the stakeholder process and coordinating information across the evaluation.

MEL-P Senior Evaluation Advisor Retno Sri Handini provided technical support and direction for the evaluation, and MEL-P Program Specialist Irma Sitompul provided assistance on logistics, team management, and document production.

V. FINDINGS AND CONCLUSIONS: EQ I

EQ I: How has adoption of USAID BIJAK-supported policies, regulations, and/or tools resulted in significant improvements to the Government of Indonesia’s capacity to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity? (Biodiversity Clearinghouse, Ecological Fiscal Transfers, Tenurial Conflict Handling, Essential Ecosystem Areas, evidence-based quotas for sharks and rays, Species ID Guidelines, Non-Detriment Findings, zoning and blocking, etc.)

The activities reviewed under EQ I include:

- Development of zoning and blocking geospatial CA maps
- Tenurial conflict handling through conservation partnerships
- Management approaches for KEEs outside the CAs
- Support for new methods of conservation finance
- Development of a biodiversity clearinghouse.

Findings and conclusions for each of these activities are presented below.

A. ZONING AND BLOCKING (GIS LAND MAPPING AND USE)

To support the implementation of Indonesia’s One Map policy within the forestry and land-use sector, BIJAK provided support to build the GOL’s Geographic Information System (GIS) capabilities—specifically for producing digitized zoning and blocking maps. Updated zoning maps are used to define multi-use areas, track conservation encroachments, identify encroachment handling options, and to identify potential areas for conservation partnerships.

Findings/Achievement Highlights

BIJAK supported the mapping process by funding four GIS experts to work in the Directorate of Nature Conservation Planning and Information (PIKA) for several years. Their work included resolving conflicting zone definitions and developing maps in accordance with Indonesia’s One Map policy (which requires KSDAE to manage the country’s reference map for all protected and CAs).

Table 2 lists the zoning and blocking results that BIJAK produced:

Table 2. List of Progress and Results in Zoning and Blocking Maps

YEAR	PROGRESS AND RESULT
Year 1	Drafted zoning maps for 51 NPs and blocking maps for 334 out of 551 conservation areas.
Year 2	Develop zoning maps (50 NPs and 248 of 498 non-NPs) and 34 draft blocking maps (produced by TAHURA). KSDAE approved two additional zoning maps and 140 blocking maps, but these maps are not yet integrated within One Map due to BIG's ongoing efforts to improve the overlying Indonesian Topography Map.
Year 3	Received approval of 2 NP zoning maps by <i>Badan Informasi dan Geospasial</i> (Geospatial Information Agency), bringing the total number of maps integrated into the One Map Policy Geoportal to 52. In addition, 234 blocking maps were updated with BIJAK assistance.
Year 4	Completed 12 additional blocking maps, bringing the total number of blocking maps updated to 246. KSDAE's 2020–2024 Renstra set a target to validate and finalize 141 blocking maps (without reliance on BIJAK support).

Conservation zoning maps were incomplete when BIJAK began, which triggered a KLHK request for assistance. From 2017 until 2019, BIJAK provided four onsite GIS experts to PIKA to support production of zoning and blocking maps of CAs and the integration of the maps into One Map System.

“BIJAK gave real support to human resources in the process of map production. PIKA acknowledges that the consultants have competencies and skills on GIS....‘BIJAK helped KLHK to integrate the maps with the One Map Policy. PIKA expects that this activity can be continued.’” — Directorate of PIKA, KLHK

Human resources capability in PIKA on maps production was improved as a direct result of BIJAK assistance. With BIJAK assistance, PIKA produced updated zoning maps for all 552 CAs (including 54 NPs). BIJAK contributed to the completion of 234 of the 500 maps that were approved by KSDAE and proposed for integration under the One Map policy. However, there are limited personnel in PIKA with GIS skills, so sustaining the work for additional mapping for other CAs is still a challenge. The work stopped after the completion of One Map policy work, but PIKA indicated it has additional mapping needs.

“Mapping production activities need to be followed up for other conservation areas. BIJAK has supported 54 National Parks; meanwhile, there are also other conservation areas, such as nature reserves ...” — Directorate of PIKA, KLHK

BIJAK also integrated technical guidelines on zoning and blocking into a KSDAE training curriculum, which can be provided to PIKA and other KLHK staff. The training curriculum on zoning and blocking of CAs has been enacted under the Pusdiklat decree and will be used for further capacity building.

Conclusion

BIJAK support helped PIKA improve its capability to produce digitized conservation maps. The assistance resulted in the completion of maps for 56 selected priority CAs for encroachment

handling. However, PIKA's human resources capability on GIS skills for thematic geospatial data management is still not sufficient to address additional conservation mapping needs.

B. TENURIAL CONFLICT HANDLING/ CONSERVATION PARTNERSHIPS

Tenurial conflict handling refers to the process used to clarify land and resource use rights to reduce threats to biodiversity in CAs. The principal mechanisms to achieve this are conservation partnerships and land-use rezoning with the communities living adjacent to protected areas.

There are many types of tenurial land conflicts in Indonesia that involve disputes with local communities over land and resource use in and adjacent to protected areas. Common conflicts involve gold mining, timber harvesting and clearing land for smallholder agriculture. In some areas, communities have a long history of using lands that were subsequently declared as protected areas, or they are engaged in encroachment activities in areas where land mapping and demarcation may be undefined or unclear.

BIJAK has worked to address tenurial conflict issues by strengthening policy mechanisms on conflict resolution and by supporting site-level work to build conservation partnerships between KSDAE and local communities. The partnerships' aim is to clarify land and resource use rights in ways that maintain the protected areas' ecological integrity and, when possible, allow local communities to access land and resources for sustainable income-generating uses.

Policy Context: BIJAK provided support for the KLHK regulation on conservation partnerships (Regulation Number 84 of 2015), which addresses tenurial conflict handling in protected forest areas. KSDAE passed a further regulation in 2018 (Directorate General [DG] KSDAE Regulation Number 06 of 2018) that allows KSDAE and communities to form conservation partnerships for the purpose of sustainable resource use in and adjacent to protected areas. The regulation includes technical guidelines on the categories of conservation partnerships allowed, including allowing community resource use rights for income-generating activity and to support ecosystem recovery.

“The conservation partnership according to DG Decree Number 6 of 2018 is one of the legal bases in formulating AD/ART draft for conservation areas in Meru Betiri NP.” — Head of Resort, Meru Betiri NP

BIJAK Support Activity: Over the last two years of the project, BIJAK placed a significant focus on strengthening DG KSDAE Regulation Number 06 of 2018 on conservation partnerships. BIJAK's work included:

- Support to the KSDAE DG to include encroachment/tenurial conflict handling as a priority in the 2020–2024 Renstra, including a new section on how to integrate conservation partnership programming with provincial, district, and village-level planning.
- Support to KLHK to develop technical guidelines for tenurial conflict handling inside CAs, including formalizing the guidelines under decree.¹²

¹² SK.37/KK/PPKK.2/KSA.I/20/2018

- Work with KSDAE's Multi-Stakeholder Task Force (GTM-KSDAE) to complete an encroachment typology report based on work in five NPs. The work was incorporated into a technical guideline draft for tenurial conflict handling, and the Directorate of Conservation Areas (KK) held a workshop to disseminate the information to Technical Implementation Unit (UPT) staff from five CAs.
- Training for 52 KLHK staff from 25 UPTs and nine forest parks on a range of topics related to tenurial conflict handling and conservation partnerships. BIJAK also incorporated gender issues into its training to help ensure gender equity in conservation partnership implementation.
- Work with PIKA to improve data-driven encroachment handling at pilot sites using the updated integrated management information system (Conservation Data Information System [SIDAK]). In year four, a training curriculum on this approach was designed by BIJAK and KLHK's Center for Education and Forestry Training (Pusdiklat), but it has not yet been formally integrated into Pusdiklat's curriculum by decree.
- In year four, BIJAK collaborated with Bappenas, the National Development Planning Agency, to develop forest management unit (FMU) performance indicators to measure progress in achieving conservation outcomes. These indicators emphasize management performance in the areas of forest conservation and biodiversity protection, restoration, forest area utilization, and community empowerment.

Field Implementation: KSDAE considered it a priority to develop conservation partnerships using a multi-stakeholder engagement approach. At the site level, BIJAK provided two grants to the Indonesian Institute of Tropical Nature (*Lembaga Alam Tropika Indonesia*, or LATIN) to advance conservation partnership work. The first BIJAK grant, issued in 2020, was to conduct environmental, social, and economic profile mapping, specifically for communities adjacent to NP areas. This information was used for planning conservation partnerships and for developing partnership management plans and annual work plans. The second phase of collaboration involved an additional grant to advance conservation partnership implementation. Four pilot CAs were supported in Meru Betiri NP, Mount Rinjani NP, Kateri (*Balai Besar Konservasi Sumber Daya Alam East Nusa Tenggara*), and Bantimurung Bulusaraung NP. After six months, two locations were added, for a total of six CAs. This additional work included participatory rezoning in Sebangau NP as an option for handling conflicts over land tenure, and work in Bukit Baka Bukit Raya (BBBR) NP to support community empowerment and income-generation activity.

BIJAK and LATIN accomplished the following under its grant:

- LATIN provided technical assistance for 52 local community members in Bebidas Village to manage tourism in Mount Rinjani NP (*Taman Nasional Gunung Rinjani*) and to maintain the CA. The technical assistance was related to sharing information and expertise through training. The training was conducted in close coordination with local government (September 2020 until April 2021).

When LATIN was asked about the sustainability of programs (on capacity building) on handling tenure conflicts in CAs, the director was unsure if the program could be continued due to the lack of resources. KSDAE hopes to continue the effort, but it is not clear whether the budgetary or personnel resources are available.

- LATIN supported the work of *TN Gunung Rinjani* authority and the community in Resort Aikmel through a conservation partnership approach to conduct rehabilitation of encroached land.

- Under a conservation partnership in BBKSDA East Nusa Tenggara (2020), BIJAK advised on the rehabilitation of lands degraded from agricultural practices.
- In BBBR NP, BIJAK conducted field investigation on mining-related encroachment.

“In terms of methods, BIJAK assists BBBR NP in dissecting problems, compiling structures, identifying from the roots, and recommending what things or activities need to be done next. Another benefit of the BIJAK program, BBBR NP is greatly helped by the presence of experts; considering the limited base or experience that we have, we can see things that we did not know before more sharply by guidance from facilitators or consultants at the field level.” — BBBR NP

- BIJAK provided business and managerial training for community groups, which identified farming problems and proposed government interventions for Resort Rantau Malam and 23 other buffer villages.
- BIJAK gathered data on tenurial conflicts in Sebangau NP for approximately four months (September to December 2020).

“Sebangau faces disputes between the community and government. Even though the problem wasn’t completely over, and BIJAK’s approach and communication technique were [not considered new], we still appreciate BIJAK for being able to get into the community who fights continuously in quite difficult situations. Over a short duration, not much has been done by BIJAK, some of which [included] identification, inventory, data processing, proposing recommendations, and following up on cultivators’ data, cooperative community in collecting legal documents.” — Sebangau NP

Findings/Achievement Highlights

BIJAK’s main achievements to advance the GOL’s conservation partnerships program include:

- BIJAK helped to advance the process of tenurial conflict handling by developing technical guidelines and helping to get tenurial conflict handling included as a priority in KSDAE’s 2020–2024 Renstra.
- BIJAK developed training related to tenurial conflict handling and conservation partnerships, which was developed with and delivered through Pusdiklat. Thirty of the 35 participants who completed the training indicated an increase in knowledge and skills. In addition, the participants changed their perspective in their approach to resolving tenure conflicts, such as involving communities and actors as an initial step in resolving tenure conflicts.

In terms of level of increase in knowledge and skills before and after the training, 64.9 percent of respondents stated they had “moderately improved.” One-fifth (21.1 percent) of respondents said they had “highly improved,” and 12.0 percent said their knowledge and skills had “slightly increased.”

- A total of 30 institutions (KLHK UPTs) showed improvement when respondents were asked, “Do the results of the training contribute to your institution in dealing with tenure conflicts?” Over all 30 institutions, 34 respondents (97.14 percent) stated “yes.” Ten units indicated they had initiated partnerships with local communities. The training also strongly indicated that participants experienced a perspective change in their willingness to use community collaboration to solve tenurial conflict issues.
- BIJAK worked with PIKA to improve data-driven encroachment handling at select pilot sites using the updated integrated management information system. While the curriculum has not yet been formally integrated into Pusdiklat by decree, it has been circulated within KSDAE so managers can familiarize themselves with its content. The training curriculum is expected

to be formally adopted into KLHK's course catalog. Pusdiklat, however, indicated that it is unsure whether the training can be continued due to budget limitations.

- To test the site-based process, BIJAK supported ecological, social, and economic mapping in several areas, and advised communities on potential conflict resolution solutions. They also helped to develop community-level management committees and plans. Due to the limited grant period, site-based activity did not advance beyond the formation or activity planning stages.

"BIJAK and LATIN contributed to eliminating the gap between community and officials, so that the community becomes more open and collaborative in managing conservation areas." — Head of Resort, Meru Betiri NP

The main community benefit of the conservation partnership program is to allow communities to access natural resources for income and livelihood support. While some community income-generation activities were supported by BIJAK, this issue was not supported in a systematic manner, and information on the success of various approaches was not collected. To build a successful nation conservation partnership program, this gap will need to be addressed.

Conclusion

In summary, BIJAK helped advance KSDAE's tenurial conflict approach. Specific achievements included helping to better define and classify types of tenurial conflicts and creating a system to track conflicts and manage potential solutions. BIJAK also helped develop a training system for KLHK on implementing conservation partnerships and conducted a few site-based pilot efforts to support conservation partnership advancement.

BIJAK made progress through its training program in helping staff acquire the skills required to manage conservation partnerships. The results of the training assessment carried out by BIJAK illustrate that the forest management units have put into practice tools, stakeholder engagement approaches, and operational plans to work with communities to improve CA management. Specific approaches used by KSDAE have included identification of communities and stakeholders; using data collection methodologies for socioeconomic, ecological and spatial mapping; and use of a tenure conflict assessment reporting system, with options identified for addressing specific conflicts. In some cases, KLHK has initiated community partnerships to reduce tenure conflicts (although data was not available on the degree to which it is happening or the progress of such efforts).

Through grants to LATIN, BIJAK implemented site-based community partnership support in several areas. Community facilitation was conducted by LATIN, but post-grant it is not clear if KLHK has the staff, time, or skills to manage this across Indonesia's system of protected areas or what path is required to make this possible. The conservation partnership pilots implemented by LATIN (under its second BIJAK grant) did not appear to be structured to serve as a base for program scaling as hypothesis testing was not explicit and proof-of-concept information systems were lacking.¹³ The

¹³ BIJAK's Scope of Work indicated that the contractor must draw on the experience of USAID Indonesia Forestry and Climate Support (IFACS) and LESTARI activities, identifying promising practices from their landscapes, bringing them to scale, and encouraging their adoption and use nationwide.

implementation time for the pilots was too short to generate learning to advance Indonesia's national conservation partnership program in terms of scaling or best practices.

BIJAK's work in advancing the national adoption of FMU performance indicators was an important step toward improving forest management in Indonesia. BIJAK's work to develop FMU performance measures led to a ministerial regulation to harmonize FMU performance criteria and indicators, including guidelines to define performance standards for forest area management and to assess the effectiveness of forest area management. These indicators emphasize and measure ecological conditions and not just the amount of area under management.

An aspect of community-based conservation that merits increased attention is findings ways for communities to financially benefit from the sustainable use of natural resources. While the project supported some income-generation activity, no data was collected on these activities by BIJAK.

C. ESSENTIAL ECOSYSTEM AREAS (KEES)

Lands located outside forest and CAs can be critically important for ecosystem function and biodiversity value, including wildlife corridors, high conservation value areas, wetlands, watersheds, and areas that are essential for the preservation of endemic species. While much of Indonesia's intact forests have been designated and zoned as government-managed forest areas, large areas of intact forest exist beyond these borders and are not managed as forest. Known as APL (*Area Penggunaan Lain*, or "other used area"), these areas exist in a conservation policy space that is beyond the jurisdiction of regulatory frameworks that apply to official forest areas and are susceptible to conversion to agriculture.

According to the KLHK's 2015 land cover review, there is approximately seven million hectares of forest cover in areas designated as APL, and another seven million hectares of forest cover in Convertible Production Forest, which could eventually be converted to APL. A significant portion of these vulnerable forested lands is believed to be of high conservation value (HCV) and high carbon stock (HCS). The lands may be located within the existing state forests (production forest and converted production forest) or areas used for plantations, settlements, or for other purposes (non-forest lands, or APL). The government classifies areas with a conservation function that are located outside state forest land as KEEs. To date, KEE management has been voluntary and has lacked a regulatory framework to mandate protecting KEEs and ensuring the budget allocations to do so.

In 2020, BIJAK provided a grant to ARuPA (Volunteer Alliance for Saving Nature, an Indonesian nongovernmental organization [NGO]) to help advance progress on KEE management in East Java. This work was conducted in support of a KEE initiative approved by the province's governor in 2021.¹⁴ The area's conservation interests include migratory bird habitat, sea turtle nesting sites, mangrove protection, and forest preservation.

Under the grant, ARuPA provided assistance similar to that conducted by LATIN in support of the conservation partnership process. Activity included identifying key natural resources and threats,

¹⁴ The Governor's KEE decree was enacted in 2021 for four KEEs in East Java (except Teluk Pangpang, which was enacted in 2020 and upgraded in 2021).

conducting social and economic community surveys, socializing the KEE concept among stakeholders, and helping organize management committees and develop management plans.

BIJAK Support Activity:

To advance the KEE concept, BIJAK provided the following support:

- Worked with the Directorate of Management of Essential Ecosystems (BPPE) to develop guidelines to identify, manage, and monitor HCV and HCS areas for potential inclusion in KEEs. BIJAK also proposed regulations to establish BPPE's authority to collect, verify, and register KEE assessment results. BPPE submitted the proposed regulation for review to KSDAE's Legal Bureau.
- To make KEE management more effective at the site level, BIJAK collaborated with ARuPA to conduct stakeholder mapping, capacity building, and gap analysis for the existing East Java KEE forum in three pilot areas.
- In collaboration with Bappenas, BIJAK used a KEE background study to integrate KEE plans into the National Medium-Term Development Plan 2020–2024 (RPJMN), with a target to protect 43 million hectares under KEE management. To ensure this commitment, 45 new KEE areas are to be established and 35 existing areas will be monitored as per KSDAE's 2020–2024 Renstra.
- BIJAK developed technical criteria for ranking potential KEEs and identified eight priority areas that could be designated as KEEs in 2020, thus contributing to BPPE's target of establishing 45 new KEEs over the next five years.
- With the Union of Palm Oil Farmers (SPKS), BIJAK developed practical guidelines to identify and manage HCV and HCS areas for palm oil smallholders.
- With BPPE, BIJAK conducted regional trainings in Java, Sumatra, and Sulawesi for 90 BPPE UPT staff and provincial environmental agencies in identifying potential KEE areas. From this training, BIJAK and BPPE agreed on the procedures, methodology, and action plan for developing KEE indicative maps to ensure that district and provincial government KEE maps are verified and can be integrated into a national KEE reference map.
- BIJAK improved protection of KEEs by improving transparency and governance of the land permitting system, in line with efforts by KPK (Corruption Eradication Commission) to prevent corruption in natural resource management. To achieve this, BIJAK provided technical assistance to KLHK to develop norms, standards, procedures, and criteria so that the key forestry permits can be issued and managed within the Open Submission System.

