

Please consider funding this proposal under the PIE.

Signed on behalf of the applicant:

Name of person signing form (please write clearly): Michael D. Guilbeaux

Position in applicant organization: President, Community Conservation Network

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Action	Date
Received	
To DEAP Environment Section	
To EAG	
Approved Amount NZ\$	
Declined	
Deferred	
To EAG	
Approved Amount NZ\$	
Declined	

SPREP

Other



**PACIFIC INITIATIVE
FOR THE ENVIRONMENT**

PROJECT APPLICATION FORM 2

PROJECT DETAILS

Project Name: Protecting the Outstanding Biodiversity and Marine Resources of Helen Reef, Palau

PIE Category

Capacity Building for the Environment
Bio-Diversity and Resource Management

The Problem

What is the problem which the project will try to solve?
(Please give as much detail as possible)

Biodiversity and Resource Significance:

The territory of Hatohobei (Tobi) State is comprised of Hatohobei Island and Helen Reef. Tobi Island is a small island situated between the Palau archipelago in Micronesia and insular Southeast Asia. Helen Reef is a large atoll located ninety kilometers to the southeast of Tobi and is one of Tobi's traditional fishing grounds. Helen Reef is 163 square kilometers in extent and includes a large enclosed atoll with extensive reef flats, and a small island that is an important overflight refuge for several species of seabirds. The Tobian people have historically relied on the rich marine resources at Tobi Island and Helen Reef, and these resources remain important for the livelihood and sustenance of the Tobi people today.

The Helen Reef ecosystem is one of the Pacific's most outstanding atoll complexes in terms of its high marine biological diversity, ecological integrity, and abundance of biomass. Located close to the Indo-Pacific center of marine biodiversity in Southeast Asia, Helen Reef has the highest known hard coral diversity (272 species) of an Pacific atoll. Remote from dense human settlement, Helen Reef is very intact when compared with similarly biodiverse reef systems in Indonesia and the Philippines.

Hatohobei State is one of Palau's smallest states with a population of approximately 200 people. Over the years, Tobian people have increasingly left Tobi Island to look for economic opportunities and other benefits of a more developed society in main islands of Palau, primarily in the capital city of Koror. These migrations have situated Tobi Island as a place for the majority of Tobians to visit, but not to live, and has

changed the nature and extent of marine exploitation in the Southwest Islands.

An ethnic minority of Western Carolinean descent, the Tobian people have long remained on the periphery of Palauan society. Opportunities for economic independence and self-sufficiency on the home islands are not available. However, ethnic differences have made it difficult to fully take advantage of opportunities in Koror. This has made it difficult for Tobi State to form partnerships with National Agencies in the conservation and management of Helen Reef.

Helen, however, is a priority for marine resource management and conservation at all levels from that of the state, to the nation, to the world. Likewise, national agencies can play a critical role in the management of Helen Reef. Recognizing this, Tobians have recently requested the assistance of outside facilitators such as the Community Conservation Network (CCN) to help them build capacity and partnerships to protect Helen Reef. The Tobi community is now prepared to initiate a pilot enforcement effort to protect Helen Reef from exploitation and damage by foreign fishers. CCN is assisting the community and State in the effort.

Threats: Resource Decline at Helen Reef

The outstanding marine resources at Helen Reef are under immediate and severe threat primarily by poaching by foreign fishers. Indonesian and Filipino fishing boats frequent the reef and illegally harvest, trochus, sharks, turtles, giant clams, sea cucumbers, nesting seabirds, live reef fish, and other economically valuable species. Evidence of blast fishing is visible in critical spawning aggregation areas, while populations of several important species such as sharks and groupers are depressed, primarily due to over-collection by foreign poachers. Fortunately, marine biologists and resource managers who recently surveyed Helen Reef believe a regular patrol and enforcement system can eliminate the foreign threats, enabling this atoll to regain its ecological integrity. Greater ecological integrity can also translate into greater benefits for the Tobian people as resources become more abundant and therefore can be used sustainably.

Underlying Causes of Resource Decline:

The continued decline of natural resources at Helen Reef threatens both globally significant biological diversity and the quality of life of the Tobi people. This decline is primarily due to the current lack of an effective management and enforcement system. There are several reasons that an effective management system has not been set up to date. These include:

- **Lack of effective governance due to limitations in human and financial resources:** While the Tobian people have attempted several times to manage their marine resources and protect them from outside overexploitation, these attempts have been constrained by limitations in necessary resource management skills and funding.

