

## Summary Table of the Evaluation Survey Results

<b>1. Outline of the Project</b>	
Country: Independent State of Samoa	Project title: The Project for Enhancing Management Capacity for National Parks and National Reserves of Samoa
Issue/Sector: Natural Environment Conservation – Biodiversity Conservation	Cooperation Scheme: Technical Cooperation Project
Division in charge: Forestry and Nature Conservation Division 1, Global Environment Department	Total Cost (at the time of evaluation) as of November 2009: Approx. 140 million yen
Period of Cooperation: 15 March 2007 – 14 March 2010	Partner Country's Implementing Agency: Ministry of Natural Resources and Environment (MNRE)'s Forestry Division and Division of Environment and Conservation,
	Supporting Organization in Japan: Ministry of the Environment
	Related Cooperation: Takano Landscape Planning Co., Ltd.
<p><b>1-1 Background to the Project</b></p> <p>The Independent State of Samoa is located in Oceania—the region where the largest number of species in the world has become extinct since 1600. Samoa is endowed with the world's highest level of diversity and endemic species of flora and birds. The government has designated, as reserves, the areas highly worthy of ecological conservation. However, forested areas are continuously diminishing, as a result of the conversion to farmland, logging, and commercial development, causing serious concerns such as decrease in the birds' species, and ecological disruption by alien invasive species. Although appropriate management of the reserves is necessary to address such situations and to conserve Samoa's precious natural environment, the government lacked any practical means to manage the reserves, due to inadequate knowledge and skills among government staff, insufficient materials and equipment, budget shortages, and other factors. With a view to addressing these issues, JICA launched a three-year project known as the Project for Enhancing Management Capacity for National Parks and National Reserves of Samoa, to improve government's capacity in managing national parks and reserves. This Terminal Evaluation Study was undertaken to evaluate the Project's achievements and outcomes, and make recommendations to relevant organizations in anticipation that the Project would be complete in March 2010.</p>	
<p><b>1-2 Project Overview</b></p> <p>(1) Overall Goal National Parks and National Reserves in Samoa are appropriately managed to conserve their ecosystems.</p> <p>(2) Project Purpose Institutional and administrative abilities* of the authorities concerned (Forestry Division and Division of Environment and Conservation, Ministry of Natural Resources and Environment (MNRE)) are enhanced to appropriately manage National Parks and National Reserves in Samoa. *Note) The ability mentioned above refers to the competency for developing a system and framework necessary for managing national parks and reserves, and for implementing and managing the said system and framework.</p> <p>(3) Outputs</p> <ol style="list-style-type: none"> <li>1. Management Plans for O Le Pupu-Pu'e National Park and Vailima National Reserve are formulated.</li> <li>2. O Le Pupu-Pu'e National Park and Vailima National Reserve are properly managed based on the Management Plans.</li> </ol>	

<p>3. Public awareness-raising activities on the importance of the conservation of National Parks and National Reserves are strengthened.</p> <p>(4) Inputs (at the time of evaluation)</p> <p>&lt;Japanese side&gt;</p> <ol style="list-style-type: none"> <li>1) Dispatch of experts Long-term Experts: 2 experts Short-term Experts: 2 experts</li> <li>2) Trainees received: 6 persons (four courses)</li> <li>3) Equipment: approx. 59,717 U.S. dollars</li> <li>4) Project-related expenses: approx. 52,030,000 yen</li> </ol> <p>&lt;Samoan side&gt;</p> <ol style="list-style-type: none"> <li>1) Counterparts(C/P): 26 persons (including those transferred for other assignments)</li> <li>2) The Samoan side has provided an office for the project secretariat in Apia.</li> <li>3) Local cost: 3,370,000 Samoa Tala</li> </ol>
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**2. Termination Evaluation Team**