“Even though the KEE focuses on conservation, the communities want the domino effects on economic empowerment—for example, on product packaging and the broadening [access to] markets.” — Beneficiary, Ujungpangkah, Gresik

Findings/Achievement Highlights

BIJAK collaborated with BPPE to develop technical guidelines on identifying, managing, and monitoring areas of HCV and HCS in KEE areas. Subsequently, BIJAK and BPPE completed an indicative map of potential KEE areas that was divided into four typologies. BIJAK, with ARuPA, strengthened the site-level KEE implementation by facilitating meetings with various communities and stakeholder groups to identify key land-use challenges, form management committees, and develop management plans. Community awareness of environmental conservation increased while

livelihood options were identified or created, such as planting conservation-appropriate tree crops in areas adjacent to or within intact forests.

BIJAK's work included developing technical guidelines and regional training for identifying potential KEEs and priority areas. BIJAK also provided technical assistance to KLHK to develop norms, standards, procedures, and criteria so that the key forestry permits can be issued and managed within the One Single Submission system.

Conclusion

BIJAK's assistance helped advance Indonesia's nascent KEE program. This support included assistance to BPPE to develop technical guidelines to identify, manage, and monitor HCV and HCS areas for inclusion as KEEs. This work helped to create a system that BPPE can use to meet the 2020–2024 Renstra target to create 45 new KEEs.

At the implementation level, BIJAK worked to strengthen management forums and promote multi-stakeholder collaboration, particularly in East Java. Like the site-based work to advance conservation partnerships, the implementation work by ARuPA came quite late in the project and focused mainly on community facilitation, helping form management committees, and developing work plans. Due to time limitations, the work did not proceed to implementation, but presumably will in the future. The KEE management plans for East Java are under review by the provincial government and will need approval before provincial government funding support can be provided.

The KEE program is still at the initial stage of development in Indonesia, and the communities and local governments indicated that they need further assistance on facilitation, ideas, and examples. Overall, BIJAK's work on KEEs has been useful; however, the program will need many years of additional implementation and support to reach fruition. Like the approach to conservation partnerships, the approach also raises questions as to how facilitation can continue, given that the grant to ARuPA is now finished and considering BPPE's view that it lacks adequate staff to perform the time-intensive role.

One critical element of ecosystem services management, as per lessons from other countries, is the need to share the benefits of ecosystem services with communities to ensure the community's commitment to more sustainable resource management—that is, defined revenue sharing processes and formulas. Some of BIJAK's work on conservation finance, which was preliminary, may eventually be helpful to this, but on-the-ground planning and testing of revenue sharing schemes is also needed.

D. CONSERVATION FINANCE: ECOLOGICAL FISCAL TRANSFERS

Forest and CA management in Indonesia faces chronic funding shortfalls that hinder the achievement of long-term objectives. A component of BIJAK's work was to study the use of innovative financing strategies to increase support for forest conservation and low emissions development.

BIJAK produced studies on the following conservation finance mechanisms:

- Compensation and Payment for Environmental Services (CPES). Under CPES schemes, the use of forests to provide services such as clean air and water and carbon sequestration is supported by payments to maintain those services.
- EFT, a form of funds transfer from the central government to the local government to support environmental management. BIJAK worked with KLHK to create recommendations for the development of an EFT system.
- A study on the feasibility and process to enable NPs to establish themselves as public service agencies (BLUs). This would enable NPs to collect and retain user fees.

BIJAK's work to advance the conservation finance included development of a policy paper on guidance for CPES. The policy paper proposed guidelines for the environmental services identification, valuation mechanisms, users' validation, Payments for Ecosystem Services (PES) information system development, participant roles, facilitator competency standards, conflict resolution, and the GOI's role. BIJAK then worked with Kemitraan to complete a review of funding and financing options for areas with conservation functions. According to the report, the most critical funding needs for forest management and biodiversity financing are at the sub-national level due to site-level ecological challenges.

In August 2020, BIJAK worked with the University of Indonesia and BKF (Fiscal Policy Agency) to develop a policy paper on potential mechanisms for transferring funds to the providers of ecosystem services from the users by proposing fiscal transfers through various government funds, including the Regional Incentive Fund (DID), the Specific Purpose Fund (DAK), and the Village Fund (DD). The policy paper recommended using:

- The DID mechanism to incentivize local governments to carry out biodiversity conservation and environmental protection
- The DAK mechanism based on forest management criteria, such as empowerment of forest farmer groups, operationalization of FMUs, restoring degraded land, supporting conservation of forests under management of local governments, and urban forest management
- The DD mechanism by adding environmental indicators related to forest cover in relation to population, poverty, total area, and geographic challenges.

Finally, BIJAK worked with PATTIRO (an Indonesian research organization focused on governance) to develop policy recommendations to enable NPs to obtain BLU status to generate their own income. The policy paper addresses:

- How NPs can benefit from becoming a BLU
- Recommendations for how NPs can meet the BLU technical and administrative requirements per Ministry of Finance Regulation No. 180/2016

- The criteria and indicators for NPs to become BLUs
- Guidance on how to design BLUs using a landscape and a multi-stakeholder approach to ensure the involvement of communities within the buffer areas
- A roadmap and pathway for NPs to become BLUs

Specifically, PATTIRO recommended that NP BLUs should be designed to balance ecological, economic, and sociocultural purposes. The report also recommended that revenue generated by NP BLUs should support the improved protection of CAs against threats such as forest fires, wildlife poaching, and illegal logging.

Findings/Achievement Highlights

Ecological Fiscal Transfer (EFT)

The policy paper recommended applications for all three mechanisms: DID, DAK, and DD. EFTs are intended to give power to provincial governments to set their own priorities and to incentivize activities for forest conservation and biodiversity conservation. The policy paper is under review by the relevant governmental institutions. In parallel, BIJAK helped local officials in South Sulawesi and North Kalimantan develop roadmaps to apply for DID, DAK, or DD funds through EFT mechanisms.

Compensation and Payment for Environmental Service (CPES)

BIJAK's analysis focused on how specific fund transfer mechanisms for nongovernmental arrangements can be used to manage CPES funds. Ultimately, the draft regulation addresses environmental service identification, approach for environmental service valuation, verification and validation for providers and users of environmental services development of the PES system, and PES participants' roles.

Designation of NPs as Public Service Agencies (BLUs)

KSDAE agreed with the finding that one of the most significant obstacles to transforming NPs into BLUs is that the Minimum Service Standards (SPMs) for BLUs have not yet been developed. This is because KSDAE is considering whether it will develop national SPMs, or whether each NP will be required to propose its own SPMs. Referring to recommendations by PATTIRO, a KSDAE-led team is assessing the feasibility and costs and benefits of establishing Komodo NP as a BLU.

Conclusion

Through its work on conservation finance, BIJAK has contributed analysis on new potential financing strategies for conservation, such as fiscal transfers, special allocation funds, and NP designation as BLUs. These studies filled some gaps in terms of financing options and introduced local officials to concepts using new mechanisms to support sustainable forest management.

According to the national stakeholders, these studies are useful. While there is hope that these various options will come to fruition, whether this will happen is uncertain. If the options do advance, additional work will be required to sort out the roles and responsibilities of various ministries, develop regulations, and set the terms of finance and revenue sharing. In short, a useful start has been made, but a significant amount of work remains before improved financing programs can be put into practice.

E. BIODIVERSITY CLEARINGHOUSE

BIJAK supported the development of a KKH information system within KLHK. The clearinghouse is used to develop updates on the status of implementing the Indonesia Biodiversity Strategic Action Plan, as required by the Convention on Biological Diversity.

BIJAK supported PIKA to rebuild the BCHM website in year one of the project. The BCHM website aggregates data on key species and habitat. Data from the BCHM website was used to develop the Indonesia Biodiversity Strategy Action Plan 2015–2020, with support from KLHK, Bappenas, and LIPI. At the UN Biodiversity Conference of Parties (COP 14) in Egypt in December 2018, the website received a Gold Award on Clearinghouse Mechanism in the category of New National Clearinghouse Mechanism.

In year three, KSDAE accepted BIJAK's recommendation to establish an Indonesia BCHM technical working group.¹⁵ It formally appointed 11 staff from five government institutions (KLHK, KKP, the Ministry of Agriculture, LIPI, and the Kehati Foundation) responsible for regularly reviewing and updating the database. In addition, BIJAK supported KKH in adding data about the illegal pangolin trade, smuggling modus operandi, population, and distribution, and other relevant information to the clearinghouse database. In the same year, BIJAK developed updates on the implementation status of Indonesia Biodiversity Strategic Action Plan 2015–2020.

Findings/Achievement Highlights

The BCHM website did not work well when KLHK first initiated it. BIJAK provided a consultant to develop the website, and this work improved the system, which was awarded a gold medal by the UN Biodiversity COP. BIJAK also provided technical assistance to PIKA on the revitalization of BCHM website and conducted capacity building for the technical working group. While the website has been developed, its sustainability is a bit unclear due to ongoing training and capacity building needs for the involved technical working groups and whether sufficient resources exist.

“Many activities supported by BIJAK have been accommodated in the Strategic Plan of KLHK and KSDAE 2020-2024 and became the national priorities, for instance KLHK, zoning and blocking, and clearinghouse. PIKA considered them as something important. However, PIKA never discussed with BIJAK related the sustainability plan” -- (Directorate of PIKA, KLHK)

“The budget is very limited, hence financing activities are carried out with 2 systems, full funding and cost sharing. The concept development of cost sharing is also sometimes applied by several Director Generals who ask BP2SDM to facilitate training.” -- (Pusdiklat, KLHK)

¹⁵ Formalized by KSDAE decree SK 80/KASDAE/SET/KSA.0/3/2019. DG KSDAE Decree No. 80/2019 on Biodiversity Clearing House Contributor.

Conclusion

BIJAK's assistance for the development of a BCHM was effective and resulted in the system being awarded a gold medal at the 2018 UN Biodiversity COP in the category of New National Clearinghouse Mechanism. The website should be helpful for formulating policy and planning biodiversity conservation actions.

EQI Summary Conclusion

BIJAK conducted a range of useful work under Technical Theme I (forest and conservation area management). For example, under BIJAK's forest and CA management work, several useful tools were developed to aid conservation planning, including the BCHM and digitized CA zoning maps. In addition, important policies and regulations were advanced. Examples of work in this area included the development of FMU performance criteria, which can help reorient conservation management to a results-based approach, and clarification of definitions and regulations on tenurial conflict handling. Also, progress was made on developing a system for training KSDAE staff on managing tenurial conflicts, although expanded training is needed.

While BIJAK produced a significant number of useful products, the environmental governance work was not strategically aligned in a way that enabled the achievement of significant conservation results. BIJAK's initial effort was thrown off track a bit when the emphasis on working on palm oil lands with the private sector was removed from the project. The high turnover of critical staff, both within BIJAK and within USAID/Indonesia's Office of the Environment, also likely contributed to the initial lack of strategic focus.

At the site level, BIJAK's work was moderately funded, came late in the project, and did not introduce new tools or processes that were not already in use in Indonesia. Effectively, this work contributed the addition of several additional site-based pilots, although the implementation period was short (between four and 12 months). Given that the time-intensive process of community facilitation was funded through NGO grants, which are now complete, the sustainability of these efforts is uncertain—although the conservation partnerships will continue to exist (several existed prior to BIJAK's involvement).

KLHK faces a challenge in transitioning the conservation partnership program from a site-based pilot approach to a national program. This challenge could have benefited from a more structured attention to sustainability and system-level scaling. Specific to this are issues of how to manage the time-consuming process of community facilitation (staffing structures, skills, and organization) and how to provide support for income-generation activities, which is not a specialty area of KLHK or KSDAE but which is critical for program success. This applies to both the conservation partnership work and the KEE work. In this regard, BIJAK's site-based effort did not appear to significantly advance the experience and lessons from other USAID-funded experiences.

BIJAK-supported conservation finance studies appeared well done, and GOI counterparts appreciated the work. It is likely that some of this work will advance as it appears to be a government priority (as included in RPJMN 2020–2024), although many regulatory and operational details still need to be sorted out.

VI. FINDINGS AND CONCLUSIONS: EQ2

EQ2: How effectively has the GOI leveraged USAID BIJAK technical assistance to combat wildlife crime?

To increase the protection of select threatened and endangered species in Indonesia, BIJAK partnered with KLHK, KKP, and LIPI to revise and update legal and policy frameworks and build capacity to address illegal and unsustainable trade in wildlife. The assistance helped Indonesia to meet its commitments under CITES. BIJAK's species protection work focused on sharks and rays, the Sunda pangolin, and the helmeted hornbill, but primarily on silky sharks.

A. SHARK AND RAY PROTECTION

Policy Support to Comply with CITES Requirements

BIJAK assisted KKP in developing a draft ministerial decree that provides legal protection for 113 shark species within Indonesia's territorial waters. The national regulatory framework, once officially enacted, will provide a legal basis for enhanced shark protection across Indonesia and ensure compliance with CITES requirements.¹⁶

BIJAK also provided technical assistance for KKP to develop Ministerial Regulation Number 61/2018 on Utilization of Protected Species listed under CITES Appendices. This ministerial regulation was enacted on December 26, 2018. The regulation ensures that the utilization of CITES-protected fish species is conducted in such a way as to ensure preservation and traceability, and that practices comply with the provisions on international trade of fish species that are included in CITES Appendices I, II, and III.

¹⁶ According to a government official at the Legal Bureau of Ministry of Marine Affairs and Fisheries (MMAF/KKP), the ministerial decree was signed by Minister Susi Pudjiastuti in late 2017. There were several reasons why the decree was never enacted and released by KKP: 1) The decree provides "limited protection" status for all shark species in Indonesian water territory, and 2) it still needs to be legitimized by the relevant official at the Ministry of Law and Human Rights.

An additional area of BIJAK policy support was assistance to KKP to develop the Regulation of Director General of Marine Spatial Management Number 13/2018 on the Procedure of Issuance for the required recommendation letter for trade in sharks and rays. The recommendation letter ensures that sharks and rays being traded are not species that are banned from export under CITES listings. This specific regulation covers the registration process of traders, application for trade recommendation, species verification process, traded products verification process, M&E for traded product traceability (i.e., fishing zone, species, stock availability), and issuance of the official letter of recommendation.

BIJAK Support to LIPI

BIJAK worked closely with LIPI to develop the NDF for silky sharks, which is a practical tool for Indonesia to use to set quotas and develop species management practices based on the best available scientific data. In August 2018, with BIJAK's assistance, LIPI published the first NDF for silky sharks (see Figure 2). In January 2019, LIPI submitted the NDF to the CITES Secretariat.

“This NDF is an important policy base for setting catch and export quotas, and the domestic distribution of sharks.” — Head of Oceanography Research Center/P2O, LIPI

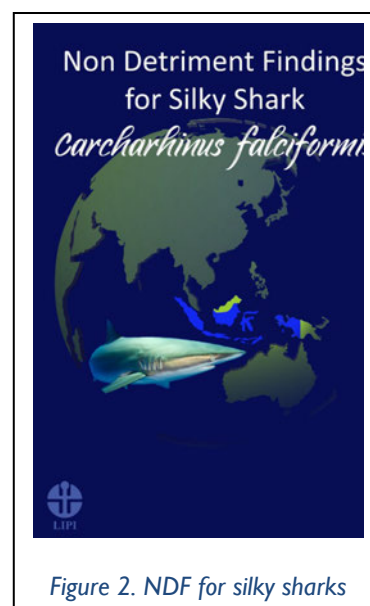


Figure 2. NDF for silky sharks

“The NDF issue is new theme for BPSPL/KKP. And the training gave more understanding to KKP officers even at the decision-maker level.” — Staff of KKP's Technical Implementing Unit, BPSPL Denpasar in Surabaya

Through the NDF process, the GOI now has a standardized process to manage trade in sharks, which has enabled Indonesia to meet CITES commitments and permits regulated trade in shark products.

Shark Trade and Traceability System (Traceability and Permits)

BIJAK assisted the government in developing standard operating procedures and guidelines for the shark trade, including a catch documentation system. This work included development of a system for the trade-permit process (*Surat Angkut Jenis Ikan [SAJI]*, a fish transport permit) and a system to authorize trade transportation permits (*Surat Izin Pemanfaatan Jenis Ikan [SIPJI]*, a fish species utilization permit). These permitting systems are practical tools that are being used daily by those working in KKP's technical implementing units, by relevant authorities in designated Indonesian ports, and by traders. Under this system, the permit issuance process is relatively easy and quick.



Figure 3. Sharks at a Fish Auction in Tanjung Luar Village, East Lombok Regency, NTB Province. Photo: David Kuntel for USAID/MEL-P

With BIJAK's assistance, government officials of BPSPL Mataram assisted local traders on the use of the e-SAJI, which resulted in better understanding on the importance of technology to minimize the document processing time required for permit issuance. Furthermore, BPSPL Mataram conducted an intensive socialization process through local mass media in West Nusa Tenggara (NTB) Province about the protection and conservation of sharks and rays. Following this, BPSPL Mataram conducted technical assistance for local traders and fishers on how to verify the shark and ray species that are fished for trade. This knowledge helps ensure that only allowable species are harvested and processed for trade.

Prior to BIJAK, SIPJI and SAJI permit processing typically took more than three weeks. After the enactment of these regulations, document processing for SIPJI now takes less than one week, and SAJI can be completed in a day. This process was supported with a software system application (Figure 4) managed by the Directorate of Marine Biodiversity Conservation/KKHL under the DG of Marine Spatial Management/KKP.

Indonesian Shark Trade:

Catch and trade quotas for sharks and rays are managed under two ministries, the KLHK and KKP. The most highly traded shark product is shark fins from silky sharks (*Carcharhinus falciformis*), which dominates trade. Most shark products from NTB Province are traded to Surabaya using the road/ship pathway via Bali. On average, shark fins are traded twice a week, with a total of 60 kilograms of shark fins sold per week.



Figure 4. Online Platform for e-SAJI

To ensure smooth implementation of the traceability and permit system, the provincial Agency of Marine Affairs and Fisheries worked with BPSPL MMAF and the WCS to ensure fishers fully understood catch regulations and the system's requirements. According to reports and interviews, local fishers in Tanjung Luar Village and Maringki Villages in East Lombok no longer catch and land the protected shark and ray species, and these species are no longer available for sale at the fish auction in Tanjung Luar Village, as was common in 2015 prior to BIJAK's assistance.

Shark Quota Field Monitoring

The number of sharks that can be caught is based on the catch quota established by KKP and KLHK, and local traders and fishers are required to comply with the government-set quota. To ensure sustainable utilization, the government of East Lombok encouraged local fishers not to catch juvenile and pregnant sharks, which must be released if they are incidentally caught. Monitoring shark and ray catches is managed by the provincial government together with NGO representatives, including support from WCS.

Shark traders argue that the quota for silky sharks should be adjusted and increased. Most sharks are caught between June and October; however, the catch quota for this period is lower than for other times of the year (when fewer sharks are caught). The fishers would like the quota to be adjusted to better match fishing patterns. The fishers would also like the quota to be reevaluated and increased; however, doing so would need to be based on population studies conducted by LIPI.

Another area that may require improvement is the marine species identification process, from traders to BPSPL. Improving the system can be done by tagging or labeling shark and ray products from landing sites to the Indonesian exporters, to international buyers (especially for CITES Appendix II species) and conducting photo identification of shark products, which can be traders can submit and record through the system. Currently, there does not appear to be much species DNA verification being conducted, and when it is conducted it can take many months to complete due to lab testing limitations (up to eight months was reported by KKP staff).

