

## Summery of Terminal Evaluation Study Results

I. Outline of the Project	
<u>Country</u> : Republic of Argentine	<u>Project title</u> : The Natural Environment Conservation Project in the Iguazu Area
<u>Issue/Sector</u> : Nature Environment Conservation, Environment	<u>Cooperation scheme</u> : Technical Cooperation Project(PROTECO)
<u>Division in charge</u> : Global Environment Department, Forestry and Nature Conservation Group, Forestry and Nature Conservation Division II	<u>Total cost</u> : Approx. 240 million yen(As of February, 2007) JPY108.914million in FY2004 JPY 74.504million in FY2005 JPY 56.912million in FY2006(Estimated)
<u>Period of Cooperation</u>	(R/D): December 19, 2003. From April 1,2004 to March 31, 2007
	<u>Partner Country's Implementing Organization</u> : -the natural environment of the National Park Agency (APN), -Ministry of Ecology, Renewable Natural Resources, and Tourism of Misiones province (MERNRyT) -Andresito municipality
	<u>Cooperation Organization in Japan</u> : -Ministry of Environment -Japan Wildlife Research Center
	<u>Other Associated Cooperation</u> : The Forestry Agency

## **1 Background of the Project**

The Republic of Argentina puts a high priority on conserving its rich biodiversity in the country. The basic policy, established in November 2002 based on the General Environmental Law, aims at conservation of biodiversity and natural resources which contributes to improving living conditions of the present and future generations through the appropriate and sustainable use of nature resources. The Iguazu Region, which is the targeted area of the Project, and its surrounding areas are designated as World Natural Heritage sites and have the richest natural ecosystems on a basis of abundant rainforest internationally known as the Parana Forest. However, the valuable natural asset is threatened by the inadequate human activities such as expansion of farming area and not sustainable use of natural resources.

The overall goal of the Project is 'To improve the management and the utilization of Iguazu National Park and the public sanctuary and to strengthen conservation of the natural environment in the Green Corridor' and the Project purpose is to develop officers' capacity for management of organizations concerned. In order to achieve the goals, national and provincial governments should urgently formulate management plan of "Protected Areas" achieving an ideal balance between the improvement of living standard through collaboration with local residents and the conservation of natural environment/biodiversity. The strengthening of management system of nature conservation contributes to management plan of "Protected Areas".

Cooperation scheme of the Project is PROTECO (Proposal-type technical cooperation) and "Japan Wildlife Research Center" is a cooperation organization. "Japan Wildlife Research Center" and JICA jointly implemented the Project Formulation study (march, 2003) and the preparatory evaluation study (July-August, 2003) and Project document was prepared. On December 2003, Record of Discussion (R/D) was signed and the Project started from April 2004.

## **2 Project Overview**

### **( 1 ) Overall Goal**

To improve the management and the utilization of Iguazu National Park and the public sanctuary, and to strengthen the conservation of the natural environment in the Green Corridor.

### **( 2 ) Project Purpose**

To develop officers' capacity for management of the natural environment of the National Park Agency (APN) and state government (MERNRyT) and Andresito municipality in the project area

### **( 3 ) Outputs**

#### **Output 1:**

To share and utilize information and data on the natural environment among the relevant organizations and to utilize them for natural environmental management

#### **Output 2:**

To upgrade the capability of the C/Ps in promoting the dissemination and educational activities on natural environment protection targeting local citizens in the project area and tourists

#### **Output 3:**

To accumulate the knowledge and experience of sustainable natural resource utilization through the implementation of a pilot program and transfer them to local community.

**( 4 ) Inputs (As of December, 2006)****Japanese side**

## (a) Experts

## Short-term experts

Twenty nine (29) person/times of short-term experts in total have been dispatched in the following fields:

- Social Development / Project Manager
- Conservation of the Natural Environment
- Ecotourism
- Protected Area Management / Project Coordinator
- Environment Education
- Participatory Management of the Natural Resources

## (b) Provision of machinery and equipment

The Japanese side has provided approximately JPY1.9513 million.