- **Limited awareness of possible means for effectively managing Helen Reef's resources:** The Tobian people are very concerned about the future of the resources at Helen Reef and Tobi Island and feel they must take action to ensure their sustainability. The community is just becoming aware of the types of actions that they can take to conserve this reef. Traditional strategies for managing natural resources do not appear sufficient to address contemporary threats. As a result, combinations of traditional and "western" resource management approaches will be pursued. However, there are currently gaps in local knowledge and understanding of "western" scientific concepts of natural resource management and conservation.
- **Limitations in the formation of partnerships that would be helpful in protecting and managing Helen Reef resources:** Partnerships (including those between Tobi State and national agencies) are just now being formed. In recent months Tobi State and CCN have been undertaking networking with national agencies to initiate important strategic partnerships.

The proposed solution:

How will the project try to solve the problem?

Funding from NZODA will be focused entirely on establishing an Effective Enforcement Program:

To do this, the project will work with the community and other stakeholders to help them build skills and capacity for an effective and sustainable enforcement system. Management of Helen Reef's resources will require protection from outside poaching. As a result, a regular patrol system will be established by the community, the State, the Division of Maritime Enforcement, and the Community Conservation Network. This will include the construction of a Ranger Station at Helen Reef and a regular patrol boat monitoring and apprehending any illegal fishers. A multi-stakeholder Field Enforcement Team will man the station and patrol boat and also undertake biological monitoring during semi-annual monitoring periods. Experience in similarly remote reefs, particularly in the Philippines, has demonstrated that multi-stakeholder enforcement teams can be an extremely effective mechanism for maritime enforcement. For example, a World Wildlife Fund project at Tubbatha Reefs National Marine Park in the Philippines has been exceptionally successful in eliminating destructive activities and as a result fish biomass has increased at this outstanding atoll system. The experience at Tubbataha is being applied as a model to help the Tobi community and State create their own effective enforcement program. The project manager from the WWF Tubbataha project recently visited Palau to share experience from his project and Tobians will soon visit the Philippines to learn first hand from this project.

The Tobi community and State have funding to initiate a pilot enforcement program of approximately three months starting in March of 2001. The State and CCN are sharing

the initial costs of this program. However, additional funding is needed to keep the pilot effort going and to progress the pilot into a full fledged Comprehensive Enforcement Program. For example, during the pilot the Field Enforcement Team will only discourage, observe and record violations. They will ask violators to leave the area; however, they will not apprehend or arrest violators. During the pilot, the team will get the training and deputization that it needs to apprehend violators. The Tobi community feels it is essential to start surveillance and discourage poachers now, but wants to also ensure that its staff is fully training in enforcement techniques and safety before it actually apprehends violators.

NZODA funding will help to support the pilot enforcement program to expand from three months to one year and then will help the State and community to transform the pilot effort into a Comprehensive Enforcement Program, implemented by a fully trained and deputized Field Enforcement Team.

In addition to enforcement, the overall conservation effort at Helen Reef (with support of other donors) is using other funding to pursue these other components:

1. Create and Implement an Effective Management System
2. Enhance Information, Environmental Education and Communication
3. Undertake Biological Assessments and Monitoring.
4. Create Economically Beneficial Sustainable Resource Use and Conservation Financing

What are the risks to the success of the project?

There are several risks that may limit the success of the project. These include:

The community may not maintain its interest and motivation: The community is currently extremely enthusiastic about protecting Helen Reef and Tobi Island. They have worked many hours on top of their normal jobs to design and initiate a pilot enforcement effort and are contributing a great deal of their own resources to this effort. In the long-term however it is possible that this interest may wane as other political and social topics gain interest, if expectations are not met, or if understanding of the project potential is not realized.

Limitations in human resources: Tobi State has a total population of 200 people. As a result, there is a limited pool of candidates for positions with the project. Ethnic differences between Palauans and Tobians makes it difficult to employ Palauans with the project. Fortunately, there are a number of well-educated young Tobians that are interested in the project. However, employing them will mean taking them away from other full-time jobs. As a result, the project is only comfortable offering them employment if there is sufficient funding to guarantee employment for a minimum of two years at a competitive wage. Currently, the project does not have sufficient funding to do this. As a result, the project is working both to raise funds and to employ a limited number of Tobians on a part-time basis until further funding is available.

What strategies will you use to minimize the risks?

The community may not maintain its interest and motivation: The project will work to maintain community motivation by involving as many community members as possible in meaningful project activities and paid positions of responsibility. Experience in the project thus far indicates that community members are increasingly supportive of the project mission as they become more involved in the project activities. There is a great deal of community pride in the protection of Helen Reef. People at all levels of Tobian and Palauan society from youth to older people are very keen to see Helen protected. Volunteers for the pilot enforcement effort outnumber spots available. By getting as many people as possible involved, the project will capitalize on this motivation.