Members of Evaluation Team	<ol style="list-style-type: none"> <li>1. Hiroto MITSUGI, Mr. (Leader): Deputy Director General, Forestry and Nature Conservation Group, Global Environment Department, JICA</li> <li>2. Tsutomu TAMURA, Mr. (National Park Management Expert): Ranger, Ishigaki Ranger Office, Naha Nature Conservation Office, Ministry of the Environment</li> <li>3. Asako YAMAMOTO, Mr. (Evaluation Planning): Associate Expert, Forestry and Nature Conservation Division 1, Forestry and Nature Conservation Group, Global Environment Department, JICA</li> <li>4. Hideyuki KUBO, Mr. (Evaluation Analysis): Natural Resources and Environment Specialist, Social Development Department, Global Link Management Inc.</li> </ol>
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Period of Evaluation	6 December – 14 December 2009	Type of Evaluation: Termination Evaluation
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**3. Results of Evaluation**

<p><b>3-1 Achievement Level</b></p> <p>(1) Outputs</p> <p><u>Output 1: Management Plans for O Le Pupu-Pu’e National Park and Vailima National Reserve are formulated..</u></p> <p>The Project released in November 2009 a draft management plan for O Le Pupu-Pu’e National Park and Vailima National Reserve. Currently, comments from stakeholders are being compiled through public hearings. The said management plan is expected to be completed by the end of the Project.</p> <p>In preparation for the management plans, various baseline surveys (such as on vegetation, birds, insects, fresh water eco-system, and the socioeconomic conditions of villages) were conducted to collect basic information that would ground a foundation in formulating management strategies. The implementation of these surveys was designed so that resource persons with outstanding achievements in the survey fields would provide technical guidance to the C/P during the survey process. This approach allowed the C/P both to deepen their knowledge of flora and fauna species, and acquire skills to conduct field surveys. The C/P and JICA experts formed a team to formulate the plans so that the counterparts could gain knowledge on the methods of formulating management plans (such as a following-up on an international context, incorporation of baseline survey results, sharing plans among various parties through public hearings, and compiling feedback).</p>
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Output 2: O Le Pupu-Pu'e National Park and Vailima National Reserve are properly managed based on the Management Plans.

As explained in Section 3-2 below, the delay in formulating the management plans had been expected from the early stages of the Project. Accordingly, and in parallel with the management plan formulation process, the Project commenced a small-scale infrastructure improvement project as part of management operation for national parks and reserves.

In order to offer facility for visitors at the national parks and reserves, the Project constructed visitor centers, walking paths and stairways, and a parking area in O Le Pupu-Pu'e National Park, as well as an entrance gate, walking paths, fences, and a parking area in Vailima National Reserve. The visitor center is being constructed in Vailima National Reserve for planned completion by the end of the Project. The infrastructure improvements were implemented as part of the technical skills transfer activities for the C/P under the supervision of short-term experts, which allowed the C/P to gain skills in land survey and construction techniques. In addition, the counterparts acquired through training the skills in landscape design and GIS operations. Owing to the series of these training opportunities offered through hands-on experiences and courses, the skills of the counterparts in charge of landscape design and small-scale infrastructure improvement enhanced to such a niveau that the Project can be implemented without support from experts from outside..

The Project made a breakthrough toward addressing the issue of resource use (logging and grazing) in national parks and reserves. Through the activities described in "Output 3" below, the C/P developed a satisfactory level of trust with local communities. As a result, the local residents accepted the message from the C/P calling for the conservation of resources in national parks and reserves, and began refraining from logging, grazing, and other uses of resources. Senior officials of the Forestry Division and the Division of Environment and Conservation have already incorporated the communication and dissemination activities for local residents, as part of their routine operations. The Project also initiated a local residents' committee for the purpose of conserving resources in national parks and reserves. The local residents' committee has participated in the management of national parks and reserves through such activities creating signboards and building walking paths. The committee also has expressed its determination to continue its activities after the completion of the Project.

Output 3. Public awareness-raising activities on the importance of the conservation of National Parks and National Reserves are strengthened.

