Indonesia: Institutional Strengthening of Baluran and Bali Barat National Park Authorities to Address Biodiversity Conservation

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The TA supported the implementation of the Java–Bali 500kV Power Transmission Crossing Project and aimed to enhance the environmental sustainability of the project focusing on the protection and long-term conservation of the valuable biodiversity at the Baluran and Bali Barat national parks through the institutional strengthening of the two park authorities. Significant disturbance to wildlife species and other impacts were expected during the construction phase, with further impacts expected during the operational phase. There was a risk that park management authorities would be unable to effectively monitor and respond to project impacts. The objective was to assist the national park management to update and/or strengthen the operational management plan (OMP) based on a site-specific contractors’ environmental management plans (CEMP). Further, the TA was expected to enhance the institutional capacity of the national park authorities to implement biodiversity conservation measures within the OMPs.

**Expected Impact, Outcome, and Outputs**

The TA’s intended impact was enhanced long-term conservation of biodiversity in Baluran and Bali Barat National Parks, while the outcome was strengthened institutional capacity of park authorities to implement OMPs. The TA had two outputs: (i) biodiversity conservation components/measures of national park OMPs updated and/or strengthened; and (ii) enhanced institutional capacity of national park authorities to implement biodiversity conservation measures within OMPs.

The TA was relevant as it was instrumental in strengthening the capacity of both park authorities to safeguard the environmental aspects of a planned flagship power transmission project while ensuring energy security in Bali as required by Indonesia’s National Medium-Term Development Plan (RPJMN) 2010–2014 and 2015–2019, as well as Power Supply Business Plan (RUPTL) 2012–2021 and 2018–2027. ADB financing for transmission lines and substations in Java and Bali (procurement packages 1 and 2) were cancelled as per the government’s request due to land acquisition issues in Bali. Some alternative technical crossing options are being explored. Nevertheless, since similar projects could be implemented in the future, the TA remained relevant and carried out the original activities of strengthening the OMPs and capacity of national park authorities.

The TA is also aligned with national strategic priorities on biodiversity conservation and national park management as required in the Ministry of Environment and Forestry (MOEF) Strategic Plan (RENSTRA) 2010-2014 and 2015-2019. MOEF RENSTRA 2010-2014 and Government Regulation number 28/2011 (on management of natural reserves and conservation areas) also emphasized MOEF’s support to foreign-funded development projects, especially the critical and strategic ones. The small-scale TA modality was appropriate considering its nature and scope to support loan implementation. However, the TA implementation might have been more effective if MOEF had been actively involved at the outset. This would have allowed MOEF to highlight biodiversity conservation priorities during TA processing to ensure they were considered in the TA design.

**Delivery of Inputs and Conduct of Activities**

The TA deployed seven contracts of international consultants and resource persons who provided five person-months of input, and five contracts of national consultants and resource persons who provided four person-months of input. The consultants were recruited as individuals, following ADB Guidelines on the Use of Consultants. The TA implementation, including consultant mobilization, was delayed for almost two years due to (i) ADB’s requirement for an updated biodiversity study and supplementary environmental impact assessment following the proposed changes in the loan project’s construction activities in Bali Barat National Park, and (ii) rebid of two construction tenders under the loan. This had delayed availability of the CEMP.

On 23 December 2016, ADB approved a minor change in scope, implementation arrangements, and extension of the TA closing date to 31 December 2018. The implementing agency was changed from Baluran and Bali Barat National Parks to the MOEF due to its supervision and decision-making roles for both parks. MOEF subsequently recommended inclusion of the following priority activities: (i) design a sanctuary for Bali myna in Bali Barat National Park; (ii) design
a method for management of Invasive Alien Species in Baluran National Park, including training and a pilot project; and (iii) benchmark the transmission line project in conservation areas to identify best practices. These priority activities are still within the scope of the original DMF, as a part of species protection, and habitat restoration activities under output 1 and strengthening of environmental management plan (EMP) implementation. Considering the expanded breadth of activities and required expertise against limited TA resources, the consulting services requirement was changed from one consulting firm to four individual consultants: an international conservation expert and three national ecologists (an ornithologist, mammal biologist, and botanist).

