Summary of Terminal Evaluation

<table>
<tr><td colspan="3">1. Outline of the Project</td></tr>
<tr><td colspan="2">Country : Malaysia</td><td>Project Title : Programme for Bornean Biodiversity and Ecosystems Conservation (BBEC) Phase 2</td></tr>
<tr><td colspan="2">Issue/Sector : Conservation of Biodiversity</td><td>Cooperation scheme : Technical Cooperation</td></tr>
<tr><td colspan="2">Division in Charge : Forestry and Nature Conservation Division 1, Forestry and Nature Conservation Group, Global Environment Department</td><td>Total Cost (at the time of evaluation) : 445,584,000 yen</td></tr>
<tr><td rowspan="3">Period of Cooperation</td><td>(R/D) :
October 1, 2007 - September 30, 2012</td><td>Partner Country's Implementing Organization : Sabah state agencies (NRO, SaBC, SP, SWD, SFD, etc.), Universiti Malaysia Sabah (UMS), etc.</td></tr>
<tr><td>(Extension) : None</td><td>Supporting Organization in Japan : Ministry of the Environment</td></tr>
<tr><td>(F/U) : None</td><td>Related Cooperation :</td></tr>
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1-1 Background of the Project

Globally-recognized diverse ecosystems and biota are found in Borneo Island where Sabah State, Malaysia is located, including Mt. Kinabalu that is the highest peak in Southeast Asia, lowland tropical forests where Asian elephants inhabit, and mangrove forests in brackish waters. Tropical forests in Borneo have been decreased rapidly by timber harvesting and plantation development, however, and endangered species have increased along with the decrease in forests in recent years.

The Japan International Cooperation Agency (JICA) received a request from Malaysia for technical cooperation in consolidating systems and methods for biodiversity and ecosystem conservation activities and developing human resources in Sabah State, and carried out the “Bornean Biodiversity and Ecosystems Conservation Programme (Phase 1)” from February 2002 to January 2007 for the purpose of biodiversity conservation in Sabah State with a focus on terrestrial ecosystems of tropical rainforests and mangrove forests. Specifically, the program was comprised of four components (research and education, park management, wildlife habitat management, and environmental awareness building). The strengthening of monitoring systems, the integration of capacities of related organizations, and the public disclosure of program progresses and achievements, etc. were carried out as common activities to the entire program with a variety of their outcomes.

In response to the recommendation “A proposed system of biodiversity and ecosystem conservation should be mapped out for offering a proposal to the Sabah Government,” which was made by the Phase 1 Terminal Evaluation Team organized in September 2006, the program team and related organizations entertained it, and submitted a proposal to the Sabah State Government Secretary, saying “Conservation of biodiversity in the whole Sabah State should be carried out mainly by the ‘Sabah Biodiversity Council (SBC) and Sabah Biodiversity Centre (SaBC)’ that are stipulated in the Sabah Biodiversity Enactment which was enacted in 2000.” After that the Sabah State Government officially nominated members of the Biodiversity Council, installed SaBC Planning Office, and then requested technical cooperation based on results of the evaluation study at the end of Phase 1 from the Government of Japan.

Consequently, JICA conducted preliminary studies in November 2006 and March 2007 and an implementation consultation study in September 2007, making an agreement with the Malaysian side on contents of cooperation as the “Bornean Biodiversity and Ecosystems Conservation Programme (Phase 2)” in the Record of Discussions (R/D) and then signing and exchanging it (11 September 2007). The program was inaugurated on 1 October 2007, and its mid-term review was conducted in November 2009.