## (c) Training of Argentine counterpart personnel in Japan

Eight (8) of Argentine counterpart staff have participated in short-term training courses. In total four training courses were held in the field of Natural Environment Conservation and Natural Resource Control.

## (d) Operational cost of the Project

The Japanese side has provided approximately JPY2.6371 million for the operation of the Project.

**Argentine Side**

## (a) Assignment of counterparts (C/Ps) and other personnel

Total numbers of Four (4) counterpart personnel have been assigned for the Project.

## (b) Budgetary allocation (Local cost)

Argentine side has allocated approximately 161 thousand pesos for the Project.

## (c) Provision of land, building and facilities

Andresito Municipality provided the project office which was newly built as an annex of the building of Andresito municipality office. MERNRyT provided, with consensus of Andresito municipality, the land for the pilot program implementation. APN provided the land for Yacuy Project office. In addition, facilities and equipment necessary for the Project activities were provided by Argentine side.

**II. Evaluation Team**

Members of Evaluation Team	1. Leader	Mr. Kenichi TAKANO	Executive Technical Advisor to the Director General, JICA
	2. Planning/Evaluation	Mr. Masahiro ITO	Forestry and Nature Conservation Team2, Group 1 (Forestry and Nature Environment), Global Environment Dept., JICA
	3. Evaluation and Analysis	Ms. Mitsue MISHIMA	Consultant
Period of Evaluation	November, 27, 2006~ December, 18, 2006		Type of Evaluation : Terminal Evaluation

### **III. Results of Evaluation**

#### **1 Confirmation of achievements**

Outputs and Project purpose of the Project are mostly achieved as planned and it was confirmed that some activities toward the Overall goal were already emerged. the plan for management and operation for information sharing is being discussed among C/P organizations, and it is expected to be agreed by the end of the Project

#### **( 1 ) Project Purpose**

The Project achieved all indicators for the Project purpose. Accordingly, the Project contributed to their capacity development. Each personnel have improved their capacity in a different way because of the diversity of their work.

- (a) Indicator1; Regarding self-evaluation, more than two (2) C/Ps have become capable of carrying out the tasks related to each of six (6) items necessary for natural environment management without support of JICA experts. And it was confirmed that C/Ps have also developed their capacity through interview to Japanese experts and officers of C/P organizations.
- (b) Indicator2; Self-evaluation by C/Ps and interview with Japanese experts clarified that APN personnel has developed their capacity through implantation of seminar and participation in the workshop.
- (c) Indicator3; Self-evaluation by C/Ps and interview with Japanese experts clarified that the MERNRyT personnel has developed their capacity through planning and implantation of the Environmental Education Program.
- (d) Indicator4; Self-evaluation by C/Ps and interview with Japanese experts clarified that the Andresito city officers has developed their capacity through training planning and extension activities.

#### **( 2 ) Outputs**

- (a) Output1; Information and data on the natural environment were shared and utilized among the relevant organizations and to utilize them for natural environmental management.

In the third year, it is planned to prepare a plan for management and operation regarding information sharing and utilization targeting the post Project period. As of December, 2006, responsible organization and work share is clarified and discussion on the method of information sharing was progressed.

- (b) Output2; The capability of the C/Ps in promoting the dissemination and educational activities on natural environment protection targeting local citizens in the project area and tourists was improved.

By December 2006, 9 partnership projects, including seminars and workshop under the cooperation among the C/P organizations which exceeds the target number 6. Target number of C/P organization officer was 50. During three years, in total 55 officers participated in the seminars/workshops.

- (c) Output3; The knowledge and experience of sustainable natural resource utilization were accumulated through the implementation of a pilot program.

The target 10 items to be shared among the C/P organizations, APN, MERENRyT and MCA, has achieved by the end of the second year of the Project.