A further change in the composition of technical experts was approved on 4 July 2017. The expert composition was changed to three international consultants or resource persons (an environment conservation and planning specialist, sanctuary design specialist for preservation of Bali myna, and invasive alien species specialist) and a national consultant or resource person (national conservation coordination specialist). The approved change also removed the national ecologist positions as most of the required field work and data collection had already been completed. The consultants or resource persons delivered the tasks satisfactorily allowing in-depth and interactive discussion with stakeholders who conveyed appreciation of the consultants’ or resource persons’ performance and their report quality.

Nine workshops, focus group discussions and trainings were organized under the TA, starting with an inception workshop on 24 August 2017 and closing with an institutional strengthening capacity development workshop from 15 to 18 October 2018. Due to changes in the loan project and recommendations, the focus of the benchmark study visit was changed from learning best practices of managing transmission line projects in conservation areas to best practices in invasive alien species management in line with MOEF RENSTRA 2015-2019 on ecosystem recovery in conservation areas. The TA has savings of $32,021 from workshop costs and unutilized consultant out-of-pocket expenses. Performance of ADB as the executing agency is rated satisfactory due to close monitoring of TA activities and quick responsiveness to adapt to changes from the loan project. ADB staff also regularly attended the workshops and trainings as part of their periodic review missions.

**Evaluation of Outputs and Achievement of Outcome**

Output 1 was achieved. The TA reviewed the EMP and developed an OMP self-assessment tool. The tool was tested at both parks and identified areas of improvement to strengthen the OMPs, including managing a possible future infrastructure project in the parks. Following the review and trial, an assessment report was produced to present recommendations for action and investment requirements to address key areas related to implementing the strengthened OMPs. A capacity building workshop was held discussing and validating the key items from the assessment report. The workshop discussed survey and data collection methodology using the Spatial Monitoring And Reporting Tool (SMART) system, which will enable the collection, storage, communication, and evaluation of data on patrol efforts (e.g., time spent on patrols, areas visited, distances covered), patrol results (e.g., arrests made, traps removed), threat levels, and other enforcement activities. Further, the workshop identified potential sustainable financing through improved ecotourism and community engagement activities. It also identified potential partnership opportunities arising from the latest banking regulation (POJK Number 51/POJK.03/2017) that requires Indonesian commercial banks to increase their sustainable financing portfolio and other partnership modalities including through the corporate social responsibility. Long term species protection and habitat restoration monitoring was designed through the development of Bali myna sanctuary design and pilot project of invasive alien species management.

Output 2 was achieved. The environment conservation and planning specialist developed a capacity or training needs self-assessment tool. The tool was tested at both parks to identify capacity required to implement biodiversity conservation within OMPs. The TA identified key gaps based on the self-assessment, including operational management planning and adaptive management, biodiversity conservation assessment and techniques, sustainable financing and partnership development strategy, and effective conservation communication and community mobilization (social marketing). These gaps were addressed through a week-long capacity development workshop delivered by international and national resource persons and attended by both national parks’ staff and MOEF representatives. The participant’s active discussions and presentation of the issues and proposed way forward to resolve the issues in the workshop indicated an increased capacity of the parks’ staff in delivering the measures within the OMPs. Further, the participants also requested additional trainings on the SMART system and knowledge sharing with outside partners and/or communities. These items were included in ADB’s recommendations that were sent in a formal letter to MOEF for their follow up.