Limitations in human resources: The project will address this possible risk by providing access to training for community members and project staff. The project is arranging to bring professional enforcement trainers to Palau to train Tobians and their partners in effective enforcement. The project will utilize training both from the United States Department of Interior which recently held a very successful enforcement training in the Philippines and will partner with the Australian Embassy to send trainees to Australia for further training. Any opportunities with New Zealand enforcement agencies would be very welcomed as there is a need for a great deal of training both for Tobians and other Palauans. Additionally the project will seek long-term funding thus enabling the employment of staff at competitive wages and over a reasonable timeframe of three to five years. This will enable the project to attract well-qualified personnel.

Project Outputs

What are the expected outputs of the project?

The project outputs include:

1. An effective Pilot Enforcement Program implemented by a multi-stakeholder field Enforcement Team
2. Design of a Comprehensive Enforcement Program implemented by a multi-stakeholder field Enforcement Team. This Program will enable Tobi and other stakeholders (such as the National Government Ministry of Maritime Enforcement) to move beyond the pilot phase to full comprehensive protection.
3. A more engaged and empowered local community working effectively to protect resources and enforce regulations at Helen Reef and in Tobi Island
4. Tobian men and women activity participating in the protection of their natural resources in an increasingly gender equitable way.
5. A cadre of Tobians and partners trained to protect natural resources at Helen Reef and Tobi Island

6. Helen and Tobi become a higher priority for protection by the community, the State, and the National Government.
7. Illegal fishing and harvesting of marine resources decreased to negligible levels through an effective patrol system.
8. Effective protection of Helen Reef as indicated by increases in populations of key species such as groupers, snappers, sharks, trochus, giant clams, and sea cucumbers, and improved live coral cover

What indicators will you use, to measure whether these outputs have been achieved?

1. A pilot enforcement plan and records of the pilot enforcements procedures and number of violations encountered.
2. Records of lessons learned in the pilot enforcement effort leading to the formulation of a full enforcement program plan and initiation of the Comprehensive Enforcement Program.
3. Increases in community involvement will be measured by the comparative participation of community members in public meetings on the project and in the Helen Reef Action Committee which is a community committee that initiated and is overseeing the pilot enforcement effort. Increased empowerment will be indicated by the community and State increasingly taking responsibility for the enforcement effort.
4. Improvements in gender equitable participation will be measured simply by the number of woman who are participating in the project, the Helen Reef Action Committee, and by the attitude of men and women toward this participation
5. The number of trainings, relative participation in these trainings, as well as the increased application of skills used in training will serve to measure success in skills building efforts.
6. Increased priority given to Helen and Tobi by levels of society will be indicated by increases in the number of community members participating in the project, increases in appropriations and assistance by the national government, and continued active support by the State.
7. Detailed patrol records will indicate if illegal fishing and harvesting of marine resources have decreased to low levels
8. Annual community-based biological monitoring will indicate if there are increases in populations of key species such as groupers, snappers, sharks, trochus, giant clams, and sea cucumbers, and improved live coral cover

What is the present position, measured against these indicators?

1. A preliminary plan for the Pilot Enforcement Effort has been prepared by the Helen Reef Action Committee. This is focused on discouraging, observing, and reporting illegal boats rather than apprehension, as the pilot team does not yet have requisite training and deputization to arrest violators. Funds to pilot enforcement and surveillance over a three-month period have been secured.
2. The Comprehensive Enforcement Program is dependent on the completion of the pilot phase and the collection of lessons and data during this period. The Helen Reef Action Committee is establishing a systematic methodology for collecting this

information.

3. The community is motivated to pursue the protection of their natural resources and is leading efforts to establish the Pilot Enforcement Program. The community established the Helen Reef Action Committee on their own and sought funding from appropriations to initiate pilot enforcement. Eight community members regularly participate in Helen Reef Action Committee meetings and as much as 50% of the entire community regularly participates in community meetings on the project. This strongly indicates the community's motivation. The community is becoming educated on approaches but does not yet have sufficient resources necessary to pursue protection in the long-term.
4. Both Tobian men and woman are participating in the project. Tobi is a matrilineal society, which is open to women participating significantly in decision making. Currently two women participate in the Helen Reef Action Committee. No conflicts over gender issues have occurred to date.
5. Currently, very few Tobians have been fully trained in resource protection and enforcement; however, several individuals have had initial training on scuba, biological monitoring, strategic planning, and project management. Training in enforcement will be pursued as part of this proposal.
6. Helen and Tobi are currently an active priority for the community and the State, but the National Government has only expressed priority through plans and not in active field activities. The National Government has agreed to provide two enforcement agents for the Pilot Enforcement Effort.
7. The Helen Reef Action Committee has started to develop a systematic system for monitoring and recording violations. This will be applied in the Pilot Enforcement Program
8. Baseline monitoring has been completed providing a solid knowledge of the resources from which to measure changes over time as a result of enforcement. The Helen Reef Action Committee has committed to annual and when possible semi-annual monitoring. Currently there is no regular patrol system at Helen Reef, so illegal fishing and harvesting continues unabated. Populations of key species will continue to decline as long as illegal fishing and harvesting continues. However, the initiating of the Pilot Enforcement Program should help to improve this situation.

