

Executive Summary:

I. Outline of the Project		
Country: Federative Republic of Brazil		Project title: “Cerrado Ecosystem Conservation Project” The Paraña-Pirineus Cerrado Ecological Corridor.
Sector: Environment		Cooperation scheme: Technical cooperation
Division in charge: Department:		Total cost:
Period of Cooperation:	(R/D): from February, 1 2003 to January, 31 2006.	Partner Country’s Implementing Agency: Instituto Brasileiro do Meio Ambiente e dos Recursos Renováveis (IBAMA).
	(Extension): No (F/U): No (E/N) Grant: Yes	Supporting Organization in Japan: Japan International Agency Cooperation (JICA).
Related cooperation:		

I.1 – Background of the Project:

The Brazilian Environment and Natural Renewable Resources Institut (IBAMA) is an autonomous institution, with a special administrative status, related to Ministry of Environment of Brazil (MMA), in charge of environmental national policy implementation, in terms of preservation, conservation and sustainable use of natural resources as well as supervision of actions related to national policy.

Since 1998, IBAMA and JICA have been cooperating in the Ecosystem Conservation area of the Brazilian Environment sector. In 1998, IBAMA and JICA celebrated a Technical Cooperation Agreement (TCA) as part of the Private Natural Heritage Reserve Program.

A new two-year IBAMA – JICA TCA was then celebrated, from September 2000 to September 2002. Several CECPP (The Paraña-Pirineus Cerrado Ecological Corridor)-related activities were carried out such as studies to collect primary data, integration and planning seminars and contacts among institutions.

On 31st December 2002, in Brasília, IBAMA, Brazilian Agency for Cooperation (ABC) and JICA signed the R/D of the Technical Cooperation Agreement for the implementation of the Cerrado Ecosystem Conservation Project with estimated duration from 1st February 2003 to 31st January 2006.

The new technical cooperation started on February 2003 and 4 months after the initial implementation process, a new internal planning Seminar was held in order to agree upon: Project Design Matrix of the Project; detailed Technical Cooperation sub-activities and outputs. The original PDM signed on December 2002 was not used for the initial implementation of the Project due to changes in the management level of IBAMA on January 2003 and the new conditions for implementing the Project.

The Brazilian Cerrado Region was selected for the implementation of the Project. The Cerrado is the second largest Brazilian biome. It has a unique fauna and the largest diversity of all savanna floras in the world. CECPP includes a huge terrestrial bioregion that covers part of two Brazilian states (Goiás, Tocantins) and the Federal District of Brasília within 45 municipalities. The Project selected 2 Pilot Areas, located in Goiás State with 15 municipalities. The Pilot Area 1 was the National Park of Chapada dos Veadeiros (NPCV) and the Pilot Area 2 was the Permanent Protected Area of Nascente do Rio Vermelho (PPA).

I. 2 – Project Overview:

CECPP's major goal is not only to promote habitat and landscape conservation but also to foster capacity-building among local residents and support sustainable use of natural resources in the Cerrado. In this context, Ecological Corridor connecting isolated protected areas and other important areas for Conservation is one of major tool for the Biodiversity and Ecosystem Conservation.

The Project based in Ecosystem point of view for environmental management as pointed out in the Convention on Biological Diversity.

The original PDM signed on December 2002 was not used for the initial implementation of the Project due to changes in the management level of IBAMA on January 2003. For this reason, this evaluation will be considered the initial cooperation Plan as PDM agreed with IBAMA on June 2003.

1- Overall Goal:

Integrated Ecosystem Management is promoted in the Paraña/Pireneus Ecological Corridor Area, contributing to the sustainable use of natural resources.

2- Project Purpose:

Integrated Management in the Paranã/Pireneus Ecological Corridor Area is improved through activities in the Pilot Area.

3- Outputs:

Output 1- Coordination among relevant organizations and the local communities is improved in the Corridor as a whole, as well as in the Pilot Areas.

Output 2- Orientation contributing to sustainable natural resource management is made clear to the relevant organizations in the Corridor as a whole.