1-2 The Project Overview

This program was implemented to strengthen the administrative system and the governance for biodiversity and ecosystem conservation in Sabah State of Malaysia as its target with related organizations therein [Natural Resources Office (NRO), SaBC, Sabah Parks (SPs), Sabah Wildlife Department (SWD), Sabah Forestry Department (SFD), the Environmental Protection Department (EPD), and the Institute for Tropical Biology and Conservation (ITBC) of the University of Sabah Malaysia (UMS), etc.] as counterpart (C/P) agencies for five years from October 2007 to September 2012 as a program period. Site activities such as pilot activities were carried out at three locations as target sites: the Crocker Range Park, the Lower Kinabatangan-Segama Wetlands (LKSW), and the Lower Segama Wildlife Conservation Area (LSWCA).

(1) Overall Goal

Biodiversity and ecosystem conservation in Sabah is Strengthened and internationally recognized.

(2)Programme Purpose

A system for biodiversity and ecosystem conservation in Sabah is strengthened and Sabah state becomes capable of extending knowledge and skills on biodiversity conservation to other states of Malaysia and foreign countries.

(3)The Outputs

1. The capacity of the Sabah State to plan, coordinate and promote biodiversity and ecosystem conservation activities is strengthened.
2. The capacity of Sabah state agencies and UMS to implement biodiversity and ecosystem conservation activities for protected areas such as state parks, wildlife conservation areas, and forest reserves is enhanced.
   - 2-1. The capacity of the Sabah Parks and relevant parties to implement biodiversity and ecosystem conservation activities for state parks is enhanced through managing the Crocker Range Park.
   - 2-2. The capacity of the Sabah Wildlife Department and relevant pai1ies to implement biodiversity and ecosystem conservation activities for wildlife conservation areas is further enhanced through managing the Lower Segama Wildlife Conservation Area.
   - 2-3. The capacity of the Sabah Forestry Department and relevant parties to implement biodiversity and ecosystem conservation activities for forest reserves is further enhanced through managing the River basin of Kinabatangan and Segama Rivers.
3. The capacity of Sabah state agencies and UMS to provide training on biodiversity and ecosystem conservation is enhanced.

(4) Input (at the time of evaluation) * Calculated at the rate on 31 March 2012: 1RM=27.0950 yen

Japanese side：Total Cost: 445,584,000 yen

Long-term experts 6 persons Equipment Provided 13.96 million yen (515,255.56RM)

Short-term experts 9 persons Local Cost Borne 116,145,000 yen（4,286,587.01RM）

Training Courses 84 persons, etc.

Malaysian side：

C/P 71 persons

Land, Facility and Project Office.

The supplementary Fund provision to the Third Country Training Programme (TCTP), travel support and allowance for the counterpart personnel, etc.

2. Evaluation Team

Members

Japanese members

Name	Field of Evaluation	Position and Organization
Shuichi IKEDA	Team Leader	Deputy Director General, and Group Director for Forestry and Nature Conservation, Global Environment Department, JICA
Tetsuo KAJI	CBD/ Ramsar Convention/ Resource Mobilization Strategy	Director (non-regular staff), Natural Parks Foundation
Masaaki YONEDA	Protected Area Management	Visiting Senior Advisor, JICA
Kotaro TANIGUCHI	Cooperation Planning/ Multilateral Framework Collaboration	Deputy Director, Forestry and Nature Conservation Division 1, Global Environment Department, JICA
Shinichiro TSUJI	Evaluation Analysis	Environmental Science & Engineering Department, Overseas Consulting Administration, Nippon Koei Co., Ltd.

Malaysian members

Name	Position and Organization
Ms. Zarina Ali Merican	Deputy Director, Environment and Natural Resource Section, Economic Planning Unit
Mr. Sivaneswaran Ramachadran	Principal Assistant Director, International Cooperation Section, Economic Planning Unit

	Ms. Chitra Subramaniam Mr. Aiyub Omar	Principal Assistant Secretary, Biodiversity and Forestry Management Division, Ministry of Natural Resources and Environment Principal Assistant Secretary, Malaysian Technical Cooperation Programme, Policy and Strategy Planning Division, Ministry of Foreign Affairs
Period of Evaluation	6 May 2012 – 26 May 2012	Type of Evaluation：Terminal Evaluation

3. Result of Evaluation

3-1 Results of Achievements

Both of the output goals and the program purposes are expected to be achieved.