“If the fins cannot be identified visually, the DNA test can be used as an advanced method. But it takes time because the BPSPL does not have the technology, so the samples should be sent to Eijkman Institute (Jakarta) and Udayana University (Bali).” — Coordinator, BPSPL Denpasar in Surabaya, East Java

Shark and Ray Protection: Conclusion

BIJAK assistance to LIPI was timely, as after the CITES 17th COP in Johannesburg, South Africa, in 2016, CITES parties were urged to develop appropriate measures regarding the conservation and management of sharks and rays. At the time, Indonesia had not yet developed an NDF for shark and ray management. BIJAK’s technical assistance in developing the silky shark NDF was effective in creating a policy base for the GOI to use in setting catch and export quotas and for developing systems to meet CITES trade requirements. BIJAK helped LIPI gain the technical capacity required to provide scientific-based evidence to ensure that the trade of sharks will not be detrimental to population sustainability. It appears that restricted and threatened shark and ray species are no longer being sold in the Lombok markets, as was the case prior to BIJAK’s assistance.

BIJAK also helped create species management tools that are practical and are being used by those who need them. The trade verification and tracing system is working effectively and has helped to improve product traceability and make the trade regulation and permitting process more efficient. The system appears to be working effectively at all levels of implementation—from fishers to traders to export processing.

B. HELMETED HORNBILL PROTECTION

BIJAK conducted the following activities in support of helmeted hornbill conservation:

- Technical assistance to the KKH to develop a national action plan, or SRAK, covering the period of 2018–2028, which legalized the ministerial decree on the 2018–2028 SRAK for Indonesia’s Rangkong Gading (*Rhinolax vigil*).¹⁷

¹⁷ SK.215/MENLHK/KSDAE/KSA.2/5/2018, http://ksdae.menlhk.go.id/assets/publikasi/SRAK%20Rangkong%20Gading_Published.pdf

- Technical assistance to KKH to develop and enact a ministerial decree to guide all relevant stakeholders to implement a helmeted hornbill conservation strategy. Under the SRAK, stakeholders are urged to take the following actions:
 - Develop a management program related to helmeted hornbill population and habitat;
 - Improve the regulatory and policy framework;
 - Develop a partnership and collaboration program in support of helmeted hornbill conservation;
 - Develop communication conservation and awareness programs for the conservation of the helmeted hornbill; and
 - Raise funds to support helmeted hornbill conservation.
- With partner organizations, helped train 25 participants from two companies (Sari Bumi Kusuma and Graha Sentosa Permai) on helmeted hornbill conservation. These companies manage logging concessions in West and Central Kalimantan that include helmeted hornbill habitat.
- Helped develop a helmeted hornbill communications strategy and species identification guidelines.

The hornbill conservation strategy calls for additional research, species monitoring programs, and implementation of improved conservation practices.

Conclusion

BIJAK assistance was helpful in completion of the helmeted hornbill SRAK. The SRAK needs to be evaluated annually in terms of species population sustainability and habitat management, policy and regulatory relevance and adequacy, partnership and cooperation between stakeholders, communications outreach, and funding. Information on the implementation of the helmeted hornbill SRAK was not available.

C. SUNDA PANGOLIN PROTECTION

BIJAK conducted the following activities in support of Sunda pangolin conservation:

- Technical assistance to the KLHK to develop an Emergency Action Plan¹⁸ (EAP) to protect the Sunda pangolin.
- Technical assistance to KLHK to develop the draft SRAK document for the Sunda pangolin.
- Worked with LIPI to train participants from the population monitoring network member organizations on population techniques for the Sunda pangolin.

¹⁸ Rencana Aksi Darurat

Due to internal discussions within the KKH, the SRAK for the Sunda pangolin was discontinued, and KLHK asked BIJAK to focus instead on the implementation of the helmeted hornbill SRAK.

Conclusion

BIJAK successfully assisted KLHK in developing the draft Sunda pangolin EAP. However, KLHK took no further action to make the SRAK official. BIJAK did not measure the result of the training on population monitoring techniques for the Sunda pangolin.

KLHK officials' willingness to continue the SRAK development process is needed to identify and mandate actions to ensure the species' survival.

D. SPECIES IDENTIFICATION GUIDELINES

In 2019, BIJAK and KLHK trained 61 PT Angkasa Pura II Avsec staff from Soekarno–Hatta International Airport and Halim Perdanakusuma Airport to detect, identify, and handle wildlife and wildlife parts/products that are trafficked through the airport. The project also created a photo exhibit and interactive display to raise awareness of wildlife trafficking among passengers and staff at Soekarno–Hatta International Airport.

Note that handling wildlife trafficking is not Avsec's main task and function; however, they do have a role to play in reducing illegal wildlife trafficking via air.

Conclusion

BIJAK developed species identification guidelines for birds, mammals, and herpetofauna that are the most common commercially traded species in Indonesia. However, there is no information as to whether the GOI is applying or using these guidelines to combat illegal wildlife trade. Likewise, no data were available on whether the training has resulted in an increase of illegal wildlife product interdiction by airport security staff.

Species Protection: Summary Conclusion

BIJAK successfully supported the drafting process and the development of the ministerial decree/regulation and policies on legal protection for shark species and for two terrestrial species. By supporting the development of these regulatory frameworks, BIJAK strengthened the capacity of the GOI to develop policy and planning mechanisms for improved species protection and to develop species management plans that meet CITES requirements.

BIJAK provided critical assistance to establish a regulated trade system for protected shark species. This work included the establishment of a full suite of systems—from population assessment and quota setting, to catch monitoring, to trade facilitation. The system is working well and is efficient, although there is a need to annually review quota levels and perhaps revisit the seasonality of quotas to be better in line with fishing patterns.

BIJAK helped produce species recovery plans for the Sunda pangolin and helmeted hornbill; however, assistance largely was limited to recovery planning. It is unclear if or to what degree the helmeted hornbill plans are being implemented, or if they are effective in helping the hornbill's prospects for survival. The Sunda pangolin SRAK has not been approved.

VII. FINDINGS AND CONCLUSIONS: EQ3

EQ3: To what extent have USAID BIJAK's approaches to build constituencies for conservation resulted in constituencies that can further conservation objectives without continued USAID support?

The principal activities reviewed under EQ3 include:

- Communications Capacity Support for KLHK
- Youth Love National Parks
- Songbird Consumer Preference Campaign
- Helmeted Hornbill National Conservation Strategy and Action Plan Support

Findings and conclusions for each of these activities are presented below.

A. COMMUNICATIONS CAPACITY SUPPORT FOR THE MINISTRY OF ENVIRONMENT AND FORESTRY

This project component comprises the following three sub-components:

1. National Communications Strategic Action Plan for KSDAE
2. Mainstream Media and Social Media Strategies for HUMAS and GAKKUM
3. Technical Assistance for a Standardized KSDAE Website and Ten NPs/CAs

Each of these components is discussed below.

National Communications Strategic Action Plan for KSDAE: BIJAK worked closely with KSDAE to support its communications outreach program. From 2018–2021, BIJAK supported KLHK in drafting a communications plan for KSDAE, providing technical expertise to help it finalize and implement the communications plan, and assisting the DG to formalize a regulation on media engagement, including social media. Prior to BIJAK, KSDAE did not have a formal approach to communications, social marketing, or branding and had limited contact and visibility with journalists, bloggers, and other influencers who could help promote Indonesia's natural resources.

BIJAK's work included helping KSDAE develop its first communication plan, which consisted of a media strategy, a social media and online communication strategy, and a communication strategy on nature conservation. BIJAK then worked with KSDAE to develop and implement a social marketing campaign to boost pride in Indonesia's NPs and encourage volunteerism and advocacy to improve and protect the parks. BIJAK also helped KLHK create a social media content plan, a calendar for social media activities, and standard operating procedures for mass media and social media engagement, to be applied across participating directorates. The media and social media engagement strategies are now required for use by all units within KLHK.

Part of BIJAK's strategy to ensure the long-term use of training materials developed by the project was to work with KLHK to institutionalize the process within the Pusdiklat training system. In March

2020, Pusdiklat enacted a regulation¹⁹ to formally integrate the communications training syllabus and curriculum into the Pusdiklat system. The training syllabus and curriculum are now the official curriculum for all GOI CA staff.

This National Communications Strategic Action Plan was formalized in three stages:

- First, through the issuance of the Directorate of Ecosystem Services on Conservation Areas (PJLHK) decree, which appointed a Sub-Directorate for Promotion and Publication and created a working group for communication strategy formulation.
- Second, through the issuance of a KSDAE decree, which stipulates that all KSDAE's field offices are required to follow the Communication Strategy guidelines when developing communications contents and managing strategic messaging related to NPs and CAs.
- Third, through the issuance of a Pusdiklat decree, which formalized the syllabus and curriculum for Implementation of the Communication Strategy in Pusdiklat's system and catalog. This means that the training module developed by KSDAE and BIJAK must be used for training related to NP and CA communications management.

In May 2020, BIJAK finalized the technical content of the training course on implementing KSDAE's Communications Strategy on Nature Conservation. The course content was originally planned to be delivered through classroom instruction; however, due to the COVID-19 pandemic, PJLHK and Pusdiklat agreed that the training could be modified and delivered through Pusdiklat's e-learning platform. BIJAK worked closely with Pusdiklat to develop an all e-learning program that includes synchronous (real-time online training through chat and videoconferencing) and asynchronous learning. By converting the training into a full e-learning program and making it available through Pusdiklat's e-learning platform, PJLHK made the course content available to many more staff than originally planned, at minimal cost, and can continue the training after the BIJAK program ends. By the end of BIJAK, all materials, including instructor-led training videos, had been uploaded to Pusdiklat's e-learning management system, and the first round of training for UPT staff was delivered in November 2020.

Mainstream Media and Social Media Strategies for HUMAS and GAKKUM: Efforts to increase public appreciation and awareness of Indonesia's NPs and other CAs have been hampered by a lack of coordinated communications and outreach. BIJAK addressed this by working to improve KSDAE's communications management, with a particular focus on the media and outreach efforts of NP staff. The effort aimed to build public trust and develop a recognizable brand with a consistent message of promoting conservation values and responsible park use.

In 2019, BIJAK provided technical assistance to KLHK's Public Relations Bureau (HUMAS) to develop three key strategy documents as part of KSDAE's overall communications plan: 1) the KSDAE Media Strategy, 2) the Social Media and Online Communications Strategy, and 3) the Communications Strategy on Nature Conservation. These strategies provide clear steps on how to engage mass media in an effective, ethical, and balanced manner and how to use social media to build public support for biodiversity and natural resource conservation. The Communications Strategy on

¹⁹ SK 50/Dik/PEPE/Dik-2/3/2020

Nature Conservation was formally enacted by DG KSDAE decree in March 2019.²⁰ This decree requires all UPTs to follow the guidance provided in the strategy when developing and managing strategic messaging for NPs. BIJAK also worked to ensure that the other two key communications strategies were also formalized by decree. However, this aspect of the effort was put on hold when the senior leadership of HUMAS changed in February 2020.

In addition, BIJAK worked with KLHK's Law Enforcement Unit (GAKKUM) on two aspects of its communications program: 1) educating the public on environmental crimes, law enforcement, and criminal cases; and 2) disseminating environmental policy and regulations. To support this, BIJAK designed and delivered training for GAKKUM staff on communications skills, including creating press releases, producing videos, and improving social media and digital literacy skills. This last category of skills included designing social media strategies and using analytical tools to assess the impact of digital campaigns.

Technical Assistance for a Standardized KSDAE Website and Ten NP/CA Websites: In 2018, BIJAK and KSDAE conducted a communications review and found that more than 33 percent of NP websites were not well maintained and contained broken links, dummy images, and disproportionately scaled images. The review also found that NPs' websites had low visibility in the most popular search engines, reducing the chance that the public could easily navigate to the official sites to seek information on the NPs. The review prompted KSDAE to reorganize the structure of its website and develop NP microsites to help enable relations staff to better manage content and provide NP visitors with a single source of reliable information about NPs.

BIJAK's main work in this area involved the development of NP "microsites" and a revamping of KSDAE's main NP website portal.²¹ NP microsites are profiles of each NP that reside on the main KSDAE NP portal (which BIJAK helped develop). Standardizing and professionalizing NP websites provided an opportunity to promote the parks to a large population and provide visitors with important information, guidelines, and rules for responsible park use. The effort drew on experience and lessons learned from the U.S. Department of the Interior in developing U.S. NP websites.²²

The work was a beginning effort to set up a system and process to standardize website information on Indonesia's 54 NPs. Intensive assistance was provided to ten NPs in developing their microsites, including mentoring on rolling out their enhanced communications strategies and using social media platforms such as Instagram, Facebook, and YouTube. KSDAE can add the remaining NPs to the website using the system BIJAK helped create, which is a work in progress.

To assess BIJAK's work in this area, the evaluation team conducted a review of the NP microsites using a checklist to see if each NP microsite provides visitors with the following basic information:

²⁰ SK 328/KSDAE/PJLHK/ICSA.3/7/2019, <https://drive.google.com/file/d/1PpFA9njHFMBt5fMnKwLnQw2L4koOgl-P/view?usp=sharing>

²¹ <http://ksdae.menlhk.go.id/tn/>

²² BIJAK Final Report 2021

1. **Content Usability:** The website should include relevant information, high-resolution images, and, if possible, multimedia content such as photos or video, to make it “stickier” and ensure that visitors use the website longer and more frequently. Information should include a NP profile, a listing of popular destinations inside the park, rules of conduct and responsible visitation practices, a vision and mission statement, links to a map of the park, directions to the park, related publications, and a gallery of photos and videos.
2. **User-friendliness:** The website should be easily navigable, intuitive, accessible, and mobile-friendly.
3. **Aesthetics—“one look, one feel”:** Having a visually impressive website across all microsites is crucial. Websites should maintain common branding, which should include the KLHK logo and a clickable link to menlhk.go.id or ksdae.menlhk.go.id/tn. The websites’ visual appeal contributes to brand awareness and shows that they are all part of NP system.
4. **Visibility:** The website should be easily searched and found via search engines.
5. **Interaction:** The website should engage with the audience, hold their attention, direct them through the stages of the website, and finally encourage them to contact the NP/CA for interaction.

Table 3 presents the results of the evaluation team’s review of the KSDAE microsites.

Table 3. Review of NP Microsites

NATIONAL PARKS AND CONSERVATION AREAS	CONTENT USABILITY	USER-FRIENDLINESS	AESTHETICS AND KLHK “ONE LOOK, ONE FEEL”	VISIBILITY	INTERACTION /CONTACT INFO	NOTE/AVERAGE POINT
BANTIMURUNG BULUSARAUNG NP http://ksdae.menlhk.go.id/tn/field/babul/	√	√	√	√	√	No rules of conduct, responsible visit
BUNAKEN NP http://ksdae.menlhk.go.id/tn/field/bunaken/	√	√	√	√	√	No vision mission, publication, popular destination
BUKIT DUABELAS NP http://ksdae.menlhk.go.id/tn/field/bukitduabelas/	√	√	√	√	√	Map is wrong, no publications
BALI BARAT NP http://ksdae.menlhk.go.id/tn/field/balibarat/	√	√	√	√	√	No publications
GUNUNG PALUNG NP http://ksdae.menlhk.go.id/tn/field/gunungpalung/	√	√	√	√	√	No publications
AKETAJAWA LOLOBATA NP http://ksdae.menlhk.go.id/tn/field/aketajawe/	√	√	√	√	X	No publications, no contact number
BROMO TENGGER SEMERU NP http://ksdae.menlhk.go.id/tn/field/bromotenggersemeru/	√	√	√	√	X	Map is wrong, no publications, incorrect contact number
TELUK CENDRAWASIH NP http://ksdae.menlhk.go.id/tn/field/telukcendrawasih/	√	√	√	√	X	No vision mission, accessibility info, publications, or contact number
BBKSDA WEST PAPUA NTP (no microsite because it’s not NP)	N/A					
BBKSDA NORTH SUMATERA CA (no microsite because it’s not NP)	N/A					

As Table 3 shows, for the most part, all BIJAK-assisted NP microsites meet the criteria reviewed. There were a few minor items that could be improved, such as adding the mission statement or including accurate maps, but overall, these websites are useful, functional, attractive and contain high-quality photos. A comparison of the newer BIJAK-supported microsites with the older NP websites found that the new websites are universally superior.

Not all the NPs have websites, and some have developed their own websites that are not linked to the new KSDAE site. Several NPs listed on the new KSDAE site also maintain their own parallel park websites, which is a bit confusing. In part, the reason NPs continue to develop and maintain their own websites has to do with limited domain-server bandwidth at KLHK's Center for Data and Information. For the microsites, up to now, the evaluation team was told by KLHK that content development and functionality are not fully monitored, but this is expected to change in the future. Also, those NPs not yet included on the KSDAE NP portal (which is most NPs) will be added. It is also expected that NPs will eventually have a government web domain, not a free platform, for a more official look; however, it is unclear as to when this may happen.

KSDAE Communications Assistance: Conclusion

BIJAK played an essential role in building the capacity of KSDAE's key staff and offices to implement the communications strategic plan through a series of online trainings targeting NP and CA managers. Through BIJAK's support, the work done by KLHK to improve its communications outreach can be sustained as systems, skills, and support materials have been developed and internalized.

This has been a well-structured effort that has been institutionalized within KLHK. The communications strategy has been adopted and formalized by government decree, and the training curriculum is integrated into the system; materials have been created, staff assigned, and funding secured for the next fiscal year.

There is more work to do to build, monitor, and manage the NP websites, but a useful template now exists for doing so, and the websites of the NPs that were supported by BIJAK are a significant improvement over previous versions.

B. SONGBIRD CONSUMER PREFERENCE CAMPAIGN

Indonesia has the world's second highest number of globally threatened bird species, and poaching and unsustainable trade in birds is a leading threat to many species. Songbird-keeping is firmly entrenched in Indonesian culture and especially Javan culture, whereby bird-keeping and songbird competitions signify social status. In 2019, Manchester Metropolitan University estimated that one in three Javan households keeps caged birds, the collective total reaching 66–84 million birds, or one for every two islanders.²³

The value of the songbird trade in Indonesia amounts to tens of millions of dollars annually. While the commercial songbird trade is legal, within the system there is an alarmingly high amount of illegal

²³ James Lowen, "More caged birds than wild: Javan songbird crisis revealed," *BirdLife*, August 12, 2020.

wild songbird harvesting, which often includes significant involvement by organized crime syndicates. By some estimates, as many as 40,000 songbirds per month are illegally transported from North Sumatra to Java.²⁴ The huge increase in demand for songbirds is accompanied by a lack of understanding of the problem among Indonesian songbird keepers.

BIJAK became involved in the issue of songbird-keeping by developing a behavior change campaign (BCC) that promoted greater awareness of the need to protect songbirds, specifically working to shift consumer preferences from wild-caught to captive-bred birds to reduce the number of birds taken from the wild. Together with the University of Oxford Martin School, BIJAK conducted a 6,000-respondent survey to measure consumer perceptions and behavior on songbird-keeping. BIJAK then worked with the university to design the BCC campaign, including a TOC, action plan, timeline, communications channels, messages, audiences, and target locations. West Java was identified as a hotspot for songbird keepers and was selected as the BCC target area.

Once the campaign was developed, BIJAK, LIPI, and KLHK worked with a social marketing partner, Daun Digital Indonesia, to finalize and launch a campaign targeting 100,000 songbird keepers, with the objective to reduce demand for wild-caught birds. The campaign used “guerrilla marketing,” with materials distributed by key contacts within eight Facebook songbird groups. BIJAK also identified songbird influencers from songbird associations, YouTube vloggers, media companies, and songbird competitors to help disseminate messages and materials. The campaign, called #BijakBerkicau, was launched in mid-2020 with materials and messages disseminated on Facebook and YouTube. In parallel, BIJAK began its monitoring strategy of social listening using social media analytics and simple sentiment analysis of the interactions and comments users made in online discussions.