Output 3- Capacity of relevant organizations for implementing environmental education/social awareness programs is developed

The Project was implemented within IBAMA by the Ecosystem Directorate and more directly by its Ecosystems General Coordination. A structure with its own regulation was set up for the project's implementation as such as the Joint Coordination Project Committee, integrated by Brazilian and Japanese members.

4- Inputs:

Japanese side:

Expert recruit cost: 155,612,000 Yen

(Long-term expert: 2 persons)

(Short-term expert: 8 persons)

Trainees received cost: 1,521,000 Yen

(Trainees received: 6 persons)

Equipment: 24,597,000 Yen

Local cost: 57,410,000 Yen

Others: 15,711,000 Yen (Mission dispatch)

Total Cost: 254,851,000Yen

Brazilian side:

Counterpart:

Local and Facilities:

Others:

Equipment:

Local cost:

II. Evaluation Team

a) Members of Evaluation Team:

Japanese side

Mr.Masahiro Kobayashi- Coordinator for Technical Cooperation of Japan in Brazil;Mr. Shinji Shibata – Deputy Coordinator for Technical Cooperation of Japan in Brazil;Mr. Kochi Otsuka – Assistant Coordinator for Technical Cooperation of Japan in Brazil;Mr. Yoshinori Shibata — Executive Assistant and Mrs. Clarice Zilberman Knijnik - JICA's independent consultant.

Brazilian side:

Mr.Wofsi Yuri Guimarães de Souza - Bilateral Program Officer, Bilateral Technical Cooperation (CTRB), Brazilian Agency for Cooperation (ABC);Mr. Marco Antonio de Araújo Capparelli – Adviser for International Affairs of Brazilian Institute for the Environment and Renewable Natural Resources (IBAMA) and Mr. Mauro de Almeida Pires – Coordinator for Bioma Cerrado Unit of Ministry of the Environment of Brazil

b) Period of evaluation: from 17th October 2005 to 30th January 2006.

c) Type of evaluation: Terminal

III – Results of Evaluation

III. 1 – Summary of Evaluation Results

The Evaluation Study was based on the JICA methodological procedures and was jointly executed by Japanese and Brazilian teams.

III.1.1 – Relevance:

The Project was designed and appropriately implemented meeting the needs of technical and institutional strengthening of the Integrated Management of Ecological Corridors of IBAMA. The relevance and suitability of the Project to the beneficiaries needs were confirmed during the evaluation study.

The Project is still in conformity with the Brazilian Policy on Sustainable Development for the Ecosystems Corridors and it is also well related to the cooperation policy of the Japanese Government in the field of environment.

Improvements had been supported on integrated ecosystem management by activities implemented on: new practices related to management, and trainings and courses for officers and representatives in relevant organizations in the Corridor and 2 Pilot Areas.

The Project ensured the initial conditions for the multiplication process of integrated management experienced at the Cerrado's Corridor for other Ecological Corridors in Brazil.

III. 1.2 – Effectiveness:

The Project purpose was highly satisfactory achieved and is considered very effective in this phase. The Project achieved the majority of expected outcomes by the improvement of participatory practices introduced to the local and federal institutions. The three outputs contributed to the achievement of the Purpose of the Project.

It is important to highlight the effectiveness of the Project with the establishment of the Integrated Center on Environmental Activities (ICEA) and of the Small Projects on Environmental Education Program (SPEE). This Center allowed the establishment of permanent communication networks between communities for the identification of issues and sustainable use of natural resources for the Protected Areas along the Corridor. It will also work as a focal point for communities as a means to support the current structure for local integrated management.

The Assumptions of the Project gave relevance for keeping counterpart personnel and budget resources for their implementation. However, these were not fully guaranteed during the execution of the Project.

The generated efforts indicate that it is highly possible that flows of short-term benefits initiated by the Project in the Corridor and the 2 Pilot Areas will be kept.

The Project executed several activities to achieve the Purpose of the Project as such as: 6 national and regional seminars; 78 management meetings; 06 workshops with 734 participants; 52 environmental activities with 3350 participants. In the environmental education and social awareness were executed 06 types of program, 12 types of didactic materials (as such as environmental kit), 1500 trainees from public organizations and NGOs at national, regional and local levels.