Output 1: Achieved.

Indicator 1-1 Office of SaBC is established, and its organizational structure is proposed.
Indicator 1-2 A strategic plan of SaBC is drawn out.
Indicator 1-3 Members of SaBC who are responsible for activities related to BBEC 2 are trained.
Indicator 1-4 SaBC is appointed as state focal point for international initiatives.
Indicator 1-5 SaBC chairs at least 2 inter-agency working groups.
Indicator 1-6 Biodiversity information and management system is established.
Indicator 1-7 EE policy and its monitoring mechanism are established.

SaBC office was established as planned, and then the Sabah Biodiversity Strategy (draft) was prepared. It was verified that capabilities of staff had been improved at SaBC office through the training conducted by the program.

In addition, the program helped establish the system and the norm of collaboration among concerned fields, including the foundation of a coordination-type advisory body across boundaries of competent authorities in each field in order to execute the complex biodiversity-related administration and the newly established SaBC that were appointed as the state-level focal point concerned with the Ramsar Convention and the "Man and Biosphere (MAB) Programme" of United Nations Educational, Scientific and Cultural Organization (UNESCO). Moreover, SaBC came to play a coordination role as the chair in putting together various committees related to biodiversity in which a number of state government agencies joined. Currently, database development is being advanced for a clearing house mechanism in regard to a biodiversity information management system, and monitoring of environmental education policy is being conducted by members of the Sabah Environmental Education Network (SEEN) after the cabinet approval with regard to the Sabah Environmental Education Policy (SEEP). Sabah State is being recognized internationally as a center for biodiversity conservation through sponsorship of and participation in numerous international conferences during the period of the program. Therefore, it can be determined that Output 1 was "achieved."

Output 2: Expected to be achieved.

2-1: Expected to be achieved.

Indicator 2-1-1 CUZ[1] Eligibility Criteria is developed.
Indicator 2-1-2 At least 1 MOU[2] on CUZ is signed between local community and SPs.
Indicator 2-1-3 Crocker Range Park is proposed officially as Man and Biosphere site.
Indicator 2-1-4 At least 3 studies relevant to management of Crocker Range Park is conducted.
Indicator 2-1-5 Seminars and workshops on studies in Crocker Range Park are held at least 3 times.
Indicator 2-1-6 At least 3 environmental education materials on Man and Biosphere are developed.

2-2: Expected to be achieved.

Indicator 2-2-1 Lower Segama Wildlife Conservation Area is gazetted.
Indicator 2-2-2 Management plan of Lower Segama Wildlife Conservation Area is developed.
Indicator 2-2-3 Rules and regulations to manage riparian reserve within wildlife conservation area in an integrated manner are developed.

2-3: Expected to be achieved.

Indicator 2-3-1 Whole or selected areas in river basin of Kinabatangan and Segama Rivers is proposed officially as Ramsar site(s).
Indicator 2-3-2 Management Plan for Lower Kinabatangan-Segama Wetlands is developed.
Indicator 2-3-3 At least 5 studies relevant to the management of Lower Kinabatangan-Segama Wetlands

[1] Community Use Zone
[2] Memorandum of Understanding

are conducted.
Indicator 2-3-4 At least 5 environmental education materials are developed.
Indicator 2-3-5 At least 2 permanent exhibitions on Ramsar are established.
Indicator 2-3-6 At least 3 events on Ramsar are conducted.