Project Outcomes

What are the expected long-term results (outcomes) of the project?

In the long-term the project is expected to accomplish:

1. An effective multi-stakeholder (partnership-based) Comprehensive Enforcement Program including a plan and commitments from relevant stakeholders to continue this effort.
2. Enhancement of community empowerment and skills development enabling the community to better protect and manage their environment and natural resources
3. Reduction of instances of destructive fishing and over-harvesting to negligible levels

4. Rehabilitation and maintenance of the natural resources and biological diversity of Helen Reef.
5. A revived Tobi community intent on protecting and maintaining its natural resources
6. Natural resource management sustainability through the strengthening of lasting institutions (i.e. the Helen Reef Action Committee).

Existing strategies, plans, and priorities

What are the strategies, plans, and priorities of regional agencies, national governments and other organizations which are relevant to your proposal?

At the national level, Helen Reef is included in the Palau Master Development Plan as a significant natural area in Palau and potential conservation area site. As such, the master plan identifies enhancing resource protection and management at this critical and vulnerable location as an important national priority. Furthermore, the recently established Palau International Coral Reef Center, which is mandated to assist with coral reef management and research in Palau, has expressed its support for improving management and research opportunities at Helen Reef with the collaboration of the State Government and community. The Palau Conservation Society, Palau's foremost conservation non-government organization, has identified Helen Reef as one of five priority conservation areas in which their organization seeks to promote conservation. They are currently providing Technical Advice to the Tobi State and CCN.

At the regional level, SPREP and its Biodiversity Program seeks to promote the conservation and protection of natural areas in the Pacific Region of significant ecological and biodiversity value. Furthermore, The Forum Fisheries Agencies, which services and provides Pacific island nations with technical assistance in fisheries management, has identified the combat of fishing fleet infractions through surveillance, monitoring, and enforcement as one of their key areas of involvement.

How does the project fit into those strategies, plans and priorities?

As one of the most biologically diverse and intact coral reef ecosystems in Palau and the entire Pacific Ocean, enhancement of conservation and protection at this site contributes to the strategies, plans and goals of many national agencies and private organizations as well as many regional and international organizations interested in the maintenance of biological diversity, increased environmental governance and management. All of the agencies listed above support the conservation of important biological resources through community-led, culturally appropriate mechanisms. Community empowerment and community-based management of resources are guiding tenets of this project.



**PACIFIC INITIATIVE
FOR THE ENVIRONMENT**

PROJECT APPLICATION FORM 3

NEW ZEALAND OFFICIAL DEVELOPMENT ASSISTANCE POLICY

Project Title:

Protecting the Outstanding Biodiversity and Marine Resources of Helen Reef, Palau

THE GOAL OF PIE

Which Pacific Island communities or groups will be helped by the project to manage their environment?

The project focuses on assisting the people of Hatohobei, Palau to protect and manage their outstanding natural resources at Helen Reef in the Southwest Islands of Palau. As the traditional owners and government recognized managers of these resources, the people and government of Tobi State are the appropriate group to manage these resources. The project will also assist Palauans participate in the protection of Helen Reef, which is a national conservation priority.

How will their capacity to manage their environment be increased?

The project will increase capacity to manage the environment of Helen Reef and Tobi Island by:

1. Assisting community members and other stakeholders such as Palauan agencies to access training in enforcement and resource protection.
2. Raising awareness among Tobians and Palauans as to the importance of natural resource management and biodiversity conservation
3. Helping Tobians access opportunities to pursue training and fellowships outside the project and internships within the project to increase their education and skills
4. Facilitating the development of a Comprehensive Enforcement Plan to expose both community members and outside stakeholders to enforcement planning techniques.
5. Teaching the community and other stakeholders how to access and manage funding for natural resource protection and conservation.
6. Assisting community members and other stakeholders in implementing agreed to enforcement plans as they build their skills to fully take over protection of these areas.

THE GOAL OF NZODA

How will the project help Pacific Island people, especially poor people, to achieve lasting improvements in their living conditions?

The people of Tobi State are among the most economically disadvantaged and marginalized of Palauan citizens. In the main islands of Palau, the majority of Tobians are not owners of land or water and only have use-rights to a small area in the capital, Koror. In Tobi they own land and resources but are not able to earn sufficient money for modern needs and there are very limited educational opportunities for young people. As a result, the majority of Tobians choose to continue to live on in Koror, but have limited employment and no land ownership. Substance abuse and other social problems are common and may be linked to their disempowerment.