III.1.3 – Efficiency:

The three Outputs carried out were technically adequate, implemented within the deadline and costs were reasonable for the achievement of the Project's purpose. Product 2 had its scope changed in 2004, focusing more the Pilot Area 2, envisaging time and resources available to the Project conclusion.

The Projects implementation efficiency is considered high satisfactory, regarding the significant efforts made by Japanese experts and counterpart to surpass the Brazilian side situation on shortage of counterpart personnel and budget allocation in order to obtain the achievements of the Project. Implementation delays on planned schedule of activities project for 2003 were recovered by intensive degree of execution in 2004 and 2005.

Regarding timing of inputs: the 2 long-term and 8 short-term experts were appropriate in number, timing of dispatch and specialization fields of knowledge. On what concerns the overseas training of Brazilian technical personnel, 6 of them have been trained in Japan and 2 others were trained in Costa Rica.

Inputs from Brazilian side in terms of facilities, space and basic business supplies were provided simultaneously with project initiation, and adequately during execution. In terms of allocation of technical, budgetary and administrative counterpart for the development of Project and counterparts budget the Project initially faced some problems.

Average costs for the execution of activities and acquisition of materials/equipments for the Project are in conformity with the market of goods and services in Brazil

III.1.4 – Impacts:

The Projects outputs and short-term outcomes achievements are contributing to a certain extent to obtain the overall goal in the next five years. The Project implemented initial conditions and actions in both Pilot Areas and the Corridor based on new practices of integrated ecosystem management and improving skills of officers of relevant organizations in conservation and sustainable use of natural resources of CECPP.

We assume that the overall goal will probably be achieved in the next few years. It will depend directly on IBAMA's efforts to disseminate the initiatives implemented by the Project.

We assume that initial impact was achieved as a result of the Project's direct action by the introduction of new practices and the improved capacity of officers of relevant organizations on integrated ecosystem management. Mid and long-term impacts could be better consolidated with support and funding from other public and private agents, which interact on transversal issues related to sustainable use in both Pilot Areas.

III. 1.5 – Sustainability:

The Project should remain as an effective mechanism for the integrated management for the sustainable use of natural resources in the CECPP. The sustainability of the project will be possible if IBAMA manages and ensures financial and technical resources for the next years.

The following implemented initiatives will be supportive of the operational and technical continuity: two ICEA; Joint Project Coordination Committee of CECPP, with National Council for Sustainable Development of Cerrado's Corridor (CONACER) support; Environmental Education Programs, NGOs and other partners' networks in the Region.

It is possible to evaluate that the Project is likely to be sustainable with special support from MMA in the forthcoming years based on previous analyses.

III. 2. Factors that promoted realization of effects

III. 2.1 Factors concerning to Planning:

The Project design originally proposed actions for the institutionalization of the Integrated Management of the CECPP as a whole and the Pilot Areas. With the start of its implementation, there was a need to concentrate more initiatives in the two Pilot Areas. This "focus" of the design was positive on what concerns better conditions for the achievement of Project outcomes and for multiplication of this successful experience in the CECPP.

A key element in the implementation and achievements of the Project was the creation of technical and operational decision-maker level subjected to the Joint Coordination Project Committee.

The content and implementing method of the Project based on different level of articulations (federal, state and local) and meetings with public institutions and ONGs related to the Corridor and Pilot Areas were relevant to the development of issues of IBAMA's Policy on Planning and Management of Ecological Corridors.

III. 2.2 Factors concerning to the implementation Process:

The Project design allowed the introduction of adaptations that considered demands and capacities installed at IBAMA (Headquarters and Regional offices) as well as other stakeholders. A good example of the ability to respond to problems as well as to be innovative was the establishment of

ICEA in the Pilot Areas, as well as the Small Project for Environmental Activities Program, financing projects for local communities and NGOs.

Another relevant factor was the strategy to apply the Project design to two Pilot Areas located in a single State and subjected to a single Executive Management Office level at IBAMA.

The proposal did not indicate all steps and procedures for planning, execution, monitoring and evaluation of the Project implementation. It actually allowed greater flexibility and commitment to the Joint Project Coordination Committee in its execution.

