

Summary Sheet for Result of Evaluation Study After the Project

1. Outline of the Project		
Country: Malaysia		Project title: Technical Cooperation Programme for Bornean Biodiversity and Ecosystems Conservation in Sabah, Malaysia
Issue/Sector: Environment (natural environment)		Cooperation scheme: Technical cooperation project
Division in charge: Forestry and Nature Conservation Team 1, Global Environment Department		Total cost (at the time of evaluation): 1.16 billion yen
Period of Cooperation	February 1, 2002 – January 31, 2007 (Date of conclusion of R/D): October 19, 2001 (Extension): (F/U): (E/N):	Partner Country's Implementing Organization: Institute for Tropical Biology and Conservation, Universiti Malaysia Sabah; Sabah Parks; Sabah Wildlife Department; Science and Technology Unit of Sabah; Sabah Forestry Department; Sabah Land and Survey Department; Sabah Environment Protection Department; Sabah Foundation; District Offices of Crocker Range Area etc.
		Supporting Organization in Japan: Ministry of the Environment, Ministry of Agriculture, Forestry and Fisheries
		Related Cooperation: Japan Overseas Cooperation Volunteers (JOCVs)
<p>1-1 Background of the Project</p> <p>The rich forest ecosystems in Borneo holds an important position as an asset of humankind in terms of the conservation of biodiversity and prevention of global warming. However, without a well-established structure to conserve this or sufficient understanding about the ecosystems and natural resources, disorderly development has been causing deforestation. Under such circumstances, there was a request for project-type technical cooperation based in the Institute for Tropical Biology and Conservation (ITBC), established in Universiti Malaysia Sabah.</p> <p>As a result of the basic study in September 2000 and the programme formulation study for which a study team was dispatched in February 2001 in response to the request, it was found out that the improvement of the situation would require not only research study of biodiversity but also improvement of administrative capacities for reserve management, environmental education etc. and comprehensive approach in collaboration with all these activities. Therefore, agreement was made on a proposal of a framework for a nature conservation programme consisting of 4 components to be carried out by Universiti Malaysia Sabah and 9 related implementing organizations in Sabah State.</p> <p>After that, during the first short-term study from July to September 2001, PgDM, PDM and PO were developed, and during the second short-term study in October 2001, R/D was signed on October 19 after confirmation of the implementation system of the Malaysian side etc. After these processes, the Bornean Biodiversity and Ecosystems Conservation (BBEC) Programme was carried out during the five year</p>		

cooperation period from February 1, 2002, to January 31, 2007. In this programme, mid-term evaluation was conducted from November to December 2004.

1-2 Project Overview

(1) Overall Goal

Biodiversity and ecosystems conservation in Sabah is strengthened.

(2) Programme Purpose

A comprehensive and sustainable approach for nature conservation is established.

(3) Outputs

Output 1:

Integration of monitoring systems among components for comprehensive nature conservation is strengthened.

Output 2:

Appropriate models for education and research for nature conservation are established.

(Project purpose of the Research and Education Component (REC))

Output 3:

Models and options for effective reserve management are developed.

(Project purpose of the Park Management Component (PMC))

Output 4:

An approach for comprehensive habitat management for important species is established.

(Project purpose of the Habitat Management Component (HMC))

Output 5:

A model to change target people's attitude toward biodiversity conservation is established.

(Project purpose of the Public Awareness Component (PAC))

Output 6:

A more permanent framework based on comprehensive nature conservation modelled is developed in the Programme.

Output 7:

Plans, progress and results of the Programme are released to the public.

(4) Inputs (at the time of evaluation)

Japanese side:

Long-term Expert: 19 persons in total (365.0M/M)

Short-term Expert: 31 persons in total (48.7M/M)

Equipment: Approx. 290 million yen

Training of counterparts: 57 persons

Administrative cost: 4 million R.M. in total (approx. 120 million yen)

Malaysian side:

Assignment of counterparts and staff: 117 persons in total

Administration costs for land, buildings and facilities

- Research and Education Component: 564,000 RM (approx. 16.92 million yen)

- Park Management Component: 1,094,800 RM (approx. 32 million yen)

- Habitat Management Component: 188,599 RM (approx. 5.66 million yen)

- Public Awareness Component: 436,473 RM (approx. 13.09 million yen)