Qualification criteria was formulated for CUZ and CUZ management council that would take the place of MoU signing was established in the Crocker Range Park, where a procedure for preparing and submitting the application form for the Biosphere Reserve (BR) registration to MAB Programme of UNESCO has reached the final stage. Studies on the management of the Crocker Range Park (6 cases) as well as seminars and workshops (6 events) were also carried out, and environmental education materials related to MAB Programme (5 items) have also been developed. In addition, policy aspects were also strengthened such as a community-based protected area management policy relating to CUZ (Indicator 2-1). The establishment of LSWCA and the preparation of a management plan (draft) have also been carried out as planned, and the special law on riverbank protection in LSWCA (draft) is under detailed examination by the Legal Affairs Bureau (Indicator 2-2). The lower Kinabatangan-Segama basin became the area designated under the Ramsar Convention, and thus a management plan was elaborated and the implementation of related surveys (11 cases) and the preparation of environmental education materials (5 items) were also accomplished for this area. Two sites were also secured for the permanent exhibition regarding the Ramsar Convention, and events were also carried out on the Ramsar Convention (5 events). Leveraging these international frameworks (UNESCO's MAB Programme, Ramsar Convention), conservation was expanded to the buffer zones of the protected areas, and the protected area network was strengthened through elaborating the management plan. Therefore, it can be determined that Output 2 is "expected to be achieved."

Output 3: Achieved.
Indicator 3-1 At least 3 training courses are successfully completed.
Indicator 3-2 At least 48 trainees complete training course.
Indicator 3-3 Percentage of trainees who are satisfied with overall content of training course is at least 75%.
Indicator 3-4 Percentage of trainers who feel that they had properly conveyed the desired knowledge and skills for their training session is at least 90 %.

Third-country training was carried out three times, in which a total of 55 persons participated from 16 countries. In addition, 87% of the participants evaluated the training as satisfactory or more, and all of them evaluated that its lecturers "held lectures properly." Personnel responsible for policies and systems were trained in relevant ministries and agencies such as NRO, SPs, SWD, SFD, and SaBC, and all of the indicators were satisfied on the strengthening of C/P's capacities for conducting the training on biodiversity (Output 3). Therefore, it can be determined that Output 3 "was achieved."

The Programme purpose: Expected to be achieved.
Indicator 1. Biodiversity related issues in Sabah Conservation Strategy are updated.
Indicator 2. At least 2 sites are registered under international initiatives on biodiversity conservation.

It is scheduled that the portion related to biodiversity in the Sabah Conservation Strategy which was formulated in 1992 will be updated and prepared as the Sabah Biodiversity Conservation Strategy three months before the end of the program (June 2012). In addition, LKSW is currently designated as the wetland registered under the Ramsar Convention (October 2008), while it is planned that the application for BR registration will be made for the Crocker Range Park. It is believed that the strengthening of the "conservation system" as one of the program purposes is "expected to be achieved" in overall considerations, seeing that its important elements have been enhanced as described above.

The other one of the two program purposes is that Sabah State acquires capabilities of playing a central, hub-like role in the field of biodiversity conservation, domestically and internationally. Participation in and hosting of events were performed during the period of the program, including a variety of research activities and international conferences, in which information was disseminated on efforts in Sabah and an international network of practitioners and researchers was expanded. It suggests that Sabah State began to play a central role in the field of biodiversity at the international level in view of these achievements.

3-2 Summary of Evaluation Results
(1) Relevance

The relevance of this program was **extremely high**. Support for environmental conservation is highly

consistent with the aid policy of the Government of Japan, and the support for biodiversity conservation in Malaysia is positioned as a priority matter in the JICA's Country Analysis Paper as well. The importance of environmental conservation is also emphasized to balance the economic growth in the 10th Five-Year Plan in Malaysia. Both Japan and Malaysia have an international duty towards biodiversity conservation as having ratified the Convention on Biological Diversity (CBD), and moreover its importance has increased particularly in Japan since the Conference of the Parties (COP10) on CBD was hosted in Nagoya in 2010. Approaches of this program that focuses mainly on the strengthening of policies, institutions, and systems related to biodiversity conservation meet the needs of Sabah State.