In November 2008, the Project released the "Awareness Strategy and Action Plan for National Parks and Reserves 2008-2010." A team consisting of staff members from the relevant divisions in the Ministry of Natural Resource and Environment formulated this Awareness Strategy and Action Plan, which has served as guidelines for awareness-raising activities.

The Project also hosted awareness-raising workshops as stated below, for local residents living around O Le Pupu-Pu'e National Park and Vailima National Reserve. Through these workshops, local residents became interested in conserving the resources in national parks and reserves, and agreed to establish the local residents' committee mentioned in Output 2 above, in order to promote conservation activities. The local resident committee of the O Le Pupu-Pu'e National Park even has submitted a proposal to apply for public funding to secure budget to continue its activities.

The Project has organized 32 major events that include dissemination workshops for local residents around the national park and reserve, and activities related to environmental conservation for students and the general public. The following lists the number of events by year and by type.

	Community workshops	School programs	Other events
2007	2	0	2
2008	5	6	6
2009	4	4	3

(2) Project Purpose: Institutional and administrative abilities\* of the authorities concerned (F/D and DEC, MNRE) are enhanced to appropriately manage National Parks and National Reserves in Samoa.

\*Note) The ability mentioned above refers to the competency for developing a system and framework necessary for managing national parks and reserves, and for implementing and managing the said system and framework.

As stated in the individual output items above, the C/P from the Forestry Division, and Division of Environment and Conservation of Ministry of Natural Resources and Environment have improved various skills for the management of national parks and reserves, owing to the implementation of the Project. In particular, the competency levels in certain fields – including the skills to perform field baseline surveys, formulate management plans, conduct a land survey and undertake infrastructure development, conduct landscape design and operate the GIS, to implement awareness-raising activities, and develop trust with local residents – improved to such a high level that the C/P would be able to conduct those activities by their own without assistance from outside. The C/P has also acquired skills to implement trial activities to eliminate invasive flora and alien species, and pursue ecosystem restoration activities by planting species of local flora.

(3) Overall Goal: National Parks and National Reserves in Samoa are appropriately managed to conserve their ecosystems..

As has been repeatedly mentioned above, the C/P have improved various skills for the formulation of management plans through implementation of the Project. Accordingly, it is fair to assess that the C/P maintain their capacity to apply to other regions the management plan formulation method gained through this Project.

The method of formulating management plans for the Project commonly includes conducting baseline surveys and other activities that entail high cost, making it difficult to disseminate this method with the C/P budget alone. However, at this point, UNDP/GEF and FAO/GEF have committed their support for the national parks, through which the C/P are expected to apply to other areas the management plan formulation method gained through this Project.

To note, management plans were formulated for seven reserves from 1999 to 2000. The reserves other than Vailima National Reserve are small in area, and may not need baseline surveys of the same scale as those conducted in the Project. Consequently, the C/P budget alone may be sufficient for the formulation/revision of management plans for those reserves. Senior officials of the Division of Environment and Conservation in charge of managing the reserves expressed their determination to formulate and revise management plans within the framework of their regular operations.

### **3-2 Implementation Process**

(1) Delay in activities

A management plan was initially planned to be formulated by the end of 2008. The major reasons why the formulation of a draft plan was delayed until November 2009 were: (a) the assignment of Chief Advisor was delayed by five months, thereby delaying the start of formulating a plan; (b) the C/P post in charge of formulating a management plan was vacant for a few months, thereby suspending work for a certain period; and (c) the series of work concerning the formulation of management plans was regarded as the process of technical transfer to the C/P. As a result, the progress in the formulation work was affected by the progress made by the C/P to learn the skills, which required time longer than expected.

When the Tsunami occurred in September 2009, the Government of Samoa designated Ministry of Natural Resources and Environment as an agency in coordinating measures to address damages and rehabilitation. The Ministry's designation as a focal agency made it difficult for the C/P to engage themselves in the Project Activities, causing a three to four-week delay in the Project. The construction of the visitor center in Vailima National Reserve was also delayed by one month for Government to address the said Tsunami damages.