- The project will benefit the Tobian people, by assisting them to empower themselves and to take control of their resources both from foreign poachers and from possible usurpation of protection and management responsibility by national agencies.
- By exposing communities to enforcement and protection techniques and strategic planning the project will improve both the communities and the State's ability to effectively manage all aspects of their administration and lives
- The project will also help Tobians to access educational opportunities to improve both individual and community chances of success in protecting their natural resources.
- By further empowering the community, the project will prepare them to more actively pursue government support and appropriations for their social development
- By protecting natural resources the project will increase levels of economically important species potentially enabling future sustainable harvesting. This will improve both subsistence and commercial benefits to the community
- By helping the community to create patrolling and biological monitoring activities, the project will create well paying jobs for Tobian community members.

THE GUIDING PRINCIPLES OF NZODA

Partnership responsibility

Does the project respond to a need or a priority expressed by a Pacific Island community or group? YES

If you said yes, what need or priority?

The project responds to the expressed need of the Tobian community to:

- improve the quality of their lives by increasing resource productivity
- take control of their resources from outside poachers who threaten long-term sustainability, and
- protect and sustainably manage their natural resources for the future quality of lives.

Tobians have expressed these needs for decades and have demonstrated the ability to marshal community and state resources and to develop strategies and initiatives to address these issues. However these efforts have met with little sustained success largely because they lacked partnerships with other agencies that could help create a sustainable protection program.

The project also responds to the priority of Tobians to create jobs for Tobians and to reestablish Tobi Island as a productive and populated place. As enforcement efforts proceed several Tobians will be employed and based on Tobi Island. Community members have expressed that this increased population in their traditional home, will help to their confidence and sense of empowerment.

The Protection of fisheries resources from foreign poachers has also been an expressed concern of the Republic of Palau Government for many years. The project also responds to recent national priorities of protecting the country's outstanding biological diversity, including at specially identified areas such as Helen Reef.

Sustainability

What will you do to make sure the benefits of the project continue after the project is finished?

The project will help to ensure sustainability of its benefits by:

- Supporting the Helen Reef Action Committee and building their skills to effectively protect resources at Helen Reef. This Committee is very likely to exist well past the project life cycle thus the project will help to create a sustainable institution.. By creating partnerships of agencies and individuals that all have an interest in the protection of Helen Reef, the project will create an institutional home for management activities.
- Passing legislation at the State and National level to recognize and secure the special multi-use conservation oriented protection of Helen Reef.
- Associated components of the Enforcement program will, set up sustainable financing mechanisms such as conservation fees, resources use fees (a fee integrated into the sustainable harvesting of natural resources), and a Helen Reef Management Trust Fund. This will help to pay the recurring costs of enforcement at Helen Reef.
- Securing regular National and State level appropriations for co-financing of this project throughout the project life to help ensure that the Governments do not consider this a donor aid project only and to ensure that they are committed to managing this area.

Equity

Will the project help disadvantaged men and woman? YES

If you said yes, which disadvantaged men and women will it help, and how will it do

this?

Tobians are among the most disadvantaged of all Palauans. Economically they have few opportunities and in Palau they do not own land. The project will help these disadvantaged people by helping them to empower themselves to take control of their resources and improve the abundance of resources therefore creating economic opportunities in their traditional home. This will improve quality of life, self esteem, and economic conditions.

The project will also benefit Tobians by encouraging equity both within Tobian society and between Tobian society and Palauan society.

The project will help to encourage equity within the Tobian community at several levels. By involving men and women and people of several age groups the project will encourage gender and generational equity. This will encourage respect for elders that has been lost to some degree. The project will also provide new economic opportunities (jobs in protection) outside the office-based employment that currently comprises most of Tobian employment.

The project will encourage equity between the community and the rest of Palauan society. By any measure (economic, educational, social, political), Tobians are disadvantaged relative to ethnic Palauans, the majority group in Palau. Should this project achieve its goals these disparities will be reduced and perhaps even eliminated. Through this project Tobians will improve their own economic and education opportunities. Likewise, benefits from national agencies and respect from Palauans are likely to increase as Tobians themselves protect Helen Reef and improve their situation. Palauan culture values successful group activities very highly. Palauans are likely to become more accepting of Tobians as the Tobians demonstrate success in this regard.

Participation

Which groups of men and women, and which organizations, will be effected by the project?

The Tobian community including men, women, and youth as well as other Southwest Islanders will be directly affected by the project. Other Southwest Island communities including Sonsoral are closely related to Tobi and while project activities are not targeted on Sonsoral this group will benefit from protection training and educational opportunities provided by the project. Likewise, Palauans a whole will be effected as one of their most outstanding marine ecosystems will be protected.