## **2 Summary of Evaluation Results**

### **( 1 ) Relevance**

The Project is highly consistent with the policies and needs both at national, provincial, and municipality levels. As for project design and approach, these were adequate in term of selection of three level of C/P organizations, since these are supposed to take critical roles in natural environment conservation in the Project area. On the other hand, this approach could have been examined from a viewpoint of project management and implementation and then incorporated them into logical framework of the Project. Original Project Design Matrix (PDM) have some deficiency in terms of specific and well defined indicators and logical connection between Project objective and outputs.

### **( 2 ) Effectiveness**

According to their self-evaluation by C/Ps and evaluation made by Japanese experts before and after the Project, almost all of them improved their capacity for all items. At the time of terminal evaluation, they can do the activities by themselves or with little support by Japanese experts. Capacity development of these officers was also verified by some other personnel in three C/P organizations. It is evident that they also have willingness in coordination and implementation of the Project activities, as they have already developed the environmental education activities based on their experience through the Project for their own initiatives from the second year. Dissemination workshops targeted local residents were planned and coordinated by target C/Ps. On the other hand, the Project might have attained even higher achievement, if organizational analysis was conducted in the context of “capacity development” for each C/P organization.

### **( 3 ) Efficiency**

The activities were conducted mostly on schedule by the time of terminal evaluation although there was some delay in timing of inputs and some decision making in the first half of the Project period. In response to mid-term evaluation recommendation, both Japanese side and Argentine side took some actions to strengthen the implementation structure in the latter half of the Project. Function of Working group of the Project is, however, primarily information sharing among C/P organizations, thus it could be defined the role of each involved officers and commitment. In this sense, it would have been better to define the function of working group as a driving force for project activity implementation.

#### **( 4 ) Impact**

At the time of terminal evaluation, some activities in environmental educations and ecotourism are being implemented, although the number is still very limited. In terms of awareness-raising and environmental education, activities such as environmental education targeting school teachers as key intermediates can contribute to promote consciousness on environment conservation issues among local people. Participants of the Project activities were not limited only to C/P organization staff and Andresito citizens but also state university, neighbor city officers, and so on. In this point, the Project presented its experience to other people with a view to the stakeholders in Overall goals, therefore some possibility to expand the activities can be found, however, this must be verified again some years later. Another impact is currently observed in institutional aspect. In 2005, the Project promoted the establishment of new institution on environmental related activities such as the Environment Educators Group (GEA) and Ecoclub Andresito municipality. Negative impacts were not observed so far since the Project try to mitigate it by paying attention in its approach and activities.

#### **( 5 ) Sustainability**

The Project will be sustainable from political and administrative aspect. In terms of organizational and financial aspects, during the Project period, all the C/P organizations have been making efforts for personnel assignment and budget allocation for the Project but the present budget and manpower is not enough regarding the sustainability and development of the project activities. In terms of management of Ecolodge, MERNRyT has taken the responsibility and made agreement on service provision with Tourism service cooperative, which was established the independent entity for the management of Ecolodge. At operation level, C/P officers of three organization show willingness to cooperate each other. At decision making level, however, it may be difficult to have consensus with all organizations. At the same time, this experience should be further disseminated to outside relevant organizations since the concept and methodology for buffer zone management is highly applicable in other areas in Green Corridor and/or even in the whole country of Argentina. Key C/P officers of each organization have started to develop their activities and disseminate their experience to other staff in organization. These activities have just initiated and should be evolved further with a strong initiative from each C/P organization, in order to assure the Project sustainability.