(2) Project management

Sufficient communication was maintained between the Japanese experts and C/P from the beginning of the Project, and no major issue has therefore been raised in decision-making for the Project management. While no specific framework has been set up to monitor the Project Activities, stakeholder meetings held almost weekly served as a forum to exchange opinions on the progress of the activities, share concerns, and discuss solutions.

Regarding the assignment of the C/P, some incidents were observed which worked detrimental to the project management as mentioned in (1) above, including the staff reassignment resulting in the absence of the C/P for a specific period of time.

### 3-3 Summary of Evaluation Results

(1) Relevance

The relevance of the Project is evaluated as high, for its consistency with the governmental policies of both Japan and Samoa, and for the appropriateness of the approaches taken.

The Outputs and Project Purpose are consistent with the Samoan government's forest policy. In other words, the Project is consistent with "the National Parks and Reserves Act" of 1974 that stipulates the principle of conserving the natural condition of national parks and reserves, "the Lands, Surveys and Environment Act" of 1989 that stipulates the formulation of management plans, and "the Biodiversity Strategy and Action Plan" of 2001 that stipulates the conservation of biodiversity by strengthening the management of reserves.

The Project Purpose and Overall Goal are consistent with ODA policy of the Japanese government. According to the International Data Book 2008, environmental conservation is placed as one of the priority ODA areas for Samoa. In addition, ecosystem conservation through the management of national parks and reserves is consistent with "2. Conservation of ecosystems in areas with high biodiversity" mentioned as JICA's priority issue in the field of nature and environmental conservation.

In order to improve the competency of the C/P concerning the management of national parks and reserves, the Project placed the formulation of management plans, and activities to implement the Project, as an opportunity to improve the knowledge and skills of the C/P. Unlike the case where a consultant formulates the management plans and construction companies build infrastructure, the approach taken by the Project may take more time to achieve its goals. Yet all the better for the time taken, the C/P are expected to have gained practical/technical knowledge and skills. For this reason, the counterparts are likely to be able to formulate management plans for other national parks and reserves after completion of the Project, and this approach is considered as highly relevant to achieve the Overall Goal.

(2) Effectiveness

The effectiveness of the Project is evaluated as high, for its achievement of Project Purpose, for a high causality between the achievement of Outputs and of Project Purpose, and for its effective use of external resources.

The Project Purpose has been generally achieved.

The formulation of plans shown in Output 1, the implementation of the Project as in Output 2, and the dissemination activities in Output 3 contributed to achieving the Project Purpose. The causal relationship between the achievement of the Outputs and of the Project Purpose is quite high.

The Project utilized external resources quite effectively. This included, among others, the invitation of experts with notable achievements in respective baseline surveys, the coordination with international organizations in eliminating invasive flora and alien species and implementing ecosystem restoration activities, and the cooperation with the Japan Overseas Cooperation Volunteers in dissemination activities.

(3) Efficiency

The efficiency of the Project is rated high. Inputs from the Japanese side were generally appropriate, and as stated in "3-1 Achievement Level," outputs were generated as expected. On Efficiency, the following two points are particularly noteworthy:

- (a) External resources were effectively utilized for technical transfer. In several cases, expenses were shared with the organizations with which the resource persons are affiliated .
- (b) For technical transfer for the construction of small-scale infrastructure, Japanese engineers stayed in Samoa as short-term experts to provide technical training, and the C/P in charge of infrastructure participated in the training offered by the organizations to which the Japanese engineers belong. Such linkage of different schemes made technical transfer to the C/P highly efficient.

(4) Impact

The impact of the Project is evaluated as high, because its positive spillover effects were identified in multiple areas with no negative ripple effect of any concern.

To enhance the outcomes of the Project Activities, two new projects were formulated. One is the basin conservation project supported by IUCN; the other is the butterfly and bat conservation project supported by a public benefit fund (CEPF). Both projects are being implemented by the relevant divisions in the Ministry of Natural Resource and Environment..