The Palauan National Division of Marine Affairs as well as the Division of Marine Enforcement will also be effected as they gain improved capacity at remote surveillance and enforcement and learn more about how to work with communities to partner on enforcement.

The Community Conservation Network and the Palau Conservation Society will be effected as the project will strive to achieve the conservation of Helen Reef which is a long-term goal of both organizations.

Which of these Stakeholders Participated in planning the project?

To date, project planning has remained at the level of the Tobian community and State with some technical advice from outside organizations including the Palau Conservation Society, the Palauan National Division of Marine Affairs, and the Division of Marine Enforcement. These and other stakeholder groups, including the Church, the Palau International Coral Reef Center, the Nature Conservancy, and other Southwest Islanders will be asked to participate in this full planning process for the Comprehensive Enforcement Program.

Which of the stakeholders will participate in implementing the project?

The Tobian community, Tobi State, the Palauan National Division of Marine Affairs, the Palauan Division of Marine Enforcement, and the Community Conservation Network will all participate in the implementation of enforcement at Helen Reef. The goal is to develop a multi-stakeholder enforcement effort. The State and community will maintain a majority in representation on this board; however, all groups will participate in management decisions. The State, the community, the Palauan National Division of Marine Affairs, the Palauan Division of Marine Enforcement, and CCN will all participate with representatives in the Enforcement Team.

Which of the stakeholders will participate in evaluating the project?

All stakeholders involved in project implementation will participate in evaluating the project. In addition, CCN will ask for outside evaluation assistance from the Palau Conservation Society and the World Wildlife Fund. These organizations have been involved in the implementation and evaluation of marine conservation projects throughout Palau and the Pacific and are therefore in a good position to offer useful evaluative skills. CCN and the State will also retain independent evaluators to review the project implementation at least every three years.

NZODA POLICY ON GENDER AND DEVELOPMENT

Gender in project planning

Has a gender analysis been completed? NO

But we will do a gender analysis associated with this project and evaluate changes in gender related issues on the basis of indicators developed through this analysis.

What gender issues have been identified?

In general a higher number of men than women have been involved in the project. This seems to stem both from a greater expressed interest by men and from some biases in the community against women being involved in a field project. There seems to be a general bias among males and some females against involving women in certain activities such as scuba diving and field biological work. Some men working with the project have tended to prefer that women, particularly close relatives not participate in field biological activities. This may stem from a cultural prohibition against brothers and sisters swimming together. This bias however does not appear to be strong.

During a recent biological survey several women participated in field surveys involving both reef walking and snorkeling. However, to date no Tobian women have been trained in the use of SCUBA. We believe this bias will naturally be overcome to the degree possible as women increasingly work on project activities. To date, there have been no conflicts associated with women who have worked at the field level.

How did you take these issues into account in project planning?

Women have been totally involved and vocal in the planning of the Pilot Enforcement Program.

Women are and will continue to be involved in numerous aspects of the overall conservation effort at Helen Reef. To get women more involved in field activities, the overall program purposely puts brothers and sisters and other close relatives on separate field teams and encourages particularly motivated women to participate in field activities. The project managers are sure to show an interest in the input of women both in planning and field activities.

As the conservation effort progresses, activities that are centered on women will be developed. These may include alternative livelihoods activities targeting women. Additionally, we will slowly introduce the idea of training women in SCUBA and field biological monitoring. Based on experience with the community thus far we feel this will be accepted. We will also, hire women to work with the project to help ensure that women from the community have project staff that they can work with and confide in if needed. Also, the project will provide scholarships to students to pursue studies and internships for students to get involved in the project. We intend to have roughly equal

numbers of boys and girls receive support under these programs.

Has any sex-disaggregated data been collected? NO

But we will do a gender analysis associated with the overall conservation effort and evaluate changes in gender related issues on the basis of indicators developed through this analysis.

Gender in implementation

Will both men and women be involved in implementing the project? YES

Please give details:

Women have been very involved in the planning of the Pilot Enforcement Program and will continue to be involved in planning for the Comprehensive Enforcement Effort. Approximately equal numbers of men and women have been involved in project planning. The main concern is the much higher numbers of men have been involved in field-work. The project hopes to encourage women to participate in field activities as discussed above.

Gender in evaluation

Will both men and women be involved in monitoring and evaluating the project?

YES

Please give details:

Both men and women serve on the Helen Reef Action Committee and this is the main body that will organize and carry out project evaluation. An internal evaluation team comprised of both men and women will conduct an annual evaluation and an external team also comprised of men and women will conduct external evaluations every three years.

Will the evaluation measure the different effects of the project on women and men?

YES

Please give details:

The project intends to undertake a gender analysis in the next six months to gain a better understanding of the current standing, interests, needs, and attitudes of men and women. Project evaluations will therefore build on this gender analysis to monitor the different impacts that the project has on men and women.