II. Evaluation Team

Members of Evaluation Team	(Specialized field: name, title) (1) Team Leader: Yukihide KATSUTA, Group Director, Group 1, Global Environment Department, JICA (2) Environmental Cooperation: Reiji HIGASHIOKA, Senior Research Coordinator, Planning Office, Planning Department, National Institute for Environmental Studies (3) Nature Conservation: Motohiro HASEGAWA, Senior Expert, JICA (4) Evaluation Planning: Daigo SASAKI, Forestry and Nature Conservation Team 1, Group 1, Global Environment Department, JICA (5) Evaluation Analysis: Yoji MIZUGUCHI, Nippon Koei Co., Ltd.	
Period of Evaluation	August 14 - September 9, 2006	Type of Evaluation: Terminal

III. Results of Evaluation

3-1 Confirmation of Results

(1) Programme Outputs

Output 1: Integration of monitoring systems among components for comprehensive nature conservation is strengthened.

A monitoring system, which was introduced in April 2003 and corrected in October of the same year, has been used for progress management of each component and program activities. Through four-level regular meetings (Programme Steering Committee, Component Heads Meeting, Working Groups of each component and Joint-Secretariat Meeting), consideration, preparation and evaluation concerning communication activities among components are conducted at the same time as project monitoring.

Output 2: Appropriate models for education and research for nature conservation are established. (Research and Education Component (REC))

Research based on conservation biology and taxonomy and an educational model based on the research result have been established. Exhibitions and seminars are regularly held as part of education, and some of the research results were fed back to the biodiversity conservation and management activities. However, the model needs to be further enhanced so that the research results will contribute to the conservation and management activities.

Output 3: Models and options for effective reserve management are developed. (Park Management Component (PMC))

Management models and options effective in park management such as introduction of Community Use Zones (CUZ), certification of honorary park wardens and proposal of ecotourism, have been developed in the Crocker Range Park Management Plan. Especially for CUZ, it is planned that discussion will be held with model rural communities located in the park and a letter of consent with the residents concerning CUZ management will be created and agreed on within the programme period.

Output 4: An approach for comprehensive habitat management for important species is established. (Habitat Management Component (HMC))

Reserve management with resident participation and ecotourism led by residents have been planned and carried out in a pilot area with the participation of 11 concerned parties including local residents

(District Office, Department of Fisheries. NGOs, tour companies, plantation managers etc.). In addition to integrative activities carried out within the scope of the component, such as obtainment of approval of the Sabah State government on a newly applied-for Lower Segama Wildlife Conservation Area and establishment of the Borneo Conservation Trust, the above-described conservation activities with resident participation have also been producing good results.

Output 5: A model to change target people's attitude toward biodiversity conservation is established. (Public Awareness Component (PAC))

Support for capacity improvement has been provided and development of teaching materials have been carried out for the five target groups (teachers, non-environmental NGOs, journalists, policy makers and developers) that will be major actors in enlightenment, dissemination and environmental education in Sabah State so that they could carry out enlightenment, dissemination and environmental education activities. Moreover, environmental education policy to support activities of each group is being developed and will be presented to the state government in December 2006.

Output 6: A more permanent framework based on comprehensive nature conservation modelled is developed in the Programme.

A framework to maintain activities of each component is under study. It is planned that environmental education policy (PAC), proposal for integration of protected areas (PMC and HMC) and proposal for integration of research, maintenance and management (REC) will be created and presented to the state government by December 2006. It is also planned that the integration framework for the four components will be created and presented before the termination of the programme, but the study among components seems insufficient.

Output 7: Plans, progress and results of the Programme are released to the public.

The programme has been reported and presented by the media over 700 times as of July 2006. The website of the programme is available in English, Malay and Japanese, and the hit count is over 117,000 as of August 2006.

(2) Programme Purpose

All the programme purposes except the proposal of a permanent framework at the programme level have been almost achieved. As for the permanent frameworks, draft frameworks at the component level have been almost completed. These frameworks will be finalized and study will be conducted concerning the framework at the programme level. And they will be presented to the state government before the termination of the Programme. Major achievements are as shown below.

- (a) Many joint activities (field survey, setting and investigation of permanent study areas, holding of international conferences, enlightenment and dissemination activities, biweekly seminars etc.) have been carried out.
- (b) Organizations that were not BBEC implementing organizations (rural communities, Department of Fisheries, tour companies, NGOs etc.) have participated in management of Crocker Range Park or management of the proposed Lower Segama Wildlife Conservation Area. Personnel of the Department of Education, teachers, policy makers, developers, journalists and non-environmental NGOs have participated in environmental education activities.
- (c) Each component will prepare policies and proposals concerning the frameworks to maintain activities after the termination of the Programme and present them to the state government in

December 2006.