III. 3 Factors that impeded realization of effects:

III. 3.1 – Factors concerning to Planning:

The original Project proposal was ambitious regarding the expected final results for the Integrated Management of the Corridor as a whole. At the mid of the first year, this conditioning factor “to work with the Corridor as a whole” was modified providing a new strategic design, more appropriate to the strategy of using the achievements in both Pilot Areas as demonstrative-effect. The “focus” onto two Pilot Areas was appropriate regarding time and expected outputs to obtain.

Unclearness of activities in relation to Product 2 hindered, to a certain degree, the effectiveness of this output during the first year of the project implementation.

Monitoring and evaluation of Project results are fragile aspects of the initial cooperation proposal. The initial design of the project did not propose monitoring as a continuous and permanent action to be carried out by IBAMA or the Japanese experts.

III. 3.2 - Factors concerning to the implementation Process:

The main inhibiting factors in the project implementation were: **(i)** reduced budgetary and human resources of the Brazilian counterpart; **(ii)** Delays in the execution of activities during the first year; **(iii)** Low degree of political support from IBAMA’s managerial level in implementing the Project during the first year; **(iv)** Frequent changes of the technical staff as well as high and medium level of management at IBAMA during the first two years; **(v)** Difficult coordination among different focal points at IBAMA; **(vi)** Planning focused at DIREC and execution depending on other technical units at IBAMA; and **(vii)** Initial difficulties in understanding the scope and operational questions of Product 2.

IV. Conclusion:

The Project is still relevant and in conformity with the Brazilian Policy on Sustainable Development for the Conservation of Ecosystems and it is also well related to the cooperation policy of the Japanese Government in the field of environment.

The Project design originally proposed actions for the institutionalization of the Integrated Management of the CECPP as a whole and of two Pilot Areas. There was a need to concentrate actions in the two Pilot Areas with the beginning of the implementation. This strategy was positive on what concerns better conditions for the achievement of Project short-term results, purpose and outcomes. The three Products carried out were technically adequate, achieved within the deadline and costs were reasonable for the achievement of the Project's specific objective.

The actions undertaken appointed as highly probable that the short-term flows of benefits are kept by the Project in both Pilot Areas. It is also highly probable that medium and long term impacts and outcomes will be achieved in the Corridor. The Projects outputs and short-term outcomes achievements are contributing to obtain the overall goal in the next years. Nevertheless, IBAMA will have an important role in the future achievement of the Overall Goal by increasing technical and budgetary resources to obtained on it.

Meeting the Overall Goal will require time and joint effort of a significant number of relevant institutions working in the entire Corridor and Protected Areas. The evaluation team assume that is likely probable that the Overall Goal will be achieved in the next few years as a result of increasing actions and initiatives in the Cerrado's Corridor by IBAMA and others relevant institutions with significant support of the Cerrado National Program of the MMA.

The Project Coordination structure and experienced actions implemented in the Corridor (as ICEA) should remain as an effective mechanism for the integrated management for the sustainable use of natural resources in the CECPP, another Pilot Areas and Brazilian Ecological Corridors.

It is possible to evaluate that the Project is likely to be sustainable in the forthcoming years based on previous analyses. The sustainability of the project would be higher if IBAMA manages and assures an increasing amount of financial and technical resources for the next few years.

The Project implemented activities in both Pilot Areas and the Corridor based on new practices of integrated ecosystem management and improving skills of officers of relevant organizations in this matter. This Project created favorable conditions for working, within the same process, with a set of new Pilot Areas and new Brazilian Ecological Corridors.

V – Recommendations:

V.1- Recommendations for Brazilian Counterpart:

1-It is recommended that IBAMA could to assemble the resources, mobilize community support and develop the political influence and articulation required to achieve the continuity of the Project's results.

2-It is recommended to ensure a favorable context in order to the stakeholders could play their role in the Integrated Management Cerrado Corridor through continuous efforts on supportive legal and

institutional framework within the National Program of Sustainable Use of Cerrado Corridor to promote the multiplication process of integrated management experienced at the Cerrado's Corridor in other areas.