Using these means, BIJAK was able to track changing narratives around the campaign messages and observe shifts in the online discussions about consumer preferences. These insights were used to inform messaging and information dissemination. BIJAK also supported the BCC campaign with a series of wider awareness-raising activities, such as social media posts and in-person events to increase the reach of messaging. As an adjustment, the project launched a webinar series in response to social distancing requirements from the COVID-19 pandemic. To sustain the songbird campaign, BIJAK created a Facebook fan page to ensure continued availability of campaign material and worked with a local NGO, *Burung Indonesia*, to continue campaign activities through a formal agreement and handover, including capacity building, at the end of the project.

The evaluation team’s findings include:

- The BCC had a clear objective and a clear, thoughtful strategy to achieve its objective.
- The campaign’s messaging included the following: captive-bred songbirds are the best quality and value; be a conscientious songbird keeper; don’t buy a songbird that does not have a captive-bred identifier ring—ask before you buy; and make sure you know how to care for the songbird and understand the costs involved.

²⁴ [Ayat S. Karokaro, “Trafficking of thousands of songbirds highlights rampant trade in Indonesia,” Mongabay.com, July 3, 2020.](#)

- The campaign had clear calls to action, including the following: ask the source before buying; keep fewer songbirds; and perform good husbandry practices.
- Per BIJAK's reporting, the online messaging reached 71,377 songbird keepers.

The campaign reported the following results:

- A reported 37 percent increase was reported in buyers asking the origin (wild or captive) of songbirds. In other words, 63 percent of buyers inquire whether birds they are considering buying are captive-bred or wild-caught birds.
- There was no change in terms of the number of birds purchased, as participants reported that they still purchased a new songbird every three months. It was unclear from BIJAK's survey what proportion of newly purchased birds were captive bred.
- An additional 19 percent of owners reported practicing improved husbandry as compared to baseline survey numbers (a 73 percent increase). These practices include providing a wider cage, cleaning the cage regularly, and other actions to improve the overall welfare of the songbird.

The songbird preference campaign began relatively late in the project—May 2020—and ran for a relatively short period of time. The campaign addressed an aspect of what will be required to better conserve wild songbirds in Indonesia; however, to meet the conservation goal, a much broader effort is required. TRAFFIC International, for example, recommends that a significant priority for conserving wild songbirds in Indonesia is the need to focus on better monitoring and enforcement of existing laws concerning illegal trade in threatened and endangered species, and compliance monitoring in terms of whether the captive-bred birds being sold are actually captive-bred birds.

Burung Indonesia, which is a local chapter of Birdlife International, is now managing the #BijakBerkicau fan page on Facebook.

Songbird Preference Communications Campaign: Conclusion

The songbird preference campaign was a well-designed and well-managed communications campaign. BIJAK increased knowledge of bird-keeping conservation concerns among songbird keepers in Java, although the data is unclear as to whether songbird hobbyists have shifted to buying more captive-bred birds. Some aspects of the campaign are likely to continue as *Burung Indonesia* is currently managing the communications Facebook page that was established under BIJAK's support.

C. YOUTH LOVE NATIONAL PARKS

The Youth Love National Parks Campaign (AMCTN) was launched in September 2020 with a loose affiliation of 23 NGOs. The purpose of the campaign was to “spark the curiosity and interest of young people in national parks, as well as inspire them to grow a sense of love and pride for national parks in Indonesia.” The group's activities included promotion of involvement in NPs through social media, including the launching of the AMCTN landing page, Blog Writing Competition on National Parks and Youth Vox-Pop Videos Campaign, all of which happened in early 2021. Events showcased NPs in person and through webinars.

AMCTN events showcased NPs in person and through remote webinars. One such event provided participants with an “up close and personal” experience of two NPs through a virtual online tour led by NP staff and social influencers, broadcast live on YouTube. Other events featured talk shows with

prominent influencers on conservation topics; a webinar on ethical wildlife photography, with experts including a National Geographic Indonesia photographer; and panels highlighting the importance of nature conservation for the welfare of local communities and how to responsibly enjoy and protect NPs.

The AMCTN website landing page is designed with a single call to action—namely, encouraging responsible travelers to visit NPs and spread the word about Indonesia’s rich biodiversity. There is no plan to maintain the website landing page, although it still exists. The website landing page contains some basic information on NPs, but not enough details to be useful for visiting the locales. The AMCTN collaborating organizations hoped and expected that KLHK would be an active participant in the collaboration, but the agency withdrew its participation. Hence, the campaign’s results were not measured.

AMCTN: Conclusion

The results of the effort are unclear, as the activity’s objective (i.e., call to action) was very general and was not measured. The activity is not likely to continue as there is no clear leadership entity to take the activity forward (it was run by committee under a loose affiliation of NGOs). Also, those who were involved indicated that they do not have plans, or funds, to continue the activity.

D. HELMETED HORNBILL NATIONAL CONSERVATION STRATEGY AND ACTION PLAN SUPPORT

The helmeted hornbill (*Rhinoplax vigil*)—a charismatic bird that lives only in intact tropical forests in southeast Asia—has faced unprecedented levels of poaching in recent years to satisfy the high demand of its casque, known as “red ivory” in the illegal trade.²⁵ Indonesia is one of the native habitats for the helmeted hornbill, which plays an important role in maintaining its habitat’s ecosystem by dispersing seeds over a wide area. However, poaching and illegal trade have threatened the bird’s population in Indonesia.

At the CITES 17th COP, Indonesia made a commitment to protection of the helmeted hornbill and committed to developing a SRAK. BIJAK has asked to assist this effort and was added as a member of the helmeted hornbill SRAK development working group, which is chaired by KLHK. BIJAK worked with LIPI and KLHK to validate helmeted hornbill population data and to review helmeted hornbill trafficking cases.

The SRAK incorporates a five-pillar strategy: population and habitat management, regulation and policy framework, partnership and collaboration for conservation, communication and awareness raising, and funding. The SRAK, completed with BIJAK’s assistance, serves as a coordinating tool for those tasked with implementing it—primarily, local governments and NGOs. BIJAK also supported a formal KLHK ministerial regulation on the SRAK to provide a clear legal basis for local governments to include SRAK activities in their annual budgets and thus enabling the strategy to be implemented.

²⁵ [Wei Li and Wei Huang, “Illegal poachers turn to helmeted hornbills,” *Science*, February 21, 2020.](#)

To organize SRAK implementation, KSDAE established a multi-stakeholder National Partnership for Hornbill Conservation in Indonesia and, with BIJAK support, developed a roadmap for SRAK implementation. Also, with BIJAK support, the partnership trained key stakeholders for helmeted hornbill conservation, including staff from NPs and private-sector logging concessionaires, on the plan's requirements.

BIJAK led the first large-scale collaborative communications effort by Indonesian organizations to support the implementation of the helmeted hornbill SRAK through a seven-day social media campaign bearing the hashtag #RangkongGadingWeek. Following this, BIJAK worked with seven NGOs and four universities to design a coordinated social media campaign for helmeted hornbill conservation. One aspect was an Instagram comic strip storytelling competition called "Helmeted Hornbills through the Eyes of Youth." The campaign caught the eye of three prominent Indonesian researchers and conservation advocates who published op-ed articles on hornbill conservation during the campaign week (in *Mongabay Indonesia*, *The Jakarta Post*, and *Harian Rakyat Bengkulu*).

#RangkongGadingWeek was a one-off event, which was organized in-house by *Rangkong Indonesia* on very short notice. Rangkong Indonesia, BIJAK's main collaborator, does not have any firm plans to continue the effort and indicated that there are no funds available to do so. The results of the campaign were not measured in terms of conservation action or increased knowledge and commitment.

Helmeted Hornbill Communications Outreach: Conclusion

The helmeted hornbill communications outreach campaign did not achieve clear or measurable results. The evaluation found that whereas the campaign was to foster a strong sense of ownership and responsibility among local youth for forest protection and helmeted hornbill conservation, the campaign had no clear "call to action" as to how the youth can contribute to the forest protection or help protect helmeted hornbills from extinction. There are no plans to continue the campaign.

Overall Conclusion

The following table provides an overview of conclusions regarding whether BIJAK's approaches to build constituencies for conservation resulted in constituencies that can further conservation objectives without continued USAID support.

Table 4. BIJAK's approaches to build conservation constituencies

Activity	Key Results	Sustainable	Comment
Improving communications capacity of MoEF	- A well-structured strategic effort; - Institutionalized within MoEF (e-learning adopted by Pusdiklat/Center for Education and Training)	Yes	Formal curriculum development integrated into system by decree and training system; materials created, staff assigned, and funding secured. NP websites are low quality/work-in-progress
Songbird consumer preference campaign	- Communication outreach skills improved; - Structured effort (clear message with three calls to action, well identified target audience, right channels), with good measurement on knowledge increase and awareness (behavior change uncertain)	Yes/Maybe	Campaign was with Daun Digital and APBUI will not continue as no more funding; some form of the effort likely will be continued by Burung Indonesia
Youth Love National Parks	kawantaman.com website landing page of limited/questionable value; AMCTN digital campaign (thru Youth Vox-Pop videos) is sporadic; Results not measured	No	No obvious way to continue effort, except good intention; Collaboration of youth groups effectiveness uncertain/low
Helmeted Hornbill National Conservation Strategy and Action Plan Support	Very limited outreach, just one-off event; Effort hastily put together, i.e., not an in-depth effort; Very short intervention timeframe; Results not measured	No	No obvious way to be continued due to funding and unclear leadership

VIII. FINDINGS AND CONCLUSIONS: EQ4 AND EQ5

EQ4: Given that USAID BIJAK addresses threats and drivers through multiple components and strategic approaches, what benefits were realized, and trade-offs experienced, as a result of collaboration between project components?

EQ5: How has adaptive management, including pause-and-reflect exercises and USAID's management of the project, contributed to achieving USAID BIJAK goals?

Note: EQ4 and EQ5 are analyzed together in this section due to the interrelated nature of the questions. For example, decisions made through the pause-and-reflect sessions affected the project's structure and how the project's components operated.

Collaboration between Components

As a direct answer to EQ4, the evaluation team did not note significant collaboration between components. While the evaluation team did not see obvious collaboration between project themes and strategic approaches, it is worth noting that the project's work plans did not identify specific expectations for this.

This observation is supported in Table 4, which shows that BIJAK's strategic approaches were aligned either toward Theme 1 or Theme 2, but were not designed to crosscut the two themes. However, BIJAK's work plan included the following language: BIJAK's approach "will be integrated across the BIJAK technical theme areas within BIJAK (avoiding silos) and integrated across sectors, with programs, strategies, activities, and plans of government partners, CSOs, research organizations, and other donors."

The project did have crosscutting themes, including for gender and communications. While activities in these areas were programmed against both themes, they were directed toward specific objectives within themes. For example, communications outreach activities were conducted to build support for helmeted hornbill conservation, which supported Theme 2 activity to develop a hornbill species recovery plan.

Project Structure/Context

BIJAK was initially organized under four technical components or themes, as follows (from the BIJAK Year 1 Annual Report):²⁶

- Technical Theme 1: Land-Use Governance
- Technical Theme 2: Wildlife Trafficking and Conservation Area Management
- Technical Theme 3: Private Sector and Industry Practices

²⁶ Note: the terms "technical theme" and "technical component" are used interchangeably in BIJAK documents, as well as in this report, in reference to the project's main areas of activity.

- Technical Theme 4: Constituencies for Conservation

Beginning in Year 2, the project was restructured into two technical themes, as follows:

- Technical Theme 1: Improving Management of Conservation Areas and Forests
- Technical Theme 2: Increasing Protection of Key Species

Under the Year 2 restructuring, *Build and Strengthen Constituencies for Conservation* became an IR under Technical Theme 1, but is also labeled as a strategic approach.

Under each of the two technical themes, BIJAK's structure included a set of IRs and strategic approaches. A strategic approach is defined as a set of actions with a common focus that works together to address specific threats, drivers, or opportunities to achieve relevant results.

Table 5 portrays BIJAK's four IRs and eight strategic approaches, as presented in the BIJAK Year 2 Annual Report.

Table 5. BIJAK Intermediate Results, Technical Themes, and Strategic Approaches

INTERMEDIATE RESULTS	Low carbon and conservation-oriented land-use governance improved	Encroachment handling in CAs and protection of KEEs improved	Constituencies for conservation improved	Management of CAs and protection of key marine and terrestrial species improved
TECHNICAL THEMES	Improving Management of Conservation Areas and Forests			Increasing Protection of Key Species
STRATEGIC APPROACHES	Strengthen CA management frameworks and systems	Reinforce management capacity, collaboration, and coordination to reduce CA encroachment, including oil palm	Build and strengthen constituencies for conservation	Revise and update the legal and policy framework; build capacity to confront the illegal or unsustainable trade in wildlife; meet national commitments to CITES
	Strengthen FMUs to implement effective multiple-use forest management	Protecting KEEs outside CAs, including non-state forest		Increase commitment to tackling wildlife crime; reduce domestic demand for wildlife and their products
	Expand the use of effective funding and financing strategies to incentivize forest conservation and sustainable forest management			

Project Adjustments Over Time

As Table 5 shows, BIJAK adjusted its TOC between years one and two and reduced the number of technical themes from four to two. The most significant change to the TOC realignment was dropping Technical Theme 3, Private Sector and Industry Practices. As per the original work plan, this theme was to focus on working with the private sector on more environmentally friendly palm oil cultivation practices.

The other technical theme that was removed—Constituencies for Conservation—was retained as an IR and is also listed as a strategic approach under Technical Theme 1 (Improving Management of Conservation Areas and Forests). In effect, the Constituencies for Conservation result/strategic approach was retained but reclassified.

In terms of strategic approaches, BIJAK made changes to its strategic approaches between years one and two, but more or less used the same eight strategic approaches in years two to four.²⁷ Table 6 presents BIJAK's strategic approaches.

Table 6. BIJAK Strategic Approaches

YEAR 1 (WORK PLAN)	YEARS 2-5
Theme 1: Land-Use Governance - Improve land tenure and access rights - Improve the availability and accessibility of data and information on CAs and forestry - Strengthen land-use macro planning - Strengthen FMUs - Strengthen forest resource valuation and develop financial and fiscal incentives for conservation Theme 2: Wildlife Trafficking and Conservation Area Management - Support the increased adoption and scaling up of successful protected area management practices - Explore and reinforce institutional avenues for collaboration and coordination among national agencies - Promote the assessment and revision of laws and their implementing regulations and policies that govern wildlife protection and both legal and illegal wildlife trade - Collate and analyze high-quality data on the scale and severity of wildlife trafficking, and improve GOI access to such data - Disseminate data to reduce domestic demand for wildlife and their products Theme 3: Private Sector and Industry Practices - Strengthen policy on sustainable business practices - Strengthen independent monitoring of business practices and related government conduct - Encourage the adoption of low carbon and conservation-oriented business practices Theme 4: Constituencies for Conservation - Expand and strengthen constituencies for conservation - Change social norms through a behavior change and social marketing approach - Strengthen public access to data and information	Theme 1: Improving Management of Conservation Areas and Forests - Strengthen CA management frameworks and systems - Reinforce management capacity, collaboration, and coordination to reduce oil palm encroachment - Build and strengthen NP constituencies - Strengthen FMUs to implement effective multiple use forest management - Expand the use of innovative funding and financing strategies to incentivize forest conservation and low emissions development - Protect areas of HCV and HCS in non-forest lands (APL) Theme 2: Increasing Protection of Key Species - Revise and update the legal and policy framework, and build capacity to confront the illegal or unsustainable trade in wildlife, and meet national commitments to CITES - Increase commitment to tackling wildlife crime and reduce domestic demand for wildlife and their products

²⁷ BIJAK's Year 1 Work Plan lists 16 strategic approach areas; BIJAK's Year 1 Annual Report lists 12 strategic approaches (page 9) but reports against 11. For the remaining years, eight strategic approaches are generally used, although there is some inconsistency in presentation. The Year 5 Annual Report refers to seven strategic approaches.

Neither BIJAK's work plans nor its annual reports contain clear narrative explanations of the changes to the strategic approaches that were introduced in year two. However, in reviewing the preceding table, the main change appears to be dropping the strategic approaches related to sustainable business practices (which were associated with the work that was to happen with the IPOP). While the "private-sector" technical theme was dropped, the activity/strategic approach continued to be included in all five of BIJAK's annual work plans. This is a bit confusing as it was not an activity that received emphasis over the project's duration. The other strategic approaches underwent significant revision in language, but for the most part, kept much of the same focus that had previously existed, which included species protection work, building constituencies for conservation, exploring conservation finance options, and strengthening CA management.

The changes to BIJAK's TOC were introduced as a result of the end-of-year adaptive management session that BIJAK held at the end of year one. The adaptive management session was held with key project staff and some participation from USAID and key counterparts (BIJAK's adaptive management process is discussed in a later section of this chapter).

A few items regarding BIJAK's design framework and TOC are a bit unconventional and worth noting:

- It is not completely clear, or consistently presented, whether *strategic approaches* represent activities, or specific objectives. Some are written as activity areas, and some are stated as objectives; there are no indicators to measure the achievement of the strategic approaches (as per BIJAK's AMELP).
- The project's TOC includes four IRs. This is a programming term common to USAID's project cycle guidance and is generally understood to represent the highest level of development results that are within a Mission's manageable interest. In the case of BIJAK, project activities are not causally linked to IRs—i.e., it is often not possible to discern the causality between BIJAK's work plan and the achievement of IRs.
- BIJAK's AMELP does not include performance indicators to measure the achievement of IRs. This makes it difficult (or impossible) to know if IRs were being achieved, or if BIJAK's activities constituted what is necessary and sufficient to achieve its intended results. BIJAK's AMELP does not link any indicators (the vast majority of which are output indicators)²⁸ to specific DOs. This effectively means BIJAK did not have a functional performance management system.

Changes to Project Context/Operating Environment

There were several significant changes in the early years of the project that affected its operation. These included:

²⁸ BIJAK's AMELP contains four custom "outcome" indicators; however, the data collected for at least three of these is actually output data.

- There was high turnover among BIJAK project staff over the first several years, including replacement of the project’s original Chief of Party. On the USAID side, there was turnover among the contracting officers’ representatives.

Several BIJAK staff described the first three years of the project as a “pessimistic period” characterized by high staff turnover and a struggle to find direction under Technical Theme I. The latter 1.5 years were described as an “optimistic period,” which was characterized by a higher level of team cohesion and a high level of project activity.

Several of the activities analyzed in this report began late in the project. These include the conservation partnership and essential ecosystems site-based work, some of the conservation finance studies, the emphasis on gender programming, and a few of the constituency-building outreach activities, including the Helmet hornbill, Youth Love National Parks and AMCTN Songbird preference communications campaigns. While BIJAK’s activities overall were found to be of high quality, the late start of many activities limited the opportunity for follow-on (or sustainability) and limited their impact.

- A significant initial focus of the project was on supporting private-sector companies to eliminate deforestation in palm oil production. The effort intended to work in close collaboration with the IPOP.²⁹ However, two years after the pledge was signed, and right before BIJAK was begun, IPOP disbanded (July 2016). This left a gap in BIJAK’s environmental governance focus.
- Also, under the environmental governance side of the project, an initial focus was on supporting the revision of conservation law No. 5 of 1990 (formally, the Natural Resources Conservation Law of 1990), which had been initiated prior to BIJAK. There had been several discussions within the GOI on revising the law, which was focused on updating provisions on wildlife crime, among other changes. A bill was presented to parliament, but the environmental community widely criticized the bill, the effort became bogged down within the bureaucracy, and the effort stalled. Early in BIJAK, USAID and BIJAK determined it was no longer feasible to plan project activities in support of the law’s revision.
- A further setback was that BIJAK had initially planned to support conservation law enforcement (GAKKUM). However, after discussions with USAID and consultations with the State Department, it was decided that the requirements of working with a law enforcement program would be too administratively burdensome due to U.S. government (USG) regulations. Consequently, a decision was made not to pursue activity in this area.