(3) Overall Goals

The overall goals are expected to be achieved to some extent in the next five years for the following grounds and reasons.

- (a) In case environmental education policy is approved by the state government, the government will support educational activities for biodiversity conservation and environmental education activities will be carried out with the participation of many organizations.
- (b) In case the proposal concerning integration of reserves is approved by the state government, Integrative Reserve Management Committee (tentative name), consisting of over 10 organizations including the Wildlife Department and the Sabah Parks, will be established and they will cooperate in maintaining the reserves in the state.
- (c) Borneo Conservation Trust is expected to contribute to the conservation of important wildlife habitats outside reserves.
- (d) Candidate areas identified by HMC may be approved as reserves through the same process as that for the proposed Lower Segama Wildlife Conservation Area.
- (e) It is expected to be difficult to continue comprehensive conservation activities after the termination of the Programme unless a comprehensive framework that will integrate four components is established.

3-2 Summary of Evaluation Results

(1) Relevance

It is judged that the “relevance of the Programme is fully secured” for the following reasons.

- (a) There is a sufficient level of consistency with policies of the federal government of Malaysia and Sabah State government.
- (b) There is consistency between the missions and roles of the implementing organizations, which are the target groups, and activities of each component.
- (c) There is consistency with the ODA policies of the Japanese government.
- (d) Continuous conservation of world-class biodiversity and ecosystem meets worldwide needs.

(2) Effectiveness

The effectiveness of the Programme is “satisfactory” for the following reasons.

- (a) The project purposes except the one for the permanent framework at the programme level have been mostly achieved. For the permanent framework at the programme level, further study should be conducted among components.
- (b) All the outputs except Output 1 and Output 7 are directly linked to the achievement of the programme purpose. Output 1 and Output 7 also contribute to the achievement of the purpose in an effective and efficient manner. Therefore, the logical effectiveness of the whole Programme is high.
- (c) The external factor of “continuation of policy support from Sabah State” has been satisfactory throughout the Programme.

(3) Efficiency

The efficiency of the whole programme is judged “satisfactory”. Major reasons are as follows.

- (a) All the outputs except Output 6 have been achieved or almost achieved.

- (b) The inputs from the Japanese and Malaysian sides have been mostly appropriate in terms of timing, quality and quantity.
- (c) The monitoring system introduced in 2003 has promoted sharing and communication among implementing organizations concerned as well as having enabled efficient programme management.

(4) Impact

The positive impacts that have been generated by this time or are expected to be generated are as follows.

- (a) Cross-organizational cooperation, which was rarely seen before the implementation of the Programme, has been promoted and strengthened.
- (b) The five target groups concerning enlightenment and dissemination, which had no relevance to each other, have started exchange views and opinions concerning the ecosystems conservation and environmental education in Sabah State.
- (c) As a result of the management activities with residents' participation, residents in and around reserves have become cooperative in ecosystem conservation activities.
- (d) Organizations and agencies other than BBEC related organizations have participated in ecosystem conservation activities and become aware of the importance of the activities.
- (e) Some ministers and politicians have become interested in the conservation of biodiversity and ecosystem.

The negative impacts that may be generated are as follows.

- (f) In case the rural communities that have concluded the agreement concerning the use of CUZ in the Crocker Range Park do not get enough support for livelihood improvement and land use management, CUZ may not be appropriately used.
- (g) In case a large number of tourists visit Dagat Village (a village where ecotourism is carried out at the initiative of the residents) in the proposed Lower Segama Wildlife Conservation Area and there is not enough support for the improvement of organizational and financial management capacities of the village, discord may arise in the village.

(5) Sustainability

The sustainability of the whole programme is evaluated as "moderate to satisfactory". The grounds are as stated below.

- (a) As biodiversity and ecosystem conservation, the major task of the programme, is consistent with the policies of the federal and state governments, policy support is expected to continue.
- (b) The frameworks to continue component activities are being considered and prepared at the component level and a proposal will be presented to the state government by December 2006.
- (c) Although it is planned that the framework at the programme level will be prepared before the termination of the Programme, it seems that it is still in the study phase and ideas are not fully shared among components. Further consideration will have to be made among components.
- (d) The state and federal governments are expected to continue to allocate their budget to each component.
- (e) Each component has enough technical capacities to continue the ongoing activities, and no technical difficulties are seen in programme management. However, they still do not possess sufficient capacities in new technical areas or for activities that require a high level of technical

skills.