The outputs subsequently contributed to the TA’s intended outcome of strengthened institutional capacity of Bali Barat and Baluran National Park authorities to implement OMPs. At the time of TA completion, the outcome indicator could
not be quantitatively evaluated considering that the transmission project is cancelled and the contractor’s EMP was not available. As such, there is no OMP reference incorporating contractor’s EMP that can be used as improvement indicators. Nevertheless, the TA has provided the necessary OMP and training needs assessment tools as well as capacity strengthening to contribute to the TA’s intended outcome when the future transmission project materializes.

The TA is rated efficient as implementation was generally on-time and outputs were delivered within the planned cost and two-year extended period, with the delay due to issues in the loan project. The delay could be mitigated if the TA was approved only after the key document for TA implementation, which was dependent on procurement of the loan project, was ready. ADB also closely reviewed TA implementation to ensure timely resolution of issues and rapid response to changes in the loan project. The TA implementation was well-managed with human and financial resources applied appropriately.

The TA is rated effective as it delivered outputs defined in the design and monitoring framework. Output indicators helped guide progress towards the expected project outcome. The TA produced five reports, implemented a pilot project and organized workshops, trainings, focus group discussions, study visit, and a pilot project—which were attended by an average of 24 participants, generated knowledge and provided direct benefits to the parks and the MOEF. As the loan project was cancelled, the assessment was carried out using the best available information (e.g., EMP as opposed to CEMP) and contributed to the overall improvement to the park’s OMP and institutional capacity with suggestions for a possible future infrastructure project in the parks. Both parks and the MOEF conveyed their appreciation to the TA activities, which provided support to address biodiversity conservation issues in the parks as per the intended outputs and outcome.

**Overall Assessment and Rating**

Based on the relevance, efficiency and effectiveness assessments, overall TA rating is successful. The TA remained relevant with the national strategic priorities and managed to deliver outputs in the DMF within the planned cost and timeline. Despite limitations from the cancelled loan project, the TA managed to provide the necessary tools and capacity strengthening in preparation of a future transmission project.

MOEF actively participated in the TA implementation and stated its commitment to continue the activities as they are in line with the Ministry’s workplan and strategic planning. The TA benefit may continue as it has delivered recommendations to MOEF highlighting potential partnerships between MOEF, national parks and external parties, identified during TA implementation, to strengthen biodiversity conservation in the parks. This will support the national parks in continuing to implement best practices and to enhance capacity through future training with financial support from MOEF. The TA has also delivered OMP and training needs self-assessment tools and capacity development workshops, which will enable the national parks to update their OMPs once the planned transmission project are in-place and CEMPs are available. Therefore, the TA is rated likely sustainable.

**Major Lessons**

The TA offers three lessons. First, start-up delay may be minimized, and TA effectiveness may be improved if a TA is approved only after key documents for TA activities are available or in advance draft form. In this case, the TA approval may have been done when the procurement under the loan had progressed substantially. Second, when a TA is linked to a loan project, TA implementation period and arrangements may have to be adjusted in accordance with changes in the project. In such situations, the ADB team needs to be able to respond quickly. Close review of the implementation progress and good communication with the relevant government agencies are critical. Third, the TA implementation might have been more effective if the key authority, MOEF, had been closely involved at the outset and considered as the Implementing Agency due to its supervision and decision-making roles for both national parks. This would have allowed MOEF to highlight biodiversity priorities during TA processing to ensure they were considered in the TA design.

**Recommendations and Follow-Up Actions**

ADB has identified recommendations and follow-up actions to be carried out by MOEF and the national parks: (i) assistance on improving _Bali myna_ release protocols from the International Advisory Board of the _Bali myna_ breeder association, (ii) research on _Bali myna_ post-release monitoring, (iii) identification of potential biological control agents of _Acacia nilotica_ with the Tropical Weeds Research Center at the Department of Agriculture and Fisheries, Queensland Government, (iv) knowledge sharing with outside partners and/or community, and (v) spatial monitoring and reporting system training for monitoring and patrolling activities with the Copenhagen Zoo. These recommendations were summarized and officially communicated to MOEF on 21 December 2018.

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