The above dynamics principally affected BIJAK’s environmental governance focus and did not significantly affect the species protection work, apart from the decision not to support GAKKUM. Given that the design of the project’s environmental governance aspect was less clear than the species protection work, and given the staff turnover, this left BIJAK with a fair bit of uncertainty in terms of its environmental governance focus.

²⁹ The IPOP pledge was signed into existence at the UN Climate Summit in 2014 by the Indonesian Chamber of Commerce and four leading palm oil companies: Wilmar International, Golden Agri Resources, Cargill, and Asian Agri. Musim Mas and Astra Agro Lestari later joined IPOP. Under the pledge, the companies committed to zero deforestation in the production of palm oil.

Adaptive Management/Pause and Reflect

BIJAK initiated an adaptive management/pause-and-reflect process at the end of the project's first year and continued this process annually. The sessions took place over a weeklong period and were split into a review of performance and contextual changes and followed by annual work planning, which took stock of the pause-and-reflect performance review sessions.

The first annual session was facilitated with the assistance of specialists under a USAID/Washington contract, and subsequent sessions were facilitated by BIJAK staff. The sessions used the Maradi software as a tool to revisit the project's TOC. Maradi was built as an open-source tool to help conservation practitioners design, manage, monitor, and learn from their projects to effectively meet their conservation goals and objectives.³⁰ The Maradi software is designed to build results chains and causality models, and it considers social, economic, and political contextual factors. The results of the Maradi process are a bit cumbersome and often produce quite complicated models—useful for planning but not always easy to decipher or to use as a management tool for clearly communicating or managing strategy. One BIJAK staff member characterized the models produced as “overly complicated.” The evaluation team reviewed several of the models and found them to be challenging to interpret in terms of their portrayal of the project's strategy.

The pause-and-reflect sessions involved key project staff, and some involvement by GOI and USAID counterparts. Counterparts, however, found the weeklong process too long, and this prohibited their full engagement (although some indicated they participated episodically). BIJAK compensated for this by holding subsequent planning consultations with key stakeholders to gain buy-in and finalize work plans. Counterparts indicated that they appreciated the consultations because time constraints prohibited them from participating in the full pause-and-reflect sessions.

It was during the first pause-and-reflect session that BIJAK made changes to the set of strategic approaches used to guide the project, and reduced the technical themes from four to two, dropping the private-sector work on palm oil production. The sessions also resulted in BIJAK moving away from a focus on supporting the revision of conservation law No. 5-1990 and instead choosing to focus on more specific regulatory and policy support actions. These adjusted areas included a focus on essential ecosystems, conservation partnerships/tenurial conflict handling, and FMU performance standards. In addition, consultations with GOI counterparts led to the addition of specific support activities, including the BCHM and zoning and mapping work. Subsequent sessions (after year one) were used to adjust the project's performance indicators—with a number of indicators being dropped and a few custom indicators added.

³⁰ “[Miradi](#),” [Conservation Gateway](#), 2018.

Conclusions

Technical activities largely operated as stand-alone activities split between the forest and CA management and species protection themes.

The work planning and consultation sessions with GOI counterparts were appreciated and helped to build buy-in for project activities among key counterpart institutions, as well as to identify government priorities not initially included in the project's design.

The pause-and-reflect sessions were useful for adjusting to contextual changes in the operating environment. These sessions considered general performance issues and the contextual operating environment and were used to adjust the project's mix of activities. The length of the sessions was such that full GOI counterpart participation, as well as participation from USAID, was not possible.

The main change of transitioning from four to two technical themes was dropping the focus on working with private companies on palm oil production, which was a response to the dissolution of the IPOP. The other technical theme that was dropped—*Building Constituencies for Conservation*—was retained as an IR and strategic activity. Project activities were also added and adjusted as a result of the participatory planning and consultation processes, such as placing an increased emphasis on conservation partnerships and the production of digitized CA maps.

BIJAK's performance monitoring system was inadequate for analyzing the TOC's validity in terms of the causality between activities and objectives. A proper performance management system may have helped better focus the activity under Technical Theme I (forest and conservation area management) and enabled performance-based management to be used as a system for programming review and adjustment—as well as for clarifying objectives.

Consequently, BIJAK perhaps missed the opportunity to focus on activities that could have more holistically contributed to the achievement of a better-defined set of conservation results. For example, more attention could have been given to the following areas: sub-national finance to build on LESTARI and SEA approaches; structured specialized support for livelihoods development (as undertaken by LESTARI and Climate Change Adaptation and Resilience/ APIK), which will be critical to the success of conservation partnerships and essential ecosystems work; and a roll-out and institutionalization the Spatial Monitoring and Reporting Tool (SMART) forest patrol system.

BIJAK did not appear to give a great deal of attention to building and scaling lessons from other USAID environmental projects, as was called for in the project's design. BIJAK was designed to scale experience that had been generated from other USAID projects but did not appear to have a clear roadmap for doing so.

“BIJAK did not view LESTARI experience as something that they should scale” -- (USAID Env staff)

IX. CROSSCUTTING REVIEW: GENDER PROGRAMMING

BIJAK's gender engagement approach received modest attention over the project's first several years, but attention to gender considerations evolved and picked up in subsequent years, particularly during the project's final two years. It was during the project's second year that BIJAK hired a full-time Gender Specialist to provide increased attention to gender programming. In the last two years of the project, BIJAK made a conscious decision to embrace gender integration much more seriously. To begin this shift, BIJAK hired a couple short-term consultants to train its internal team on gender issues.

A significant emphasis of BIJAK's gender programming was to incorporate gender and social inclusion methods into technical training—for example, by helping conservation practitioners promote gender equality and empowerment in their daily work. BIJAK conducted several training sessions related to gender over the course of the project, including:³¹

- In 2017, BIJAK worked to improve the ability of local journalists to cover environmental and sustainable development issues. The training highlighted the inclusion of gender mainstreaming sessions that emphasized the importance of increasing women's involvement in environment conservation.
- In 2018, BIJAK conducted a gender impact review of the proposed conservation law revision to examine if and how gender roles and power dynamics might affect the barriers facing women regarding resource use, access, and benefits.
- In 2019, BIJAK developed gender equality and empowerment content that was integrated into six BIJAK trainings conducted in support of the development of NP micro-websites.
- In 2020, to provide gender mainstreaming training to a broader range of stakeholders, BIJAK delivered gender equality and empowerment training to BIJAK staff, government officials, and BIJAK partners.
- In 2021, BIJAK increased access for women to the policymaking process, actively engaging women in policy dialogues for the revision of the Long-Term National Forestry Plan (RKTN) and increased the role of women in CA management forums.
- With LATIN, BIJAK integrated gender and social inclusion principles across the seven steps of conservation partnership development, including the process of mapping the division of labor between women and men in agriculture.

BIJAK had one standard indicator for measuring women's participation in policy discussions, which was the number of persons trained with USG assistance to advance outcomes consistent with gender equality or female empowerment through their roles in public or private-sector institutions or organizations (F-GNDR-8).

BIJAK also monitored the qualitative impact of including gender awareness and empowerment in technical training. In 2020, BIJAK reviewed lessons learned from the gender training session

³¹ BIJAK annual reports

delivered in 2019. The pre- and post-test training results showed that the training increased the participants' knowledge of gender concepts and theory.

BIJAK provided the evaluation team with a number of examples of their gender inclusion work, including integrating women into conservation partnerships, training on gender in conservation management, and including gender elements in their approaches regarding the NPs and songbird preference communication campaigns. On the latter, for example, while songbird keeping is mainly a male hobby, BIJAK made sure to include components of the campaign relevant to all members of adult households, including providing information on the costs of songbird keeping as well as information on songbird husbandry practices.

Conclusion

Throughout the project, BIJAK incorporated gender issues into capacity building activities, with a special focus given to ensuring that training sessions included content on gender equity and participation. BIJAK's gender work included actively promoting women's participation in policy dialogues for the revision of the RKTN.

BIJAK's monitoring of gender inclusiveness focused on counting the participation of women in training, policy discussion, and workshops, but there was not an effort to determine whether counterpart organizations adopted gender practices promoted by BIJAK. BIJAK's training approaches were acknowledged by participants as being informative and helpful to raising the profile of gender analysis and equity.

X. LESSONS LEARNED

As BIJAK has been completed, and considering there is no direct follow-on project planned, this evaluation does not include recommendations on BIJAK's operations or priorities. However, the evaluation team does offer the following lessons, which may be relevant to current or future USAID/Indonesia ENV projects, or for other USAID projects globally.

USAID should require pause-and-reflect sessions as a best practice. BIJAK's adaptive management work, and its structured pause-and-reflect review sessions, were instrumental in helping the project adjust to contextual changes in the operating environment. As much as possible, however, such sessions should be structured to achieve a balance between an exhaustive review of issues and the time availability of key counterparts. Participatory review and planning sessions are best undertaken in a manner that allows for participation from key counterparts. In cases when this is not possible, individual consultative sessions with stakeholders can help to build the buy-in and ownership that can result from participatory planning, as was effectively done by BIJAK.

Implementing partners should formalize learning into their activities. Projects should develop specific learning agendas and questions, generally in relation to the contextual operating environment or related to validating a project's TOC. The learning agenda process should be formalized and supported by data collection and evidenced-based analysis. As appropriate, the results of the process can be considered during pause-and-reflect sessions and used to refine implementation objectives and strategy.

To build capacity, approaches are needed that integrate training and skills development into Indonesia's government structures. While one-off training can be useful over the short-term to build the skills needed to run new program approaches, sustaining the effort over the longer term requires integration by decree and the formalized adoption of curriculum by government training institutes. BIJAK was able to succeed in this with several of its capacity building approaches, such as for the communications support provided to KSDAE.

Approaches focused on the achievement of specific conservation outcomes are likely to achieve better development results. BIJAK's species work to improve the sustainable management of silky sharks and improve regulated trade is an excellent example of this. The program was comprehensively designed to provide the assistance that was both necessary and sufficient to achieve a specific conservation goal, and the program achieved excellent results. Conversely, the environmental governance work produced several useful tools and products, but the effort did not connect strategically in a way that resulted in the achievement of specific conservation gains—although useful foundational work was completed that can be built on to advance Indonesia's management of forests and protected areas.

Public knowledge and support help conservation programs succeed. BIJAK, along with its counterparts, understood the value of collaboration and the need to involve constituents to help better protect NPs and CAs. Influencing public perceptions about the trade-offs between nature conservation and economic development is challenging. The more that community stakeholders understand that sustainable resource use is the only way to ensure longer-term economic security, the higher the likelihood that programs can succeed. BIJAK's work to build and strengthen conservation constituencies through improving KLHK's ability to effectively communicate about conservation goals was helpful, and such efforts should be included in future conservation programs.

Income generation is critical to the success of community conservation programs. If communities are required to forgo certain resource use activities from which they earn income, then alternative income-generation opportunities need to be identified and promoted if Indonesia's conservation partnership program is to succeed. For example, in some BIJAK project areas, some communities were being prevented from gold mining and instead encouraged to collect forest honey. Solutions like this, although rational from a conservation perspective, are not likely to encourage compliance with rules over the longer term or to provide poverty solutions to the communities involved. While this is a common and vexing issue in community conservation programs, it is an issue that deserves increased attention. Also, conservation agencies are primarily skilled at conservation management, and not at business development and the associated aspects of credit, planning, product development and marketing. To achieve success in the goal of economically "empowering" communities, more effort should be made to integrate other development agencies, such as small business and agricultural support institutions, into the mix.

Conservation agencies require revised personnel and incentive structures to reorient agency work toward new approaches, such as for the conservation partnership program. To build the longevity of new program approaches, there needs to be personnel systems and incentives to support the effort, for example, for KLHK and KSDAE. This means revising job descriptions, advancement criteria, identifying key performance indicators, and structuring training to provide the skills needed to take on the new roles and provide opportunities for organizational advancement. Without an adequate incentive system, employees may not feel compelled to prioritize new program approaches. BIJAK succeeded in some of this by institutionalizing several training programs within GOI institutes, but more holistic approaches are needed.

Sustained effort is required to achieve development results. BIJAK undertook several activities that were short-lived and essentially fell in the category of one-off efforts. The helmeted hornbill communications campaign fits this category, and to some extent so do the site-based pilots. The efforts may be well undertaken, but the chance of achieving lasting impact is slim. There is always a temptation for projects to cover a wide range of topics that seem worthwhile, but such approaches do not usually achieve development impacts.

Planning for sustainability and scaling. Programs that work at the national level, or implement site-based pilots, should develop clear sustainability and scaling plans from the outset.

Donor-funded projects have the advantage of often being well-funded and having access to significant and specialized technical expertise—conditions not always available within counterpart ministries, at least not to the same extent as for projects. This provides pilot and project-funded efforts an advantage that may not be available to host-country ministries and makes replicating pilots challenging. For this reason, USAID projects should give early attention to the following:

- Demonstration of the effectiveness of pilot efforts, including through rigorous evidence-based analysis, to make the case that the process is effective and advantageous for wider adoption. Development hypotheses should be clearly stated, and proof-of-concept data should be generated, which often requires data of a higher standard than is necessary to monitor already proven technical approaches.
- Cost efficiency and realism should be considered as part of sustainability planning. The pilot approaches must not only be effective, but they must also be practical and affordable for adoption. This means they need to be affordable within existing government structures and budgets and not fully reliant on external grants. To increase the possibility that the

approaches can be widely scaled, costs and benefits should be analyzed, and project technical approaches should take into consideration host-country personnel and budgets.

- Scaling plans often require integrating program delivery into existing ministries. This integration requires an examination of costs, skills, personnel systems, and professional incentives, and the availability of adequate personnel. Pilot projects should be structured to be attentive to these concerns.

There has been a lot of good research conducted on sustainability and scaling that can benefit USAID's development approaches. In Indonesia, the Monitoring and Evaluation Support Project (MESP) project conducted several studies that examined design and management factors that correlate with sustainability, and several organizations have developed frameworks and guidance for methodically taking programs to scale, including Management Systems International (MSI), the Brookings Institution, and the International Fund for Agricultural Development.

Results-based management. While performance reporting and AMELPs often become secondary tasks, and are relegated to document annexes, a good performance management system can provide highly useful information to test and adjust implementation approaches and to guide strategy. BIJAK's monitoring system did not provide indicators, or collect data, to provide information on the achievement of IRs. Having a tighter system in terms of measurable objectives and indicators could have helped to better focus BIJAK's environmental governance strategy. BIJAK, with its emphasis on policy support, could have also benefited from policy measurement system used by other projects, such as the system developed and used by USAID/ASEAN.

This work, as well as some of the previous lessons, calls for active engagement from USAID's Program Office to review measurement systems and share lessons between offices, including on topics such as sustainability and scaling approaches.

ANNEX A. EVALUATION MATRIX

Evaluation Sub-Questions	Data Requirements	Data Sources and Collection Methods
EQ1: How has the adoption of USAID BIJAK-supported policies, regulations and/or tools resulted in significant improvements to the Government of Indonesia’s capacity to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity? (Biodiversity Clearinghouse, Ecological Fiscal Transfers, Tenurial Conflict Handling, Essential Ecosystem Areas, evidence-based quotas for sharks and rays, Species ID Guidelines, Non-Detriment Findings, zoning and blocking, etc.)³²		
I.1: What policy support has been provided in the areas of 1) tenurial conflict, including within and adjacent to NPs, 2) protection of KEEs, and 3) marine species protection? I.2: How has this support improved the government’s ability to achieve its biodiversity/conservation objectives? I.3: How have these policies been tested/piloted at sites? What was the result of this experience? I.4: How will BIJAK’s work on innovative conservation finance/EFTs strengthen national and sub-national government’s ability to reduce GHGs and meet conservation objectives? I.5: What support has been provided to the Biodiversity Clearinghouse, and what is the current or future potential use and impact?	- Knowledge of support process and utilization with on the following policy issues: - Tenurial conflict; - Protection of key ecosystems; - Marine species protection. - Mapping of policy process (BIJAK inputs – outcomes – contribution to policy objectives), including support for development of tools, policy and regulations. - Catalogue and review site-based BIJAK actions related to key policy objectives. - Map and analyze support for innovative conservation finance, analyze progress and implementation, and determine contribution to overall objective. - Analyze BIJAK support actions related to Biodiversity Clearinghouse (quality, utility and contribution to overall objective). - Map and analyze BIJAK support actions related to NDF (quality, utility and contribution to overall objective). - GOI and partner institutions views on quality of assistance and outcomes	- Review of key project documents. - Policy-related interviews as follows: - Tenurial conflict; - Protection of key ecosystems; - Marine species protection; - KII data on quality and sufficiency of assistance. - KII data on most significant contribution to meeting policy objectives. - KII interviews plus survey of key counterparts involved in BIJAK-supported policy initiatives. - Survey on assistance received (GOI and key partners)

³² Note: The evaluation is interpreting EQ1 as being principally focused on Improving Management of Conservation Areas and Forests (Technical Theme 1), whereas EQ2 is interpreted as being principally focused on Increasing Protection of Species (Technical Theme 2). EQ4 will examine the relationship and programmatic benefits between BIJAK components 1 and 2.

EQ2: How effectively has the Government of Indonesia leveraged USAID BIJAK technical assistance to combat wildlife crime?		
2.1: What policy and capacity support has BIJAK provided to the GOI to combat wildlife trafficking? 2.2: Has and has this support been effective in increasing government capacity/program implementation, particularly for commonly trafficked species such as the Helmeted hornbill and Sunda pangolins? 2.3: Examine BIJAK's support for NDF development and use, including for Silky and Mako Sharks.	• Mapping of policy process (BIJAK inputs – outcomes – contribution to policy objectives) • Catalogue and review site-based BIJAK actions related to key policy objectives. • GOI and partner institutions views on quality of assistance and outcomes.	• Review of key project documents. • Key Informant Interviews (KIIs) • Survey on assistance received (GOI and key partners).
EQ3: To what extent have USAID BIJAK's approaches to build constituencies for conservation resulted in constituencies that are able to further conservation objectives without further USAID support?		
3.1 Which constituencies have been targeted by BIJAK communications awareness campaigns? 3.2 Did the constituencies take the recommended advice/action and demonstrate new awareness/desired behavior? 3.3 Has BIJAK helped partners to acquire the skills required to improve their ability to manage public awareness campaigns, including the use of technology and message targeting? 3.4 How likely it is that BIJAK government counterparts and CSO partner organizations will be able and be willing to continue raising awareness, and build and strengthen constituencies for conservation beyond BIJAK? Research should focus on the following social awareness campaigns: 1) consumer songbird source preferences, 2) raising the profile of the highly trafficked species, such as hornbills and pangolins, and 3) raising the profile of national parks.	• Mapping of outreach campaigns • Evidence of understanding by target audience • Resulting changes in awareness (of key messages), attitudes and behavior • GOI and partner institutions views on quality of assistance and outcomes	• Review of key project documents. • Key Informant Interviews (KIIs) • Survey on assistance received (GOI and key partners)
EQ4: Given that USAID BIJAK addresses threats and drivers through multiple components/strategic approaches, what benefits were realized, and trade-offs experienced as a result of collaboration between project components?		

None.	Analysis of overlap and complementarity of main themes (conservation/biodiversity and species protection/anti-wildlife trafficking)	Requires analysis of findings from above questions to review benefits and limitations of management approach.
EQ5: How has adaptive management, including pause-and-reflect exercises and USAID's management of the project, contributed to the achievement of USAID BIJAK goals?		
5.1: What specific adaptive management tools and process were used by USAID and BIJAK to review and adjust project implementation? What adjusts resulted? 5.2: What adaptive management strategies were most effective, and why? 5.3: If and how were key stakeholders involved in providing review and input into BIJAK's priorities and processes? Did they find these adaptive management processes helpful?	- Internal project documents related to project reviews and workplan adjustments. - KII interviews with those closely involved in project management and implementation from GOI.	- Review of key project documents. - Key Informant Interviews (KIIs)

ANNEX B. DATA COLLECTION TOOLS

I. Guidance for Initial BIJAK Staff Informational Interviews

-- from desk review of BIJAK documents (annual reports, studies, monitoring and evaluation data), BIJAK interviews and webinars.