**PACIFIC INITIATIVE
FOR THE ENVIRONMENT**

PROJECT APPLICATION FORM 4

The PIE Weighting Criteria

Project Title: Building Capacity for Sustainable Management of the Biodiversity and Marine Resources of Helen Reef and Tobi Island, Palau

FUNDING FROM ELSEWHERE

Have you tried to obtain funding from any other agency? YES

If you said yes, which agency did you approach?

Packard Foundation, USA
MacArthur Foundation, USA
Anonymous US Private Foundation
GEF

What was the result?

45,000 USD grant over 1 year (Packard)
135,000 USD grant over 3 years (MacArthur)
30,000 USD grant over 1 year (Anonymous US Private Foundation)
Early stage of development. No formal submission as of yet. (GEF)

VALUE FOR MONEY

Will the project continue or complete any existing work? YES

If you said yes, please give details

The project will continue the Pilot Enforcement Program initiated by Tobi State and the Community Conservation Network to protect the marine resources and biodiversity of Helen Reef. The project funding from PIE will be crucial to several activities that are key to moving the project forward and securing the long-term sustainable protection of the marine resources of Helen Reef.

Will funding from PIE, allow you to obtain funding from another agency? YES (likely)

If you said yes, how much funding will you be able to obtain? NZ\$ 450,000

The GEF requires one-to-one co-financing. While GEF has not yet confirmed a grant, they are very interested in the project. The PIE funding would greatly improve chances of receiving matching funds from GEF. We will also use our other grants for at total request from GEF of 1.5 million NZ\$ over five years.

Funding agency: Global Environmental Facility

Contact Person: Jenny Bryant-Tokalau, UNDP, Suva Field Office, Fiji
Phone: (+679) 312 500 Fax: (+679) 301 718 Email: jenny.bryant@undp.org

DEMONSTRATION VALUE

Will the project demonstrate a method of solving a problem which can be used elsewhere? YES

If you said yes, please give details

Helen Reef is a remote reefs primarily threatened by foreign fishing. There are tens, if not hundreds, of similar reefs in the Pacific and as a result the methods we use to protect these reefs are very applicable elsewhere. CCN is working with WWF to replicate the management approaches in other similar reefs in the Pacific and Southeast Asia.

Also the multi-stakeholder enforcement approach centered on the local community but involving other critical partners is very applicable throughout the Pacific and Southeast Asia. Likewise, the sustainability approach creating multi-stakeholder institutions to carry forward enforcement beyond the project is also very applicable to other areas.

RISK ASSESSMENT

Risk 1

The community may not maintain its interest and motivation: The community is currently extremely interested in pursuing protection of Helen Reef through the establishment of a Pilot Enforcement Program and the subsequent establishment of a Comprehensive Enforcement Program. In the long-term, however, this interest may wane as other political and social topics gain interest, if expectations are not met, or if understanding of the project potential is not realized.

The project will work to maintain community motivation by involving as many community members as possible in meaningful project activities and positions of responsibility. Experience in the project thus far indicates that community members are increasingly supportive of the project mission as they become more involved in the project activities.

Risk 2

Limitations in Human Resources: Tobi State has a total population of 200 people. As a result, there is a limited pool of candidates for positions with the project. Ethnic differences between Palauans and Tobians makes it difficult to employ Palauans with the project at this time. Fortunately, there are a number of well-educated young Tobians that are interested in the project. However, employing them will mean taking them away from other full-time jobs. As a result, the project is only comfortable offering them employment if there is sufficient funding to guarantee employment for a minimum of two years at a competitive wage. Currently, the project does not have sufficient funding to do

this. As a result, the project is working both to raise funds and to employ a limited number of Tobians on a part-time basis until further funding is available.

The project will address this possible risk by providing access to training for community members and project staff to build human resource capacity. Additionally the project will seek long-term funding thus enabling the employment of staff at competitive wages and over a reasonable timeframe of three to five years. This will enable the project to attract well-qualified personnel.

NEW ZEALAND INVOLVEMENT

Will the project use any New Zealand knowledge, skills, technology, or experience?
YES,

If you said yes, please give details

The project has not yet developed a formal relationship with New Zealand agencies but is very much interested any relevant collaboration. It is understood by project principals that the New Zealand Air Force provides fisheries surveillance overflight assistance to Palau and other Pacific Island countries to enhance the effectiveness of EEZ management in the region. If this form of aid for fisheries enforcement and management currently exists, the project would directly add value to NZ foreign aid. The project will additionally seek educational materials from WWF New Zealand, which has extensive experience in environmental education in the Pacific setting. The project may also collaborate with Universities in New Zealand for assistance with resource management training.

If you said yes, what New Zealand individual or group will be involved?

The project has not yet made these contacts.