Dissemination activities in the communities near the national parks and reserves led to the formation of a local residents' committee, who came to participate in management activities to conserve resources in the national park and reserve.

The C/P who participated in formulating the management plans and activities to implement the Project not only developed their own technical skills but also nurtured a higher commitment to their work. Senior officials of Ministry of Natural Resource and Environment highly evaluated the changes in staff attitude.

No negative ripple effects have been observed.

(5) Sustainability

The sustainability of the Project is evaluated as high, because the outcomes gained through it are highly likely to continue after the completion of the Project.

As stated before, the C/P developed various technical skills concerning the formulation of the management plans and management operations, and will be able to implement these activities in their regular work even after the completion of the Project.

The C/P have developed trust with the local residents' committee in O Le Pupu-Pu'e National Park and Vailima National Reserve. The local residents' committee has expressed their commitment to resource conservation and has already taken practical measures. Moreover, the local residents' committee has shown interest in promoting conservation activities based on their own value [see 3-5-2 (6)], and the C/P also expressed their intent to support the action policies created by the same committee. Judging from these circumstances, the local residents living around the national park and reserve are likely to continue their conservation activities after the completion of the Project.

One resource person, a vocational school teacher who engaged in awareness-raising activities for the general public and school programs in particular, expressed an intention to continue the activities, even at personal expense.

### **3-4 Conclusion**

At the time of the terminal evaluation, the Outputs and Project Purpose were already achieved at a satisfactory level. In addition, the Overall Goal is likely to be achieved in a few years. All items concerning the Five Evaluation Criteria were rated as high. As such, it is concluded that the Project produced successful outcomes within the framework stipulated in the PDM.

### **3-5 Recommendations**

Based both on the achievements of the Project and the evaluation results stated above, the Terminal Evaluation Team made the following recommendations for the stakeholders of the Project.

### **3-5-1 Suggested actions till the completion of the Project**

- (1) **Compilation of a manual on formulating management plans**  
The Project should summarize an overall picture of the process of formulating a management plan in the form of a flowchart, by the end of the Project period.
- (2) **Completion of the Vailima visitor center**  
The visitor center being constructed in Vailima National Reserve is to be completed by the end of the Project. The Project should monitor the progress of the said construction to determine whether the work is progressing as scheduled.
- (3) **Provision for reviewing the management plan**  
Since the circumstances surrounding the national parks and the reserves constantly change, the management plan should be reviewed in response to such changes. The present draft management plan includes no clause on the review. It is therefore recommended that the C/P include, in the management plan, such a provision “for a review every five years.”
- (4) **Completion and approval of the management plan**  
At present, opinions on draft management plans are being collected through public hearings. As soon as the compilation of the opinions is complete, the C/P should revise, finalize and obtain formal Government’s approval on the draft management plan. .
- (5) **Implementation of the management plan**  
The draft management plans for O Le Pupu-Pu’e National Park and Vailima National Reserve, published in November 2009, contain various management strategies. Major part of the strategies has been implemented through Project Activities, while some are yet to be addressed. It is therefore desirable that the C/P formulate a plan to implement the remaining management strategies during the rest of the Project period. In formulating such an implementation plan, management strategies should be prioritized with a set budget and time frame. It is advisable that strategies with high priority be incorporated into the management plans of the Forestry Division and Division of Environment and Conservation. When incorporating the priorities, consideration should be given to the personnel and budget capacity of these divisions to ensure high effectiveness.
- (6) **Location to store samples and data**  
The Project has collected various samples and data through baseline surveys concerning fauna, flora, and forest eco-systems in Samoa. In order to store such scientific knowledge in a form accessible for use, the Project should also construct a building to store the said samples and data. To the maximum extent possible, it is also advisable that electronic data be stored in a GIS database.