To cover general information on activities related to EQs 1, 2, 3 and 5.

-- Leads:

EQ1: Dr. Saut Sagala

EQ2: David Kuntel

EQ3: Elis Nurhayati

EQ5: Ahmad Abdullah

Cross-cutting for performance data analysis: Basyrah Alwi

Interview Structure and Notes Organization:

- I. Description of component and objective
- II. Main activities (bullet list and description)
- III. Identify the main partners and their roles?
- IV. Performance data analysis (what was achieved and reported, from reports and supplemented by interviews)
- V. What key policies were advanced, and how?
- VI. What key capacities were strengthened (tools, training)?
- VII. General observations (performance, notes, questions, issues)

II. Guidance for Stakeholder Interviews

(reviewed and adjusted following phase I research of desk review and informational interviews with BIJAK staff)

Interview Protocol: Introductory Statements³³

Upon arrival at each meeting, the evaluation team will provide an overview of the evaluation and interview process, being sure to communicate the following key points.

We are here to gather your input to assess the degree to which USAID BIJAK achieved expected results, including the identification of factors influencing the achievement of those results and challenges in implementation. We want to learn what you think has worked well (and why), and what has not worked so well (and why).

We are an independent team who have been hired by USAID to conduct the evaluation of BIJAK project. Briefly introduce the evaluation team members.

We ask for your full and honest answers to the questions. Remember please that our purpose is to learn and be able to improve these types of projects in the future. The group discussion will last for approximately 1 hour.

The evaluation team also wants you to know that your participation is voluntary. You do not have to participate, or to answer every question. Comments received will not be attributed to any individual. Your comments will be merged with the comments received from others to allow the team to make some overall conclusions and recommendations related to each question.

If you agree to participate, we ask that you sign the attendance sheet. Are there any questions?

Note to interviewers: Initial questions should build an understanding of interviewees role in the program and the technical areas of focus. Specific following questions should be answered for up to two technical areas where there has been the most involvement.

Note to interviewers: Initial questions should build an understanding of interviewees role in the program and the technical areas of focus. Specific following questions should be answered for up to two technical areas where there has been the most involvement.

³³ Note: These are preliminary questions that will be refined and adjusted following the completion of phase one research (desk review and interviews with BIJAK staff) and through an in-person team planning process with the full evaluation team, which will be held in late May prior to the commencement of stakeholder interviews.

INTERVIEW DISCUSSION GUIDE – Key Stakeholders

Name of interviewee		Male / Female	
Organization		GOI, NGO, other	
Involvement with BIJAK (brief)			
Interviewed by		Date	

EQs 1 and 2:

Involvement: Indicate the main areas of your involvement with BIJAK: check all that apply (but focus on areas of significant engagement).

	Yes		Yes
Theme 1: Improving Management of Conservation Areas and Forests		Component 2: Increasing Protection of Key Species	
- Tenurial handling policy/process		- Reduction in wildlife trafficking	
- Conservation partnerships		- NDFs	
- Mapping and blocking		- Specific species protection efforts: a) silky shark; b) mako shark, c) Sunda pangolin; d) songbirds	
- Protection of KEEs—outside of protected areas		- Species identification (for gov't and communities)	
- Conservation finance/EFTs			
- Biodiversity clearinghouse			
Other: Communications: a) songbirds; b) raising profile of trafficked species, e.g., pangolins, hornbills; c) national parks			
Other: _____			

Interview from above list, indicate up to two areas of most substantial involvement:

Area 1. _____

Area 2. _____

The following questions will focus on Area 1: _____

Please describe your involvement in BIJAK technical assistance (e.g., training, policy formulation support, tools, conservation area support, and communications outreach campaign):

Was BIJAK assistance in this area effective in advancing the objective or capacity of your organization?

- ☐ Yes
- ☐ No
- ☐ Mixed

Explain:

How has the adoption of BIJAK-supported policies, regulations and/or tools resulted in significant improvements to your organization's capacity (for example, to reduce GHG emissions, conserve forests and protected areas, or protect terrestrial and marine biodiversity)?

What was BIJAK's most important contribution to achieving your organization's high-level conservation objectives – please provide an example:

How would you rate the quality of assistance provided by BIJAK (for Area I)?

Excellent	Very Good	Somewhat Poor	Poor	N/A

Explain (including specific assistance provided):

--

Has there been any site-specific implementation or testing related to this area of activity? If so, explain what has been done and what was accomplished, e.g., if and how site-based work was effective or helped to advance policy objectives?

--

Were there any challenges in BIJAK's program related to this area of assistance? If so, explain:

--

EQ5: Have you been involved in BIJAK adaptive management exercises? If yes, explain involvement and if and how this led to program adjustments?

--

Can you provide insights into how gender issues were considered and incorporated into this activity?

The following questions will focus on Area 2: _____

Please describe involvement in BIJAK technical assistance (e.g., training, policy formulation support, tools, conservation area support, and communications outreach campaign):

Was BIJAK assistance in this area effective in advancing the objective or capacity of your organization?

_____ Yes

_____ No

_____ Mixed

Explain:

How has the adoption of BIJAK-supported policies, regulations and/or tools resulted in significant improvements to your organization's capacity (for example, to reduce GHG emissions, conserve forests and protected areas, or protect terrestrial and marine biodiversity)?

What was BIJAK's most important contribution to achieving your organization's high-level conservation objectives – please provide an example:

How would you rate the quality of assistance provided by BIJAK?

Excellent	Very Good	Somewhat Poor	Poor	N/A

Explain (including specific assistance provided):

Has there been any site-specific implementation or testing related to this area? If so, explain what has been done and what was accomplished, e.g., if and how site-based work was effective or helped to advance policy objectives?

Were there any challenges in BIJAK's program related to this area of assistance? If so, explain:

EQ5: Have you been involved in BIJAK adaptive management exercises? If yes, explain involvement and if and how this led to program adjustments?

Can you provide insights into how gender issues were considered and incorporated into this activity?

Final Question: Do you have any final comments on BIJAK or recommendations for USAID regarding biodiversity, forestry and species conservation work in the areas of policy or capacity development?

ANNEX D. LIST OF DOCUMENT AND DATA SOURCES

BIJAK WORKPLANS & REPORTS

1. BIJAK AID-497-TO-I6-00002-SECTION C
2. BIJAK SOW from Mod
3. BIJAK FY 2017 Work Plan
4. BIJAK FY 2018 Work Plan
5. BIJAK FY 2019 Work Plan
6. BIJAK FY 2020 Work Plan
7. BIJAK FY 2021 Work Plan
8. BIJAK Annual Report FY 2017
9. BIJAK Annual Report FY 2018
10. BIJAK Annual Report FY 2019
11. BIJAK Annual Report FY 2020
12. BIJAK Final Report

BIJAK MEL DOCUMENTS

1. BIJAK_MEL Plan Final_Aproved May 4
2. BIJAK_MEL Plan FY 2020 8-6_USAIDapproved_clean
3. Final Report_Monev Section_b_30Ap
4. Post-training Assessment Report 2021 ver May 4
5. Target Vs Actual_13

BIJAK GRANT DOCUMENTS

1. Arupa-Edited 21 Mei Fixed Amount Award_ARUPA_Final3
2. Arupa-Grant_Agreement_Mod.03_ARUPA_FINAL_Fully Signed
3. FWI_Grant Agreement_FWI_signed part 1
4. FWI_Grant Agreement_FWI_signed part 2
5. Grants Memorandum of Negotiation and env screen_LATIN (2)
6. Grants Memorandum_Neg_LATIN_Follow On_Phase I

BIJAK COMMUNICATION DOCUMENTS

1. BIJAK Webinar 1-4 Presentation Materials
2. BIJAK AMCTN Campaign Social Media Toolkit-for USAID
3. BIJAK BULLETIN editorial content 05032021
4. BIJAK Social Media Strategy Amended 3-15-2019
5. BIJAK SocMed Toolkit Jan 2021 dm
6. BIJAK Socmed-Web Report-03-2021
7. BIJAK Training_Staff Comms Workshop_DM MLZ
8. BIJAK Training_Staff Photo Guide 16.9_v2
9. Communications execution plan WP21-Dec
10. LLTB_strakom_draf_2-rev-cln
11. LLTB_strakom_final_en-rev
12. Presentation_BIJAK FPE_IP_14APR21_rev

BIJAK CAMPAIGN DOCUMENTS

1. [Report] #BijakBerkicau_Endline Survey
2. [Report] #BijakBerkicau BCC Campaign
3. #BijakBerkicau Final Report 2020
4. #BijakBerkicau_Baseline Survey Report_May 2020
5. Bijak Berkicau Final Report
6. Kawan Taman Campaign Implementation Report_20210426
7. BIJAK Public Opinion Survey Report 2018

BIJAK KNOWLEDGE PRODUCTS AND PUBLICATIONS

1. 2020.10.12.LaporanStudiPembiayaanTN-BLU
2. BIJAK_BLU Taman Nasional untuk Pengelolaan Kawasan Konservasi Berkelanjutan
3. Draft Laporan Assessment Konflik Tenurial
4. Rencana Kegiatan Perlindungan KEE Taman Kili-Kili
5. Rencana Kegiatan Perlindungan KEE Pulau Masakambing
6. Rencana Kegiatan Perlindungan KEE Teluk Pangpang
7. Rencana Kegiatan Perlindungan KEE Plan Ujung Pangkah
8. [Action Plan] Rencana Aksi Pengelolaan KEE Pantai Taman Kili-Kili
9. [Action Plan] Rencana Aksi Pengelolaan KEE Pulau Masakambing
10. [Action Plan] Rencana Aksi Pengelolaan KEE Teluk Pangpang
11. [Action Plan] Rencana Aksi Pengelolaan KEE Ujung Pangkah
12. SK Gubernur Pengelola KEE Pantai Taman Kili-Kili
13. SK Gubernur Pengelola KEE Pulau Masakambing
14. SK Gubernur Pengelola KEE Teluk Pangpang
15. SK Gubernur Pengelola KEE Ujung Pangkah
16. [Academic Paper] Rancangan PermenLHK tentang KPH Konservasi
17. [Academic Paper] Reformulasi Kebijakan Perhutanan Sosial
18. [Book] NDF for Silky Shar
19. [Book] Strategi Komunikasi untuk Konservasi Alam
20. [Book] Strategi Media. KLHK:Biro Hubungan Masyarakat, KSDAE dan GAKKUM
21. [Book] Strategi Media Sosial Kementrian Lingkungan Hidup dan Kehutanan
22. [Book] Strategi Pengelolaan Media Sosial. Biro Hubungan Masyarakat, Kementrian Lingkungan Hidup dan Kehutanan
23. [e-Book] Ruang Adaptif_Refleksi Penataan Zona-Blok di Kawasan Konservasi
24. [Executive Summary] SRAK Helmeted Hornbill
25. [Factsheet] Status Badan Layanan Umum Sebagai Upaya Optimalisasi Peran Taman Nasional
26. [Guideline] Outline Panduan HCV dan HCS
27. [Guideline] Protocol NDF Jenis Hiu
28. [Infographic] Footprints Illegal Wildlife Trade
29. [Juknis] Ketelusuran Hiu dan Pari Appendix II
30. [Newsletter] Volume I Oktober – Desember 2018
31. [Newsletter] Volume II Januari – Maret 2019
32. [Newsletter] Volume III April – September 2019
33. [Newsletter] Volume IV Oktober – Desember 2019
34. [Newsletter] Volume V Januari – Maret 2020
35. [Newsletter] Volume VI April – Juni 2020
36. [Newsletter] Volume VII Juli – September 2020
37. [Newsletter] Volume VIII October – December 2020

38. [Policy Brief] Catatan dari Pengaturan Export Hiu Martil dan Hiu Kobo
39. [Policy Brief] Kompensasi, Imbal dan Pembayaran Jasa Lingkungan
40. [Policy Brief] Mendorong Implementasi Kemitraan Konservasi
41. [Policy Brief] Pembangunan Kelapa Sawit yang Bertanggung Jawab
42. [Policy Brief] Revisi UU No. 5 tahun 1990_Menjerat Pelaku Kejahatan Satwa Liar

USAID EVAL REFERENCE MATERIALS

1. Adaptive Management in the USAID CWT Portfolio-Assessment Summary
2. USAID CWT Adaptive Management Assessment
3. USAID Evaluation Policy
4. How_to-note_Preparing_Evaluation_Reports

OTHER REFERENCES

1. Siaran Pers: Tingkatkan Komitmen, Pemerintah Perkuat Tata Kelola dan Dukungan Pendanaan Perubahan Iklim di Daerah

ANNEX E. EVALUATION SCOPE OF WORK

Scope of Work: Final Performance Evaluation of USAID *Bangun Indonesia untuk Jaga Alam Berkelanjutan (BIJAK)*

I. Introduction

Indonesia is endowed with the greatest combined concentration of marine and terrestrial biodiversity on earth and is rich in natural resources. The exploitation of this natural endowment has fueled Indonesia's economic growth and abetted massive land use change which has destroyed valuable terrestrial and marine habitat and exacerbated greenhouse gas (GHG) emissions. By working through national instruments and systems, USAID BIJAK addresses the constellation of market forces, financial incentives, policy levers, social norms and values driving deforestation and biodiversity loss in order to promote enduring changes in individual and organizational behavior which reduce GHG and conserve valuable marine and terrestrial biodiversity. USAID/Indonesia has requested the MEL-P to conduct final Evaluation of BIJAK.

II. Activity Description

Indonesia is considered a megadiverse country. This biodiversity is a result of Indonesia's unique biogeography within the humid tropics. The country is composed of over 17,000 islands leading to unique ecosystems and a high rate of endemism. Globally valued species such as the orangutan, tiger, rhino, elephants and birds of paradise represent just a fraction of Indonesia's unique biodiversity. Important terrestrial ecosystems include mangroves, lowland forests, peat/swamp forests and montane forests. Indonesia contains Asia's largest tract of tropical rain forests including important carbon-rich swamp/peat forests and soils, the protection of which is considered critical for preventing or reducing land-based carbon emissions.

While at least 30 million people directly depend on Indonesia's forests and on the ecosystem services they provide, these ecosystems have been and continue to be under extreme threat. Indonesia's deforestation rate is among the highest in the world, reaching a peak of about 2.4 million hectares per year, or 2% per year, in 2003 (FAO, 2009). Currently, the conversion of forests to oil palm plantations is the most obvious and direct threat to Indonesia's remaining forests. Forest conversion also results in significant greenhouse gas emissions, especially when it occurs in peatlands. Small holders threaten forests when they are forced off of existing agricultural land by larger private-sector interests that take advantage of inequitable and opaque land use governmental decision-making processes. This is particularly true for forest-dependent people and communities due to the lack of secure tenure and rights.

Deforestation and forest degradation in Indonesia is the result of a complex dynamic of political, economic, and institutional drivers. Decision-making on land use involves a large array of laws and actors, and the process is rarely transparent or consistent. Decision-making takes place under a legal framework defined by often-conflicting laws, regulations and ministerial decrees operating at different spatial scales and issued by different levels and ministries of government. More importantly, land use decisions are driven by economic incentives that prioritize extractive industrial and

agricultural models, which depend upon forest and peatland conversion rather than low emissions and conservation.

While the loss of forest habitat was and remains the principal threat to biodiversity, it has become clear that the direct exploitation of wildlife and wildlife products is also significant in Indonesia. In many cases, deforestation and wildlife crime occur hand-in-hand, given that land conversion often leads to increased direct contact between humans and wildlife. A portion of the wildlife trade may be legal but often operating under quota systems, which are based upon fallacious assumptions regarding population size and regeneration rates. However, much of the trade whether domestic or international, is outright illegal, and a fair share of it now constitutes highly profitable, low risk commerce for international organized crime syndicates. Indonesia's profile in these transactions—as a source, destination and transshipment country—is large and growing.

Despite these challenges, the Indonesian Government has recognized the importance of Indonesia's forests to both biodiversity and climate change. During the Yudhoyono administration, Indonesia pledged to reduce greenhouse gas emissions, primarily from the land use and energy sectors, up to 26 percent on a voluntary basis and up to 41 percent with international assistance. Indonesia is also a Party to the Convention on Biological Diversity and as such, has made commitments to achieve the Aichi Biodiversity Targets by 2020. Indonesia also has set specific targets for protection of key endangered species such as tigers, rhinos, and orangutans. Indonesia's Ministry of Environment and Forestry has been tasked with developing and overseeing implementation of the National REDD+ Strategy, which articulates a holistic approach to achieving Indonesia's vision of sustainable management of natural forests and peatlands as a national resource. USAID is but one of many international development agencies, including Norway, German Society for International Cooperation (GIZ), the UK Climate Change Unit, World Bank, Asian Development Bank (ADB), International Finance Corporation (IFC), The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD), Korea International Cooperation Agency (KOICA), and Japan International Cooperation Agency (JICA) among others, that support Indonesia in achieving its climate change mitigation and biodiversity conservation commitments.

BIJAK's situation model revised in 2018 is shown in Annex A. This situation model is a graphical representation of the problem analysis that BIJAK used to identify key relationships between threats, drivers and focal interests. This situation model also identifies what parts of the problem analysis that the strategic approaches address.

III. Background and Development Hypothesis

The USAID BIJAK project is implemented in partnership with the Ministry of Environment and Forestry. This partnership was formalized through a Technical Arrangement between the USAID Environment Office and the Ministry of Environment and Forestry, Secretary General on June 30, 2016. Chemonics is the prime contractor and is partnering the Wildlife Conservation Society (WCS) and *Kemitraan* as subcontractors.

USAID BIJAK project contributed to the 2014-2020 USAID Indonesia Country Development and Cooperation Strategy (CDCS), under Development Objective (DO) 3: Global Development Priorities of Mutual Interest Advanced, Intermediate Result (IR) 3.2: Marine and Terrestrial Biodiversity Preserved and directly support Sub-IR 3.2.1 Sustainable economic values advanced and Sub-IR 3.2.2: Threats to biodiversity reduced. BIJAK's objectives and associated components are also linked to IR 3.3: Climate Change Mitigation and Resilience to Support a Green Economy Strengthened and directly support Sub-IR 3.3.2: Low carbon land use and forest stewardship enhanced. Recognizing the strong ties with Development Objective I, Democratic Governance Advanced, BIJAK's engagement on advocacy efforts must build upon USAID's wealth of experience

with civil society strengthening and meaningful civic participation to hold government accountable. BIJAK's objectives and associated components are linked to DOI Intermediate Result (IR) 1.2: Civic Participation Enhanced and directly support Sub-IR 1.2.1: Capacity of Indonesian CSOs and NGOs increased.

USAID BIJAK contributes to the 2020-2025 USAID Indonesia CDCS under DO 1: Effective, Democratic Governance Strengthened, specifically IR 1.2 More Informed and Active Public Participation, and DO 3: Environmental Sustainability Improved supporting IR 3.1 Natural Resource Management Improved. Mission CDCS Results Frameworks can be found in Annex B. BIJAK employs a total of eight strategic approaches within four technical components; (i) Technical Component 1 - Improved low carbon and conservation-oriented land use governance; (ii) Technical Component 2 - Improved management of conservation areas and protection of key marine and terrestrial species; (iii) Technical Component 3 - Improved private-sector and industry practices; and (iv) Technical Component 4 - Improved constituencies for conservation.