### **3 Factors that promoted realization of effects**

#### **( 1 ) Factors concerning to Planning**

- The good way to share information among persons involved and its contents
- Materials for education and extension and the seminar/workshop contributed to the acquirement of new knowledge and skills.
- Implementing pilot projects contributed not only to the development of C/P's capacity but to the acceleration of local citizen's participation

#### **( 2 ) Factors concerning to the Implementation Process**

- At the beginning time of the Project, it was quite difficult to coordinate the project activities
- Efforts to implement Project smoothly by relevant organizations avoided the delay of the Project
- Efforts by main C/Ps to develop their capacity contributed to the generation of impacts

### **4 Factors that impeded realization of effects**

#### **( 1 ) Factors concerning to Planning**

- In the early project design, an uncertain relationship among the project purpose, its indicators, Outputs, and activities had the difficulties to come to a common understanding on the contents of Project and its direction

#### **( 2 ) Factors concerning to the Implementation Process**

- At the beginning of the Project, it took a lot of time to coordinate the Project activities due to the following reasons;
  - Language problems
  - Poor communication and transportation infrastructure
  - Remote offices
  - Instable assignment of C/P

### **5 Conclusion**

The Project is highly relevant in terms of consistency with the policy at national, provincial and municipal in Argentina, with the Japanese ODA policy, and with the needs of the target area. In terms of the Project design, while the selection of C/P organizations is relevant in terms of entailing many stakeholders in relation to the Project, it would be better to organize activities and outputs in the context of Project purpose.

Given the Project period and difficulty in new challenge for coordinating three C/P organizations, effectiveness was satisfactory level, in respect of upgrading key C/P officers' capacity and motivating them for developing their activities. It might have been even better if the indicators for capacity development were set based on the organizational analysis in the beginning of the Project. Efficiency is moderate due to constraints on communication and number of personnel involved as a key actor in the Project, however, the both Japanese and Argentine side made the efforts to improve those delay thereafter.

The Project will likely to have further impacts and sustainability since some activities are emerged by their own initiative before the Project completion. If all concerned parties, C/P organizations, local citizens in target area will keep and develop their activities by taking measures to mitigate or minimize negative impacts, under effective coordination/cooperation with outside organizations such NGOs, International donors, other neighboring countries, and others.

## **6 Recommendations**

Based on the evaluation, the Team suggests the following measures to assure the development and sustainability of Project activities;

### **( 1 ) Measures to be taken by the Project completion**

#### **(a) Clarification on Cooperation among Tripartite cooperation for the Post-Project**

Since the Japanese experts team has played important roles in terms of coordination and management, such roles by the Japanese team should be taken over among three C/P organizations after the termination of the project. Therefore, the Team recommends that C/P organizations should prepare the “Action plan”, with consensus of three C/P organizations, not only TOR of each activity but also roles in terms of integrated project management and coordination by the end of the project. Further, it is better to plan coordination meetings as the Joint Coordinating Committee (JCC) after the project.

#### **(b) Clarification of management system of “Ecolodge”**

Regarding the management system of Ecolodge, the outline such as organizing “Cooperative for Tourism Service” and setting an advisory committee has been agreed at the moment. However, more details such as decision making system and obligations of the member of the advisory committee, which might be critical matters, don't reach consensus among C/P organizations though a proposal has been already submitted by MERNRyT. Therefore, the team strongly recommends that C/P organizations should agree on details in the form of “Action plan” as mentioned above before the end of the project period.

#### **(c) Utilization of the machinery and equipment provided by Japanese side**

Utilization of the machinery and equipment is one of important factor for effective implementation of the activities. Therefore, the Team recommends that C/P organizations should agree on their utilization before the end of the project period from a view point of effective and efficient implementation of the project activities.

### **( 2 ) Measures to be taken after the Termination of the Project**

#### **(a) Continuation of each activity**

In order to achieve the Overall Goal, continuation of project activities are prerequisite. Data collection and sharing, which is Output 1 in the PDM, is a basis of forest conservation activity. Measures to be taken for the conservation should be chosen and/or modified at times in accordance with sound data and information on variable forest condition and the surrounding situation. Therefore, continuous data collection and its sharing are essential for the conservation. Secondly, as for environmental education which is Output 2, the project mainly has concentrated on capacity development of the C/P and teachers. Therefore, it is necessary to continue and expand it to local people who affect negative impact to the forest. Thirdly, pilot program of ecotourism, which is Output 3, still needs a time to monitor the effectiveness and disseminate accumulated experiences to private sector. Thus, in order to achieve the ultimate goal of each activity, further efforts are necessary to be continued.