(2) Effectiveness

As it was described in the above "Verification of Performances," it is expected that the program purposes will be achieved while related indicators are also satisfied nearly completely, and thus the effectiveness of the program is **high**.

(3) Efficiency

The program efficiency was **somewhat high**. Many of the expected results were achieved, since many C/P agencies bore costs in implementing program activities while experts, materials and equipment, local costs, outcomes of training programs in Japan, performances of Phase I and others were leveraged effectively. On the other hand, it was also recognized that a great deal of time, efforts, and funds were required for the institutionalization of CUZ within the park, the official approval of LSWCA, and the preparatory work for the full-scale start-up of Communication, Education, Participation and Awareness (CEPA) activities.

(4) Impact

The program has a **high** positive impact. A long period is required until a change emerges in biodiversity or ecosystems, its measurement method is complex, and then it is difficult to evaluate the program by separating impacts arising from it. Therefore, the achievement of the overall goal is expected but its possibility could not be concluded quantitatively, whereas it was found that ripple effects of the program emerged at various places when qualitative impacts tried to be ferreted out as case examples.

For example, preparations are advanced to establish a new wildlife sanctuary by taking advantage of lessons from the program, and the construction of a base camp is also progressing by making use of the state budget in order to enhance the guard of, the study of, and the dissemination of information on the site that was designated as the Ramsar area. It is observed that a similar environmental education policy also tries to be elaborated in the neighboring Sarawak State through replicating the state-level "environmental education policy" that was prepared in Sabah State, and specific movements become apparent for developing program outcomes mainly through SEEN that is comprised of related agencies and NGOs within the state as well. Changes were acknowledged in the awareness and attitudes of the personnel concerned with the program, particularly those of the officers going out in the field for conservation during interviews and site visits, in which their positive approaches could be observed for performing dialogues with communities and horizontal collaboration across functional boundaries of government agencies. The network of Sabah State and international researchers has been further expanded through participation in third-country training and international events, from which specific international research programs are also being planned. Many visitors made a visit to this program from Japan, which resulted in augmenting the mobilization of funds from Japan for biodiversity conservation in Sabah and has also contributed to improving Japanese people's awareness. No large negative impacts were found.

(5) Sustainability

The program sustainability was **high**. This program originally aimed to strengthen institutions, systems and capacities for conservation, and the securing of its sustainability was considered from the stage of its planning. Coordination-type advisory bodies were set up among various competent authorities through the program, which have been operated with autonomy. As described above, policy and institutional aspects have also been consolidated, and capabilities of related officers were improved to the level at which they could be maintained and developed on their own account through their participation in training programs in Japan and their hosting of various events as well as the daily guidance by experts. It will be necessary to make a commitment to mobilizing public funds and seek innovative ways of funding in order to raise a huge amount of funds required for conservation activities in the future.

3-3 Factors Affected Positively to the project

(1) Factors concerning the content of planning: None particularly.

(2) Factors concerning the implementation process：

There were no adverse effects on the program efficiency due to the lack of funds, because international and local concerns increased toward the conservation and sustainable use of biodiversity, benefit sharing and other issues through CBD, etc., which has increased the potentiality of funding from other sources outside the program, and also that the financial capacity of the Sabah State Government in Malaysia was relatively high.

3-4 Factors Affected negatively to the Project

(1) Factors concerning the planning

(2) Factors concerning the implementation process

3-5 Conclusions

The program purpose "A system for biodiversity and ecosystem conservation in Sabah is strengthened and Sabah state becomes capable of extending knowledge and skills on biodiversity conservation to other states of Malaysia and foreign countries" is expected to be achieved by the end of the program, and thus it will be completed at the end of September 2012 as planned originally.

3-6 Recommendations (Specific measures, suggestions, and advice relating to the project)

【General】

- ✓ As in the case of Costa Rica in Latin America, Sabah State should continue conservation activities that it has addressed through innovative approaches of the program until it gets the recognition as a "model for biodiversity conservation in Asia."