Interventions under these technical components can be classified into two themes, 1) Improving Management of Conservation Areas and Forests and 2) Increasing Protection of Key Species. While the initial contract includes references to the IPOP, this initiative dissolved prior to the start of USAID BIJAK implementation. Contract modification 9 adjusted contract results and removed previously required IPOP related objectives from the project description.

Graphic representation of USAID BIJAK's Theory of Change can be seen in Annex C. This illustration shows how the eight strategic approaches contribute to the project's two technical themes.

IV. Information Sources

USAID suggests the following materials for the BIJAK Final Performance Evaluation desk review:

1. BIJAK Contract and technical program description from the Project Agreement
2. BIJAK AMELP
3. BIJAK Annual Work Plans (Year 1-5)
4. BIJAK Quarterly Reports (Year 1-5)
5. BIJAK Annual Reports (Year 1-4)
6. USAID Indonesia Country Development Cooperation Strategies
7. USAID Biodiversity Policy
8. Other relevant project document and reports from GOI and partners, including local and national government, local NGOs and donor organizations, training reports, workshop reports, gender analyses, relevant sections of the Project Appraisal Document, and miscellaneous thematic reports from other sources.
9. Other BIJAK technical materials, e.g., case studies, factsheets, infographics, profiles, program briefs, technical briefs, et al.

V. Evaluation Purpose, Audience and Intended Uses

The purposes of this final evaluation are to highlight the extent to which USAID BIJAK achieved expected results, factors influencing the achievement of those results, and challenges in implementation. This evaluation will provide information to the Mission on the challenges faced, opportunities, and lessons learned during implementation, which will support future program development.

With the exclusion of any procurement sensitive sections, USAID intends to disseminate the report widely with stakeholders such as government agencies and NGOs, USAID implementing partners,

donors. The evaluation report will contribute to evidence, as well collaboration and learning priorities of the Mission and the GOI,

This final evaluation will be a performance evaluation as defined in the USAID Evaluation Policy (Annex D). All evaluation materials will be posted to the USAID Development Exchange Clearinghouse (DEC).

VI. Evaluation Questions

To guide this evaluation, USAID has identified key questions (below) and lines of inquiry to frame up the evaluation question that will be developed and included in evaluation design.

1. How has the adoption of USAID BIJAK-supported policies, regulations and/or tools resulted in significant improvements to the Government of Indonesia's capacity to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity? (Biodiversity Clearinghouse, Ecological Fiscal Transfers, Tenurial Conflict Handling, Essential Ecosystem Areas, evidence-based quotas for sharks and rays, Species ID Guidelines, Non-Detriment Findings, zoning and blocking, etc.)
2. How effectively has the Government of Indonesia leveraged USAID BIJAK technical assistance to combat wildlife crime?
3. To what extent have USAID BIJAK's approaches to build constituencies for conservation resulted in constituencies that are able to further conservation objectives without further USAID support?
4. Given that USAID BIJAK addresses threats and drivers through multiple components/strategic approaches, what benefits were realized, and trade-offs experienced as a result of collaboration between project components?
5. How has adaptive management, including pause-and-reflect exercises and USAID's management of the project, contributed to the achievement of USAID BIJAK goals?

VII. Gender Consideration

In accordance with USAID's Automated Directive System (ADS) 201 point 7, the research design for this evaluation will consider gender specific of BIJAK. The evaluation team will explore the strengths and weaknesses of USAID BIJAK's strategy to address gender as a cross-cutting issue in forest and biodiversity conservation.

VIII. Data Collection and Analysis Methods

The evaluation team will propose a comprehensive Evaluation Design and Work Plan to address the evaluation questions, including setting criteria for site visits and field data collection. The objective will be to maximize the evaluation team's ability to develop evidence-findings, conclusions, and recommendations that address the purpose and objectives of this evaluation.

It is recommended that the evaluation team consider a mixed-method evaluation approach to the extent possible. The methodology should combine a review of quantitative data and application of qualitative evaluation techniques to obtain information, opinions, and data from counterparts, implementing partner, relevant GOI entities, beneficiaries, and other donors as appropriate. The approach should be participatory and should involve the use of appropriate data collection tools. In choosing possible data collection methods, the evaluation design must consider the implications of an operating environment that has been significantly altered by the COVID-19 pandemic. Depending on the prevailing environment at the time of the evaluation, the evaluation team must propose an evaluation design that relies on remote monitoring/data collection methods as appropriate.

Since key informant interview will be a major source for validation of information available from the activity, chances of bias are likely. The evaluation should carefully decide on the methodology and select interviewees in a way that the possibility of bias is avoided or reduced to a minimum. The Evaluation Team should also take systematic actions to counter any biases in interpretations of collected data by the team. The methodology narrative of the evaluation report should discuss the merits and limitations of the final evaluation methodology, in particular, issues related to remote data collection methods as appropriate. The evaluation team will design appropriate tools for collecting data from various units of analysis. The tools will be shared with USAID during the evaluation and as part of the evaluation report.

Within this Design, the evaluation team will propose the best and most rigorous methods for data collection appropriate to address the evaluation questions. The evaluation team will conduct a Team Preparation Meeting during the first week in country to meet with USAID, discuss the evaluation SOW, and prepare detailed data collection and analysis methods.

IX. Deliverables

The evaluation team will be responsible for the following deliverables. Specific due dates will be proposed in the Evaluation Design, following the TPM.

Deliverable	Estimated Due Date
1. Develop Evaluation Design and Work Plan draft, including detailed research methodology, drafts of data collection instruments, sampling plan, and implementation plan & schedule	April 27, 2021
2. Submit draft Evaluation Design and Work Plan	April 30, 2021
3. Final Evaluation Design and Work Plan	May 11, 2021
4. Oral presentation(s) to USAID of key findings and any preliminary conclusions and recommendations.	July 9, 2021
5. Draft Final Evaluation Report	July 27, 2021
6. Final Evaluation Report	September 3, 2021
7. Other Evaluation dissemination product (e.g. video, one pager etc)	September 31, 2021

X. Reporting and Dissemination

The format of the evaluation report should follow USAID guidelines set forth in the USAID Evaluation Report Template (<http://usaidlearninglab.org/library/evaluation-report-template>) and the How-To Note on Preparing Evaluation Reports (<http://usaidlearninglab.org/library/how-note-preparing-evaluation-reports>). Evaluation team members will be provided with the USAID's mandatory statement of the evaluation standards they are expected to meet (see Annex C)

XI. Team Composition

The suggested composition of the BIJAK final performance evaluation team would be seven people:

- Team Leader (key personnel), international, Evaluation Expert. Team leader responsible for the oversight of all aspects of evaluation design, data collection, analysis and report writing;
- Environmental policy and governance expert, Indonesian
- Wildlife trade and trafficking expert, Indonesian

- Public outreach and civil society organization expert with a focus in conservation, Indonesian
- Organizational development/change management expert, Indonesian
- Monitoring and Evaluation Specialist, Indonesian
- Research Assistant, Indonesian

Each Team member will have writing responsibilities for the Evaluation Report draft and final version, per assignments by the Team Leader. All team members should have the following qualifications:

- Experience in evaluation design, methods, management, and implementation;
- Technical subject matter expertise in environmental policy, advocacy, and conservation;
- Expertise in program evaluations, including qualitative & quantitative evaluation practices.
- Knowledge of USAID programming practices, USAID's cross-cutting program priorities including gender;
- For the Team Leader, prior successful experience in leading evaluation or research teams.
- Excellent writing and inter-personal communication skills.

XII. USAID Participation

Regular communication between the evaluation team and the designated USAID Activity Manager will be essential to the successful execution of the BIJAK final performance evaluation. The evaluation team will keep USAID apprised of changes and developments that necessitate any significant decision-making or modification of the approved evaluation design. Possible USAID participation in the data collection phase of the evaluation will be discussed in the TPM, prior to the start of fieldwork.

XIII. Scheduling and Logistics

USAID Indonesia has requested MEL-P to finalize the SOW and implement this final evaluation of BIJAK, including handling all logistics. The chart below presents an estimated timetable for this task.

Estimated BIJAK Final Performance Evaluation Timeline

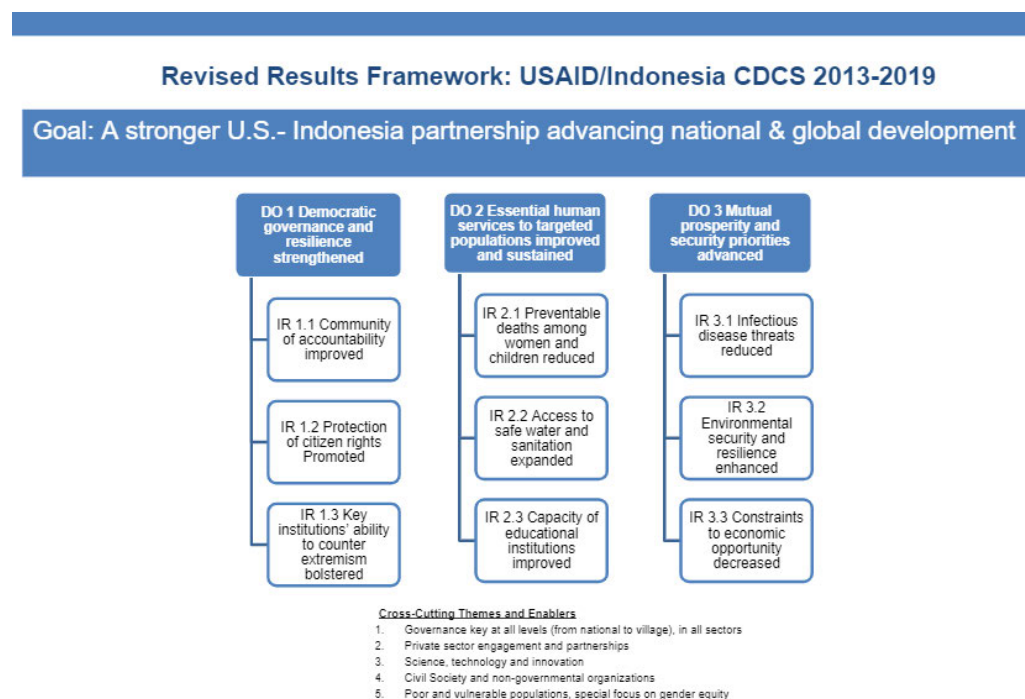
Task/ Deliverable	Schedules		Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
	Start Date	End Date								
SOW and Budget Approval and recruitment	Feb 10, 2021	Apr 4, 2021								
Evaluation Preparation and TPM	Apr 5, 2021	Apr 21, 2021								
Evaluation Design & Work Plan	Apr 22, 2021	Apr 27, 2021								
Desk Review	Apr 6, 2021	Apr 9, 2021								
Fieldwork & Data Analysis	May 27, 2021	Jun 21, 2021								
In-Country USAID Debrief(s)	Jun 28, 2021	Jul 9, 2021								
Report Writing	Jul 12, 2021	Jul 22, 2021								
Draft Evaluation Report & Other Deliverables	Jul 27, 2021	Jul 27, 2021								

Annex A: BIJAK's Situation Model



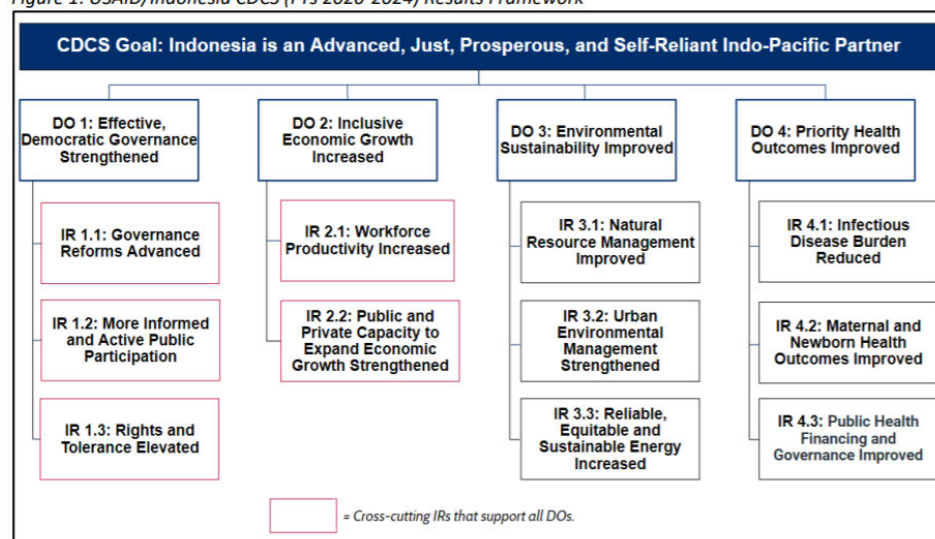
Annex B: Mission Results Frameworks

2013-2019 CDCS Results Framework



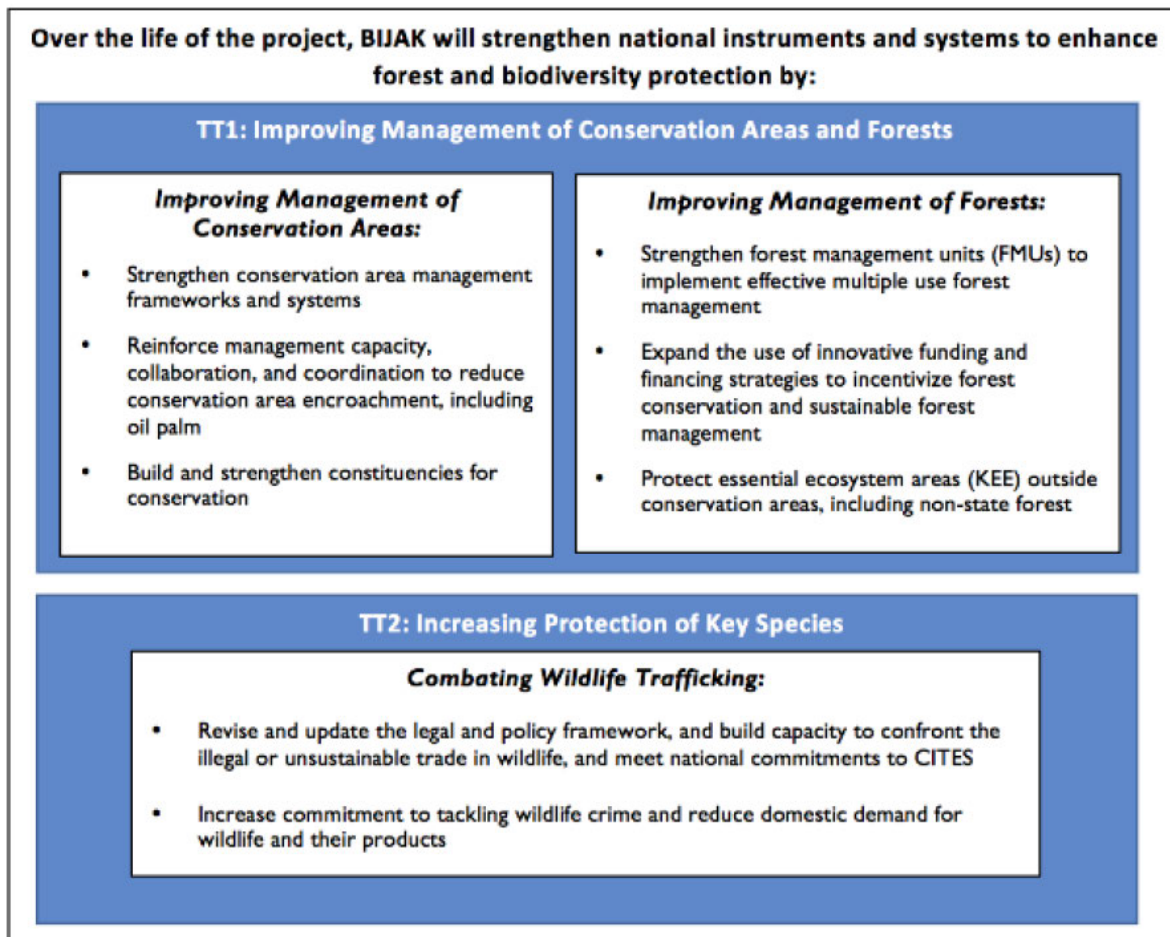
2020-2024 CDCS Results Framework

Figure 1: USAID/Indonesia CDCS (FYs 2020-2024) Results Framework



The CDCS has five cross-cutting enablers and implementing modalities for all the DOs. These include the five IRs outlined in red above in Figure 1: (i) governance reforms; (ii) more informed and active public participation; (iii) rights and tolerance elevated; (iv) workforce productivity increased; and, (v) public and private capacity to expand economic growth strengthened, with an emphasis on private sector engagement.

Annex C: Theory of Change



Annex D: USAID Evaluation Policy

USAID EVALUATION POLICY, APPENDIX I

CRITERIA TO ENSURE THE QUALITY OF THE EVALUATION REPORT

- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists, and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the

Annex E: BIJAK Activity Indicators

Custom Indicators

Custom 4	Amount of investment leveraged in USD from private and public sources for biodiversity conservation as a result of BIJAK assistance
Custom 7	Number of institutions receiving data, information, or tools related to biodiversity conservation and/or sustainable landscapes developed or enhanced by BIJAK.
Custom 12	Number of forums convened by BIJAK or BIJAK partners to discuss and/or develop action plans or policy recommendations in support of BIJAK objectives
Custom 15	Number of stories featuring BIJAK's or BIJAK - supported partner's sustainable landscapes or conservation messages covered in media
Custom 17	Number of women who are active in policy dialogue activities implemented by BIJAK or BIJAK partners
Custom 18	Number of actions taken by key related stakeholders to implement species protection -related policy as result of BIJAK support
Custom 19	Number of people who participate in BIJAK or BIJAK's partners public awareness campaign events
Custom 20	Number of visitors to website pages or social media channels which contain BIJAK's targeted issues or campaign messages
Custom 21	Number of people from CSOs, think tanks, media, government staff, or private sector entities trained by BIJAK reporting improvements in addressing conservation area management, protecting key species, or raising awareness of issues related to BIJAK

Standard Indicators

EG.10.2-4	Number of people trained in sustainable natural resources management and/or biodiversity conservation as a result of United States Government (USG) assistance
EG.10.2-5	Number of laws, policies, or regulations that address biodiversity conservation and/or other environmental themes officially proposed, adopted or implemented as a result of USG assistance
EG.13-2	Number of institutions with improved capacity to address sustainable landscapes issues as supported by USG assistance
EG.13-3	Number of laws, policies, regulations, or standards addressing sustainable landscapes formally proposed, adopted, or implemented as supported by USG assistance
EG.13-4	Amount of investment mobilized (in USD) for sustainable landscapes as supported by USG assistance
GNDR-8	Number of persons trained with USG assistance to advance outcomes consistent with gender equality or female empowerment through their roles in public or private sector institutions or organizations

ANNEX F. EVALUATION METHODOLOGY

EVALUATION DESIGN OVERVIEW

The evaluation will use a mixed-methods approach to collect data and information from a broad range of stakeholders and beneficiaries while ensuring independence of the evaluation process. To collect data, the team will use a variety of data sources, including quantitative and qualitative data; individual and group responses; and analysis of existing documents and data. Two types of data will be collected: primary data (both qualitative and quantitative) collected through key informant interviews (KIIs) and focus group discussions (FGDs), and secondary data compiled from existing project documents.

Following data collection, the team will categorize and code the qualitative responses from the interviews and FGDs. Raw data collected will be compiled and tabulated to facilitate the comparison of responses and to identify patterns between the various responses. The use of qualitative data will provide greater insight into findings that are difficult to understand through quantitative data alone. This technique will enable the evaluation team to effectively summarize and compare findings across respondent classes.