### **3-5-2 Suggested actions after the completion of the Project**

- (1) **Tenth meeting of the Conference of the Parties to the Convention on Biological Diversity**  
It is recommended that the C/P participate in the conference above held in Nagoya in October 2010, in order to share the knowledge obtained through the Project with participants from around the world.
- (2) **National strategies concerning the management of protected areas**  
While Samoa has already formulated a national strategy for biodiversity conservation, it does not set forth clear enough vision on the roles played by the protected areas including national parks and reserves. It is therefore recommended that the C/P formulate a national strategy concerning the management of protected areas, in order to clarify the position of national parks and reserves.
- (3) **Follow-up of the Project**  
JICA should provide follow-up activities as needed, even after the completion of the Project. In particular, the role played by the advisors is critical in achieving the Overall Goal (See the footnote in the 4.4. of the main text). They may not have to be stationed full-time in Samoa, yet should be able to provide advice to the C/P as needed.

- (4) **Cooperative approach on border issue**  
The management strategy described in the management plan identifies as critical the effort to address border issue for the national parks and reserves. Such an effort involves addressing land issues in areas where national lands and traditional land ownership overlap. Generally speaking, issues with land ownership are generally difficult to solve. The C/P are therefore advised to adopt a cooperative management approach where the parties concerned maintain a flexible view on land ownership, agree on resource conservation, and implement conservation activities based on individual roles, rather than focusing on the issue of land ownership within the national parks and reserves.
- (5) **Dispatch of Japan Overseas Cooperation Volunteers**  
While the dissemination activities implemented by the C/P for the general public are already in progress, the dispatch of Japan Overseas Cooperation Volunteers specializing in environmental education is likely to further stimulate the dissemination activities by the C/P.
- (6) **Resource conservation based on the value of local resident**  
Through implementing activities in the local communities, the participants in the Project understood that local communities living around the national park and reserve have their own view of nature and conservation of forests. Their views of nature and conservation are different from the concept of “conservation” as introduced by aid agencies, and the C/P should therefore explore the methods of conserving resources based on the local residents’ views on nature and conservation.
- (7) **Profit-making businesses**  
The C/P may need to plan profit-making businesses to raise budget for the management of national parks and reserves. Collection of parking fees and the sales of souvenirs by the private sector are the example of businesses that require relatively a short time-engagement. Fiji and Tonga have successful examples of profit-making businesses in establishing funds. It is thus important to learn from their knowledge.
- (8) **Sharing the experience with South Pacific nations**  
It is highly likely that the outcomes of this Project can be shared with nations in the South Pacific region with similar geographic and climatic conditions. The C/P are expected to set up an opportunity to share a series of outcomes and experiences of the Project, with stakeholders in other nations. One of good examples of such an opportunity is the international workshop on eliminating invasive flora and alien species held in early 2010.

### **3-6 Lessons Learned**

- (1) **Importance of partnership toward achieving the goals**  
In the process of generating outputs, the Project was able to procure resource persons with rich expertise at relatively low cost, and deepen partnership with relevant organizations in Japan and abroad. The activities led by the said resource persons with high expertise successfully nurtured a high level of technical skills among the C/P, and helped to enhance a sense of self-improvement and commitment among the C/P. The partnership with relevant organizations opened up the opportunities for the Project to undertake technical transfer such as the GIS training in Samoa, which the Project would otherwise not be able to realize alone. Furthermore, by allowing those partner organizations to utilize the outcome of the Project, the activities toward achieving the Overall Goal could be disseminated to wider area, and have eventually resulted in the generation of excellent outcomes in various aspects.
- (2) **Importance of participation to gain practical experience, in the process of technical transfer**  
The Project strategically regarded the process of formulating a management plan as an opportunity for technical transfer to the C/P. This approach prolonged the process of formulating a management plan, yet enabled steady technical transfer. Other important factors for success were the increase in the C/P’s motivation to learn, to which the organic combination of such factors as the designation of resource persons with expertise in the corresponding fields, training and hands-on practice, contributed.