3-It is recommended to promote the continuity on generating knowledge and share the experiences achieved through this project with other stakeholders

4-It is recommended to develop an integrated work with other relevant organizations to promote alternative sources of income for the communities in the Corridor; to reduce environmental degradation and to increase sustainable use of natural resources in the Cerrado.

5- It is recommended to develop new projects in the other Pilot Areas of National Ecological Corridors, spreading out successful experiences implemented through this Project.

V.2 – Recommendations for JICA:

1-It is recommended that, in order to reduce difficulties in the execution of the Project during periods of political-administrative changes, the following actors should be actively involved: civil society representatives; state and municipal governments and non-governmental organizations, among others.

2- It should be included activities aimed to obtaining external funding due to the fact that Projects in this sector do not always involve productive activities. Considering this context, it is recommended that certain mechanisms should be created to help promote self-sustainability of the Project: (i) to ensure ability to capture external funding;(ii) to ensure generation of income for the communities and persons involved;(iii) to ensure that the environmental activities can generate income; and (iv) to secure the application of legal and fiscal setups that could ensure the self-sustainability of environmental activities, such as environmental compensation fund.

3- It is recommended that legal and fiscal setups in the environmental field should be identified in order to facilitate the provision of financial support to environmental conservation and biodiversity initiatives.

4- It should be consider the inclusion of mechanisms that clarify the rules and formalize the relationships established between Executing Agency and different stakeholders of the Project.

5-It is recommended the engagement of local consultants with a large experience and a high technical level in order to be able to overcome reduced number of public officers available at the Executing Agency to execute required Project's technical studies.

6- It should be considered the elaboration of: (i) an activity to integrate the different components of the Project such as the ICEA; (ii) a methodological proposal for technology transfer; and (iii) subcontracting scientific research and data collection;

7- It should be considered the elaboration of a component for monitoring and evaluating the Project, including qualitative and quantitative indicators for the activities planned.

8-It is recommended that spaces such as the Integrated Center of Environmental Activities should be created, as mechanisms to promote meetings, communication and coordination between the different public and non-public actors of the different levels involved.

9- It is recommended that the Executing Agency should produce a Bi-annual Progress Reports and one Annual Report to allow better evaluation and joint monitoring of the Project. With this purpose, the Executing Agency should hold annual meeting with ABC and JICA to plan the activities of the Project.

VI-Lessons learned.

1-A rolling plan based on an annual plan of activities and goals to be achieved according to the evolution of implementation is more effective for this kind of Project.

2-The Project presented a high standard of initiative, adaptability and innovation by defining a strategy which reduced the area of scope of its products to two Pilot Areas. Both Pilot Areas are considered sample of success due to the IBAMA's conditions for implementation. In this context, efficiency has been obtained by the priority given to work with two typologies of target areas, beginning with the Pilot Area where strong dynamics was installed by previous presence of active organizations working in the Cerrado Corridor, as well as experienced local NGOS.

3-This multilevel integrated management approach with a synergy action of different agents of public and NGOS combining different levels of administration took some time to be understood by concerned institutions and local communities. Further preliminary activities such as seminars, meetings and workshops should be implemented at the planning stage of the Project to facilitate the implementation process;

4- Management rules and procedures of the multilevel and transversal cooperation model with the participation of different stakeholders were not defined during the Project implementation. In this context, a management system with rules and procedures should be established to maintain the effectiveness of the transfer of these experiences to other areas of the Cerrado's Corridor and other National Corridors, after the conclusion of the Project.

5-Monitoring and evaluation during the implementation process could help the Project to increase the achievement of outcomes and outputs. It would be very useful and efficient to the Project if an independent monitoring and evaluation task force group could be implemented from the beginning of the Project execution, defining responsibilities of evaluation tasks and mechanisms of its supervision

6-During the implementation process, the Project faced reduced institutional ability of local administration to play an important role to coordinate concerned parties and to support the formation of a framework for community development due to constraints in financial and technical local resources. The Project implemented an alternative strategy with the support of IBAMA's regional and local communities in each Pilot Area: (i) creating an Integrated Center for Environmental Activities

and (ii) proposing an Annual Program to fund the community small projects in environmental education.