Name of Individual or Organizations

Address

Fax Number

Phone Number

Contact Person

Email:

NEW APPROACHES, AND USE OF BEST PRACTICE

Will the project use a new approach to solve a problem? YES

If you said yes, please give details

The type of multi-stakeholder enforcement team that this project will pilot has never been attempted at Helen Reef or to our knowledge in Palau. While protected areas exist in Palau, these have largely been either government driven or community driven. Some projects involve multiple stakeholders in management but not in field enforcement. We feel that by involving a range of stakeholders in the enforcement effort that the project

has a high probability of success and sustainability.

Will the project use an approach that has been successful before? YES

If you said yes, please give details of where and when the approach was used before, and the result.

WWF-Philippines has used the multi-stakeholder enforcement approach at Tubbataha Reefs World Heritage Area and Anilao Municipal Reserve, Philippines. This approach has been piloted in these areas over the past three years and has been highly successful. The approach builds on co-management approaches that have been used throughout the world successfully.

By having all primary stakeholders involved in enforcement, the project not only helps to make sure that the interests of these stakeholders are represented but also makes sure that each stakeholder group is more in touch with what is happening at the field level.

Likewise, the stakeholders tend to work in a checks and balances sort of way to leverage skills and expertise but also to help build accountability. For example, there was concern that traditional enforcement agencies may not be well skilled in relating to the traditional owners of the reef, but also that NGOs may not be well equipped in enforcement. By involving both groups, each of these crucial areas is covered. There is also a need for cross training to help each group understand the expertise area of the other. Some parks have reported that military or traditional guards may in fact break park rules both from boredom or for personal gain. By having NGO and community members on patrol, military and other personal are less likely to break natural resource regulations and to learn more about these regulations.

If possible give full contacts of the group which used the approach you will follow.

Name of Organization WWF-Philippines
Address 23-A Maalingdog Street
UP Village, Diliman
Quezon City 1101
Philippines

Phone Number 632-433—3220/21/22
Email: mmejia@mozcom.com

Fax Number 632-921-2905
Contact Person Manuel Mejia

Who are the key individuals who will take an active part in implementing the project?

(List up to 3 people)

1. Name : Michael D. Guilbeaux

Proposed role in the project: Project Advisor

Relevant qualifications: Involved in the inception and planning of conservation activities at

Helen Reef with community and State leaders since 1996.

Relevant technical competence and experience: Conservation and Resource management experience in Micronesia and Palau since 1992. Background in endangered species management, conservation planning, and marine protected area design. Currently involved in cross-project assessment of community managed marine reserves throughout the Pacific.

Name and contact details of referee:

Scott Atkinson, Western Pacific Marine Program

World Wide Fund for Nature – US (WWF-US)
1250 24th Street
Washington, D.C. 20037
3213 Wallbridge Place
Washington DC 20010
Bus: (202) 778-9618
Bus Fax: (202) 223-6971
E-mail: Scott.Atkinson@WWFUS.org

2. Name: Crispin Emilio, Lieutenant Governor

Proposed role in the project: State Government and community liaison and Director of Hatohobei State's Resource Management Program, of which Helen Reef is a component.

Relevant qualifications: Tobian; Former Governor of Hatohobei State 1994-2000. Designated by the current Governor as principal State representative to direct the State's Natural Resource Management Program and work with partnering or collaborating organizations.

Relevant technical competence and experience: Sixteen years involvement in the State Government. Relevant experience and knowledge of resource management problems at Helen Reef. Good working knowledge of State operations and transportation logistics.

Name and contact details of referee:

Sabino Sacharias, Governor
Hatohobei State Government
PO Box 1017, Koror
Republic of Palau, PW 96940
Bus: (680) 488-2218
Bus Fax: (680) 488-5149
E-mail: Hsg@Palaunet.com

3. Name : Dominic Emilio, Speaker of the Tobi State Legislature

Proposed role in the project: Deputy Project Manager

Relevant qualifications: Tobian; genuine interest in the protection and wise management of Helen Reef. Has lived on Helen Island for numerous years. Active in resource management.

Relevant technical competence and experience: Participated in recent fish aggregation monitoring at Helen Reef. Attending training course in fish monitoring methods currently being

offered by SPC coastal fisheries program. Participation in every significant community monitoring expedition or planning meeting related to Helen Reef over the last two years.

Name and contact details of referee:

Being M. Yeeting

Live Reef Fish Specialist

Reef Fisheries Assessment and Management Section

Coastal Fisheries Program

Secretariat of the Pacific Community

B.P. D5, 98848 Noumea Cedex

New Caledonia.

Phone: +687 26.20.00

Fax: +687 26.38.18

Email: BeingY@spc.int

Appendix 1. Map of the Republic of Palau, Hatohobei Island, and Helen Reef Atoll.