3-3 Factors that Promoted Realization of Effects

(1) Factors Concerning to Planning

- (a) Comprehensive activities for biodiversity conservation were carried out with the participation of many implementing organizations.
- (b) A monitoring system was introduced in an early stage of the Programme.
- (c) The purposes of the components were adjusted to the needs of the implementing organizations.

(2) Factors Concerning to the Implementation Process

- (a) The implementing organizations were aware of the important of the Programme and each component and exercised a high level of ownership.
- (b) Awareness of biodiversity conservation among high-level state government officials and powerful politicians has been raised.

3-4 Factors that Impeded Realization of Effects

(1) Factors Concerning to Planning

- (a) Understanding of the “permanent frameworks”, which was one of the outputs, was not fully shared among the persons concerned in the Programme.
- (b) Understanding of the necessity of data sharing through MUSEBASE differed in ITBC, the Sabah Forestry Department (Forest Research Institute) and Sabah Parks.

(2) Factors Concerning to the Implementation Process

- (a) Change of experts caused a lack of understanding of some activities and led to a delay.
- (b) Due to delay in delivery of GPS devices from a vendor and failure of GPS devices, installation of GPS devices on elephants is delayed.

3-5 Conclusion

- (1) It is judged that each of the four components that make up the Programme (Research and Education, Park Management, Habitat Management, and Public Awareness) has achieved or is expected to achieve its project purpose.
- (2) All the components are preparing a permanent framework within the scope of its activities, and the activities of each component are expected to continue after the termination of the Programme.
- (3) As for the whole Programme, the establishment of an organizational framework is being finalized so that the Programme purpose will be achieved. However, further discussion needs to be carried out among the components.

3-6 Recommendations (Specific Measures, Suggestions and Advice Related to the Programme)

- (1) As for the whole Programme, the document showing an “organizational framework for integration” that is now being prepared will have to be actually created by the termination of the Programme. The organizational framework to integrate the four components will have to be established and maintained after the termination of the Programme. Moreover, it is hoped that the cooperation model obtained through the implementation of BBEC that many organizations achieve a single purpose through cooperation and coordination will be utilized in other states of Malaysia.
- (2) Research and Education Component (REC) will have to assign technicians to maintain and manage

biodiversity information database (MUSEBASE) before the termination of the Programme. For activities after the Programme termination, research, education, application to actual management and better linkage will be required.

- (3) Park Management Component (PMC) and Public Awareness Component (PAC) have to obtain approval from the Sabah State government on the Crocker Range Park Management Plan and the environmental education policy by the termination of the Programme. After the completion of the Programme, they will have to be steadily carried out and monitored.
- (4) Common requirements for all the components including ecotourism of Habitat Management Component (HMC) are technical improvement of the counterparts, staff assignment etc.

3-7 Lessons Learned (Cases from this projects that may be a reference for the discovery, formulation, implementation, and operation for other similar projects)

- (1) Comparative advantages of a comprehensive approach:

The fact that many government organizations and relevant parties took a comprehensive and sustained approach to the common goal of biodiversity and ecosystem conservation in Sabah State shows a synergy effect that could not have been obtained if each sector had taken a separate approach.

- (2) Notes and difficulties in an integrative approach:

It is hard not to feel that the involvement of many organizations, relevant parties, experts etc. in the Programme made it difficult to coordinate activities etc. Although it is considered important that activity-level integration of a programme produces a synergy effect, it requires strong leadership and support and understanding of high-level government officials, and for this, long-term activities are required.

- (3) Importance of a monitoring system:

With a well-developed internal monitoring system, BBEC summarizes the results of monitoring concerning the achievement of inputs, activities, outputs etc. into a progress report every six months and obtains approval from the Joint Coordination Committee. This monitoring system contributed to the steady implementation of the Programme.

- (4) Effect of cooperation with various parties concerned:

In cooperation with district offices, Sabah Parks introduced Community Use Zone (CUZ) as a system to resolve land issues with the residents living in the parks. The existence of the local government unit contributed to the establishment of a relationship with local residents. Sabah Wildlife Department cooperates with district offices, NGOs etc. in the implementation of ecotourism led by local residents. Cooperation between community-based organizations and other organizations concerned is an important factor in resource management in a local community.

3-8 Follow-up status

A document showing “organizational frameworks for integration” will be created around November 2006 to achieve the purpose of the Program Phase I. At the same time, opinions about Phase II will be collected from persons concerned on the Malaysian side. Support will also be provided to issue analysis and objective analysis workshops as needed.