Based on analysis of the project's theory-of-change results framework, the SOW, and other documents provided, the team has designed data collection tools (Annex B). As per USAID policy, stakeholder interview guidelines/questionnaires will be reviewed and approved by USAID/Indonesia before the start of data collection. The evaluation team will adjust these instruments as needed based on a review of initial interviews.

In-country data collection is planned for a three-week period in May and June 2021 and will be preceded by a series of evaluation team planning meetings, which will be conducted virtually and later in person at Panagora's Jakarta Office.

Initial Planning: Initial planning actions will focus on reviewing background literature, conducting overview discussions with BIJAK staff, identifying key stakeholders, and developing an evaluation design. The evaluation design includes a list of focus BIJAK policies and activities to be evaluated and provides a suggested plan for fieldwork and data collection. This will enable the Monitoring, Evaluation, and Learning Platform (MEL-P) to plan the evaluation field schedule before the team starts work. It also permits the distribution of notification and scheduling letters to implementing partners and government officials ahead of time.

The Team Planning Meeting (TPM) process was initiated during an April 20, 2021, online meeting. The full evaluation team participated.

Guiding Principles: To ensure validity, reliability, and confidentiality, the evaluation approach will be guided by the following key principles:

- Ensure that informants who provide feedback and information on the BIJAK activity are kept anonymous.
- Integrate gender considerations into the evaluation process, including gathering data on male and female informants participating in the interviews.
- Use a mixed-methods and evidence-based findings approach to answer the evaluation questions in line with international best practice. This will include using multiple sources of data to answer the evaluation questions through a process of triangulation.

- Develop and apply a structured approach to collecting and analyzing primary qualitative data to ensure rigor and comparability of findings and consistency in approach.

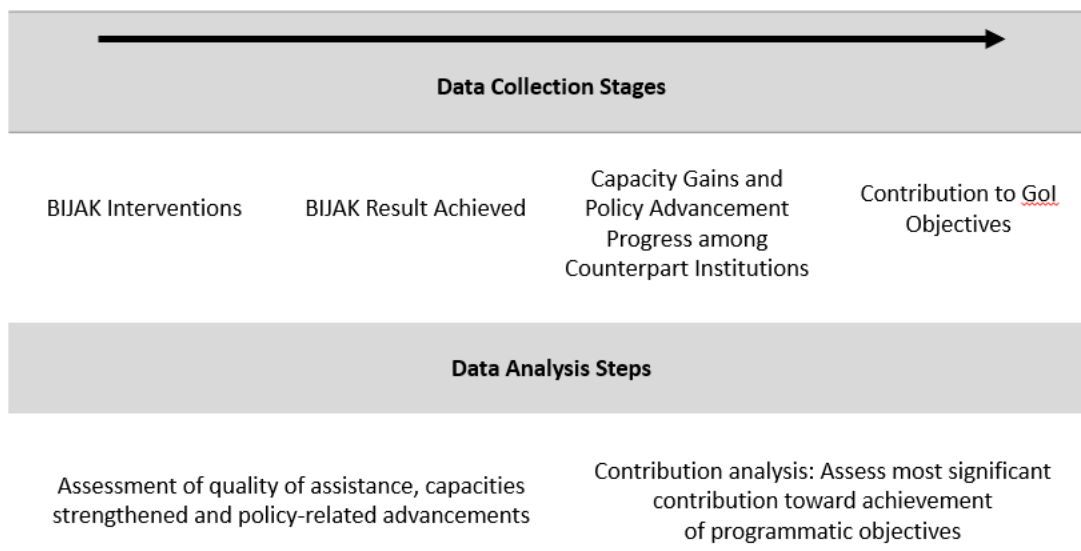
EVALUATION FRAMEWORK

The evaluation’s first three questions address the effectiveness of BIJAK in supporting the improvement of government policy and regulations, and in strengthening the GOI’s capacity to achieve key objectives related to biodiversity conservation, protection of key habitat and species, and reduction of wildlife trafficking. The fourth question addresses the interaction and complementarity of BIJAK’s two main areas of activity—habitat conservation and prevention of wildlife trafficking—and will be analyzed based on the information collected under evaluation questions (EQs) one to three. The fifth question in the SOW focuses on BIJAK’s use of adaptive management processes, which will be informed by discussions with project staff and key stakeholders.

Policy support and capacity strengthening, as per the evaluation’s first two questions, can be challenging to assess for the following reasons: 1) policy development and implementation generally require a long timeframe to reach fruition and demonstrate results (often beyond the terms of a USAID project); 2) capacity development is challenging to measure, as improving an organization’s ability to achieve its objectives depends on a multitude of factors, including policy, the adequacy and skills of its staff, effective management and administration, and adequate budget, among other factors, and 3) results achieved by host-country ministries can seldom be attributed to a single donor or project.

To address the evaluation’s challenges and limitations, the evaluation team proposes to map the support provided by BIJAK for all key workstreams and assess this support in relation to the outputs and outcomes produced, the quality of support provided, and how the support has contributed to advancing higher-level GOI conservation objectives. This process will: 1) document BIJAK interventions, 2) assess the project-level results achieved, 3) determine the resulting capacity gains and policy progress by counterpart institutions associated with BIJAK results, and 4) assess the most significant contributions to the GOI’s overall priority objectives. The sequence of the data collection and review process is presented in Table I.

Table I. Data Collection and Analysis Framework



A description of the data collection and analysis process follows.

Map BIJAK interventions: Initial data collection will focus on documenting and describing the project interventions as per the project's main workstreams and in association with higher-level project and GOI objectives.

Document project achievements: This step will identify and catalogue the outputs and accomplishments that result from project activity. This may include policy support provided, systems and tools developed, and products completed, such as conservation maps, policy input/analysis, species identification guidelines, and support for community partnership agreements.

Determine the quality and utilization of project outputs and achievements. This step involves looking at how skills, tools, and process and policy input are applied to achieve institutional objectives. This could include advancing and improving policy development or introducing tools that have enabled partner organizations to operate in new ways or with increased effectiveness.

Assess the contribution of BIJAK accomplishments to the achievement of higher-level GOI objectives. This step will involve identifying and analyzing BIJAK's most significant contributions toward advancing the GOI's work to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity.

An Evaluation Matrix, which includes evaluation sub-questions, data requirements, data sources, and data collection processes, is included as Annex A: Evaluation Matrix.

DATA COLLECTION AND SOURCES

Data collection will be conducted consistently and systematically. Data sources will include secondary data from documentation and primary data, which will be mainly qualitative. The most appropriate form of data, or combination of data, will be used to answer the evaluation questions, depending on direct relevance and strength of evidence.

To conduct interviews, the team will use semi-structured flexible interview guides designed to ensure consistency across interview groups and locations. Interviews will be conducted in English or Bahasa, depending on the situation, and professional translators will be used as needed. The evaluation team will make every effort to ensure that translations are accurate and unbiased, and do not influence the respondents' answers. This will include training all team members on the ethics and importance of reporting back exactly what is said by the respondents. Evaluation team members will prepare summarized notes from each interview. Quantitative data will be collected through a desk review of key program documents (e.g., work plans and performance reports) from documents provided by USAID/Indonesia and BIJAK.

Based on the stakeholder matrix developed (Annex C), key informants for each BIJAK activity will be identified and formal arrangements will be made to enable the evaluation team to conduct interviews. Each team member will be provided with an interview protocol to facilitate the data-gathering process (Annex B). Team members will be briefed and trained before any interviews are conducted to ensure all have a clear understanding the interview process and questions, the transcription notes that are expected to be completed, and the data management process. Team

members will meet several times weekly during the data collection stage to update each other on their experiences and challenges, and to share and discuss relevant information.

Documents: The documents below will form the basis of the secondary data to be assessed. The following documents will be reviewed.

1. BIJAK Contract and technical program description from the Project Agreement
2. BIJAK AMELP
3. BIJAK Annual Work Plans (Years 1–5)
4. BIJAK Quarterly Reports (Years 1–5)
5. BIJAK Annual Reports (Years 1–4)
6. USAID Indonesia Country Development Cooperation Strategies
7. USAID Biodiversity Policy
8. Other relevant project document and reports from GOI and partners, including local and national government, local nongovernmental organizations (NGOs) and donor organizations, training reports, workshop reports, gender analyses, and miscellaneous thematic reports from other sources.
9. Other BIJAK technical materials, e.g., case studies, factsheets, infographics, profiles, program briefs, and technical briefs.

Qualitative Primary Data: Qualitative data provide answers in the form of narrative descriptions. Important aspects of qualitative data analysis include identifying key words used and patterns in relation to evaluation questions and themes. A significant part of the evaluation will involve identifying and gathering data from key stakeholders having direct knowledge of BIJAK's implementation.

Key Informant Interviews: To conduct interviews, the team will use semi-structured flexible interview guides designed to ensure consistency across interview groups and locations (see Annex B). Interviews will be conducted in English or Bahasa, depending on the situation, and professional translators will be used as needed. The evaluation team will make every effort to ensure that translations are accurate and unbiased, and do not influence respondents' answers. These initiatives will include training all team members on the ethics and importance of reporting back exactly what is said by the respondents. Evaluation team members will prepare summarized notes from each interview. Quantitative data will be collected through a desk review of key program documents (e.g., work plans and performance reports) from documents provided by USAID/Indonesia and BIJAK.

Focus Group Discussions: A limited number of FGDs in specific thematic areas may be held. For example, these meetings may be held virtually with government agencies and, if site visits are possible and practical, FGDs may be organized in field locations, assuming proper Coronavirus Disease 2019 (COVID-19) protocols can be followed. Due to COVID-19, the evaluation team does not plan to make extensive use of field-based FGDs, if they are used at all.

On-line Survey: A mixture of quantitative and qualitative primary data may be collected through an online questionnaire to assess the quality and utility of assistance provided. The suitability of this method will be assessed during the evaluation team's deliberations before the start of data

collection. If an online survey is conducted, the survey instrument will be provided to USAID for review and approval before its use.

Sampling Plan/Considerations: It is uncertain, or perhaps unlikely, that the evaluation team will conduct site visits outside of Jakarta for the following reasons: 1) BIJAK is a policy support and institutional capacity-building project that works mainly with Jakarta-based ministries and partners; 2) BIJAK is ending in early June and technical staff will complete their assignments by April 30 and thus field activities will be limited or not active; and 3) travel is currently challenging due to the COVID-19 pandemic. However, as the evaluation proceeds, and as the design is finalized, if these visits are determined to be useful and feasible, the team will consult with USAID as to which sites should be visited and will clarify and justify the purpose of the visits. If travel to sites outside of Jakarta is not possible, every effort will be made to get in touch with select stakeholders through cell phone or online discussion.

DATA ANALYSIS

Qualitative data will be analyzed in two stages. In the first stage, interview notes will be transcribed into a Word document, and reviewed by at least two team members who were present during the interview. Once this step is complete, the completed file will be formatted and imported into Dedoose qualitative data management software. This will be followed by coding the qualitative data into categories to create themes. A minimum of two types of coding will be applied, including topic coding and open coding. Topic coding involves arranging the raw qualitative data according to evaluation questions. During an open coding process, data will be organized into additional relevant codes (or themes) as determined useful in answering the key evaluation questions or in better capturing performance related to sub-questions.

The second stage of analysis will focus on triangulating/sorting findings from the different data sources, including responses from different interviews. This will ensure that the findings of the evaluation questions are evidence-based and will remove subjective elements from the analysis to the degree possible. Data sources for triangulation include those from across different types of KII respondents, data from FGDs (if held), and secondary data from documentation review. Triangulation involves providing consolidated findings to each evaluation question by cross-checking the data from each respective individual data set that has undergone the first stage of analysis.

EVALUATION MANAGEMENT

Data Collection and Management: Evaluation team members will transcribe their respective interview notes. They will focus on daily capture of data directly relevant to evaluation and interview questions during data collection fieldwork. Each KII will be conducted by at least two team members. Typically, one team member will transcribe the notes and then submit to the second team member for cross-checking, editing, and validation. After cross-checking, the notes will be finalized through discussion. Once the notes have been finalized, they will be formatted according to the template developed as follows:

- Standardizing the meta-data values (e.g., type of respondent, institution, location, gender)
- Formatting headings and replies in interview scripts
- Standardizing the file names using an agreed-to convention

- Uploading interview notes to the secure online storage as final datasets for subsequent analysis

Quality Control: On an ongoing basis, the team leader and a MEL-P evaluation specialist will assume overall responsibility for the quality of data collection provided by all team members. Each data-gathering team will review, cross-check, edit, and format their interview notes. These notes will be submitted weekly to the team leader. MEL-P's task manager (Ms. Handini Retno) will conduct regular reviews of the data collection effort to ensure notes are properly completed and archived. The weekly submission of KII and FGD notes will ensure that any fieldwork challenges are identified and addressed as the evaluation proceeds. If needed, interview questions can be adjusted in a timely fashion if responses from interviewees do not appear to adequately address the evaluation questions.

Data Security and Formatting for Public Use: At the end of the evaluation and following USAID approval, the final report will be uploaded to USAID's Development Experience Clearinghouse (DEC) website. The KII and FGD notes/transcripts will be formatted, with all personally identifiable information removed, and made available to USAID if there is an interest.

GENDER CONSIDERATIONS

In line with USAID's Gender Equality and Female Empowerment Policy³⁴ and ADS 205.3.6,³⁵ the evaluation will consider the gender-specific and differential effects of BIJAK activities. In addressing the evaluation questions, data collection, and analytical approaches, the team will identify differences in the ways that men and women interact with the project and the activities/organizations established under it, as well as the differences in how men and women are affected by the project and its activities. The research will evaluate whether the benefits of the project are perceived to be experienced similarly by men and women.

The evaluation team will explore the strengths and weaknesses of USAID BIJAK's crosscutting strategy to address gender as a crosscutting issue in forest and biodiversity conservation. BIJAK's goal is to support Indonesian partners in being gender inclusive to develop impactful policies. BIJAK's gender-related activities (and thematic area activities incorporating gender concerns) will support the strategic objective to increase women's agency, activism, and participation in conservation and biodiversity policy decisions.

Issues to be examined will include the gender composition of those involved in project activity; efforts to reduce gender disparities in areas of focus; and general support to increase women's participation in conservation and biodiversity policy decisions.

³⁴ https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf

³⁵ <https://www.usaid.gov/sites/default/files/documents/1870/205.pdf>

EVALUATION LIMITATIONS

The following potential limitations to the data-gathering process have been identified, which could affect the quality of data gathered from KIIs and FGDs and thus the evaluation team's findings, conclusions, and recommendations:

1. **Limited access to stakeholders due to the COVID-19 situation.** Most KII meetings are expected to be held virtually. Stakeholders residing in rural areas may not have access to good communications infrastructure.
2. **Project close-out constraints.** BIJAK will be completed by June 7, and many technical staff are scheduled to complete their duties by April 30.
3. **Limited information from the project's M&E system related to achieving the project's purpose.** Information is limited for two reasons: a) the reporting system focuses mainly on output indicator measures, e.g., people trained and forums convened (which measure project implementation activity) and b) the causality of the project's structure is not explicit as per the M&E system, as indicators are not direct measures of the objectives they are aligned against (and there are no indicators at the level of intermediate results). For example, under the AMELP's project purpose objective (GHG emissions reduced and valuable marine and terrestrial biodiversity conserved through enduring changes in individual and organizational behavior), one of the listed indicators is "Number of forums convened by BIJAK or BIJAK's partners to discuss and/or develop action plans or policy recommendations in support of BIJAK objectives." This indicator, as well as most other project purpose indicators, is not a direct measure of the objective and would commonly reside several levels below the purpose. However, a few outcome indicators are included in the M&E framework, which can be used to gain insights on activity effectiveness (see section below on mitigation actions to address limitations).
4. **Broad evaluation questions.** The questions request an assessment of results related to GOI's capacity to reduce GHG emissions, conserve forests and protected areas, and protect terrestrial and marine biodiversity; however, the project does not report performance information on these objectives. For example, BIJAK does not report on land area under improved management or reduction in GHGs. The risk in using broad evaluation questions is that there may not be enough time to collect the depth of information to provide an assessment of the project's contribution toward achieving higher-level goals (or the information may not exist that links attribution of BIJAK activity to higher-level results).
5. **The challenge of assessing the policy support process.** Policy processes often take many years to reach fruition and demonstrate tangible results.
6. **Recall bias.** Since several questions raised during the interviews will deal with issues that took place in the past, recall bias cannot be excluded. BIJAK has been in operation over four years. Some participants and stakeholders may have difficulty recalling the details of past activities. Also, due to staff turnover, some staff may not have a full understanding of the project's evolution and prior accomplishments.
7. **Halo bias.** Some respondents are known to under-report socially undesirable answers and alter their responses to approximate what they perceive to be the social norm (halo bias). The extent to which respondents will be prepared to reveal their true opinions may also vary for some questions that ask respondents to assess the performance of their colleagues

or people on whom they depend upon for the provision of services, or to be inclined to provide a favorable view of their institution's performance. To mitigate this limitation, the evaluation team will provide the respondents with confidentiality and anonymity guarantees, where possible; conduct the interviews in settings where respondents feel comfortable (limited options due to COVID-19); and establish rapport between the interviewer and the respondent. If FGDs are used, they will be conducted among peer groups to encourage the comfortable expression and development of ideas that may not be accepted or shared as easily outside of the group.

8. **Translation.** The language used in KIs will vary, with most interviews conducted in Bahasa and some in English. This creates a risk that key meanings, or translations, may not be accurately understood or recorded.

The evaluation team will attempt to mitigate these limitations through:

- Making a concerted effort to interview BIJAK technical staff as early in the evaluation as possible, including ensuring that those staff who have been with the project from the outset are interviewed.
- Identifying and reaching out to stakeholders outside of Jakarta who may be able to provide information useful to answering evaluation questions, as travel outside of Jakarta may be limited or not feasible.
- Focusing the evaluation on examining outcome indicators that provide information and insights on higher-level achievement, including: Custom 18—Number of *actions taken* by key stakeholders to implement species protection-related policy as a result of BIJAK support, and the number of people from CSOs, think tanks, media, government staff, or private-sector entities trained by BIJAK reporting improvements in addressing conservation area management, protecting key species, or raising awareness of issues related to BIJAK (self-reported). Data for these indicators will need to be carefully reviewed, validated, and understood to gain insight on BIJAK's contribution to its purpose-level objective. While these indicators are presented as outcome measures, in some cases the disaggregate data used for reporting is the output level, for example, the number of people learning skills from training as opposed to the application of skills to achieve objectives.
- Triangulating and validating information across different data sources.
- Providing rigorous training and testing of data collection instruments before the first interviews.
- Carefully designing data collection instruments to avoid leading questions or other bias.
- Ensuring that all FGD participants have the opportunity to provide responses.
- Confirming with ample time in advance the date and time of village visits and KIs.

The evaluation team will aim to mitigate such risks by engaging local translators with suitable proficiency of the local language and English language, and by having at least two evaluation team members in each interview and having each review the final notes.

INFORMED CONSENT

During the in-country data collection phase of the evaluation, and at the outset of each intervention (whether FGD, KI, or informal meeting/consultation), the evaluation team will verbally provide to

participants (through English-Bahasa translation as needed) an introductory statement that explains informed consent. The statement will include the following points directed at each participant:

- This is the purpose of the evaluation, and these are the benefits.
- This is what we are asking of participants.
- This is why we have selected you.
- Your participation is completely voluntary.
- The evaluation is external to and requested by USAID.
- You do not have to answer every question and may withdraw from the discussion at any time.
- The discussion will be documented using only notes and analytical summaries.
- Remarks made by any individual will not be attributed without prior consent.
- Information recorded in notes will remain confidential to the evaluation team.
- If you understand these conditions and agree to participate, we ask that you sign the attendance sheet being circulated.

All team members will be thoroughly trained on the purpose of, requirement for, and importance of the informed consent procedures.