**(b) Allocation of sufficient budget and human resource**

The arrangement in terms of finance and human resource (number and capability) for the post-project is necessary for the continuation of the project activities and achievement of the Overall Goal. However, current conditions are still insufficient for the continuation and expansion of the project activities. Therefore, it is recommended that C/P organizations should strengthen financial and human resource aspects further.

**(c) Developing and Disseminating the Project experience**

To each C/P organizations, given limited number of people, it is recommended that each organization should take consideration on key C/P personnel position to promote further their experience.

In order to achieve natural environment conservation in Green Corridor, each organization must strive to maximize the outputs of the Project. It is recommended that each organization should share their experiences in each organization. At the same time, it is also necessary to disseminate this experience to other relevant organizations such as neighbor municipals, NGO, and other international donors.

**(d) Collaboration with other donors and neighboring countries**

It is critical to have effective cooperation with other donors and neighboring countries. For instance, data sharing and close communication among neighboring countries namely Argentine, Brazil and Paraguay are effective for the forest conservation because the Parana Forest including the Green corridor encompasses these three countries. Regarding cooperation with donors, there might be probabilities to assure the continuation of the project activities with a variety of assistance by donors. Actually, it is reported that Spanish organization has planned to conduct similar activities in the Green Corridor. It is recommended that C/P organizations should establish close relation with other donors and neighboring countries to the Overall goal.

**7 Lessons Learned**

**( 1 ) Timing of revision on PDM**

Particularly in case of three years period of the Project, it is better to revise and to set indicators at the earliest time as possible, in the beginning of the Project if the Indicators and narrative summary in the PDM should be changed in accordance to actual operation. It would have been ideal that the PDM was reviewed as in the timing suggested by pre-evaluation of the Project, namely, three months after the Project commencement. Some revision were made and improved at the mid-term evaluation. Considering the project period, however, it is better to review the PDM on major issues in narrative summary and indicators in early stage of the Project.

## **( 2 ) Project Management of Tripartite Organizations: National, Provincial, and Municipal level**

In the approach to natural environment conservation issues, close cooperation and coordination among all relevant organizations is indispensable. The Project attempted new challenge to establish implementation structure of three C/P organizations that have different obligations, jurisdictions, amount of budget and its system, scale and capacity of human resources, and geographical distance each other. It was easy to imagine that there would be lots of constraints in the beginning. Almost all the indicators have been achieved as planned; however, as a result of the evaluation and its analysis, lessons learnt for better Project implementation are summarized as follows:

### **(a) Organizational analysis: for effective cooperation with three C/P organizations**

In light of Project purpose, “capacity development” of C/P organizations’ officers should be examined based on organizational analysis on three C/P organizations should be analyzed in two aspects: “intra” and “inter-organization” relationship. Diagnosis of each organization should be made in terms of strength and weakness, officers’ job description, their location, and internal position, and relation with other departments inside each organization, and opportunities & constraints to develop effective cooperation.

### **(2) Stakeholder analysis: for cooperation/coordination with other institutions**

Outside of the cooperative framework of tripartite cooperation, it was also important to conduct stakeholder analysis on all actors in nature conservation Effective cooperation and coordination.

During the implementation period, the Project strived to cooperate and collaborate with local NGOs and the relevant organization in Brazil through organizing workshops and daily activities. In consequence, those trails greatly contributed to C/P’s capacity development and enhancement of their motivations. Therefore, it is desirable that such activities will be adopted positively in similar projects.

### **(3) Implementation Strategy based on the result of analysis**

Based on the analysis on (1) and (2), implementation strategy should be clarified at the outset of the Project. The strategy should clarify the mechanism of implementation structure with specific Terms of Reference (TOR) of each C/P organizations. This strategy, importantly, should preview the measures how to modify the implementation structure when it is not functioned well as supposed.

## **8 Follow-up Situation**

So far, follow-up has not been implemented and there are no follow-up plans.