【Sabah Biodiversity Conservation Strategy and Action Plan】

- ✓ SaBC should make coordination among related government agencies in Sabah State in order to monitor the implementation of the biodiversity conservation strategy under the guidance of the Sabah Biodiversity Council in collaboration with NRO. The Government of Sabah State is required to make budgetary measures and staffing necessary to implement the strategy.
- ✓ Perspectives and activities of the green economy and economic growth should be further incorporated in the discussions relating to biodiversity conservation in Sabah State.

【Resource Mobilization】

- ✓ Funds should be secured from the Global Environment Facility (GEF), the federal government, the state governments, etc. for allocation to activities of poverty alleviation, rural development, agricultural development and others (especially in buffer zones of protected areas) that are required to mitigate the pressure on biodiversity.

【SaBC】

- ✓ The Center should formulate and publicize mid-term and long-term plans related to services under the jurisdiction in order to help concerned parties deepen their understanding of its functions.
- ✓ The institutional framework of the Center should be further strengthened (particularly on its positioning in the entire administrative system and the clarification of its administrative system with NRO).

【CRBR/ CUZ/ MAB】

- ✓ SPs should patiently continue dialogues with inhabitants who live inside the park, and institutionalize a framework and a standard operating procedure for CUZ.
- ✓ SPs should submit its final version of application form to UNESCO before the final deadline in 2012, after completing its revision for registration into UNESCO's BR at an early date with the support of SaBC. SPs are required to lead MAB Management Committee and formulate and implement a management plan for the area designated as BR with the support of NRO, SaBC, local governments, etc. In addition, SPs and SaBC also ought to continue and promote activities of environmental education and awareness building in BR.

【LKSW/Ramsar Area】

- ✓ The Forestry Department and NRO should lead management committees of the registered wetland (core area) and its buffer zone, respectively, while SaBC should coordinate both committees to achieve activities of conservation and sustainable use as in the formulated management plan. SaBC has to propose a guideline for elaborating an annual plan on the management of the Ramsar wetlands and its buffer zone in consultation with NRO.
- ✓ Efforts should be made for both committees to encourage the involvement of major contaminant emitters (palm oil industry, etc.) and operators of economic activities (tourist agents, fishery households, etc.), while

the Department of Environment (federal government), the Sabah Environmental Protection Department, and the University of Malaysia Sabah should cooperate with each other to conduct long-term and regular water quality monitoring along the Kinabatangan-Segama River.

- ✓ The base camp that the Forestry Department is constructing should be utilized for research, environmental education, and tourism carried out by other agencies in addition to conservation and patrolling services.
- ✓ The Sabah Tourism Board, hotel service providers, travel agencies, schools, etc. should be involved in environmental-education and awareness-raising activities in the Ramsar wetlands and surrounding river basins, and it is imperative to utilize the professional expertise of the Ramsar Convention Secretariat for appropriate management and promotion of the registered wetlands.

【SEEP/ Environmental Education】

- ✓ The Environmental Protection Department needs to compile the status of implementing its environmental education policy into a monitoring report by the beginning of 2013 for submission to the appropriate authority. Policy makers have to make essential decisions in response to the recommendations described in the report, and concerned authorities are required to implement them.

【LSWCA】

- ✓ SWD should promote the approval of regulations on riparian protected areas within LSWCA and complete a management plan at an early date. In addition, it is desirable to expand the honorable wildlife management officer system.

【Knowledge Sharing】

- ✓ ITBC is required to set up a task force that is engaged in the revision and development of curricula and teaching materials for the next third-country training. ITBC and NRO/SaBC are assumed to co-chair this task force.
- ✓ NRO/SaBC should further build up the collaboration with ITBC in order to strengthen the involvement of government agencies in Sabah State for the third-country training, and estimate necessary expenses including those required for the involvement of the state government.
- ✓ The State Government of Sabah should plan to share its expertise with other states within the country by making close collaboration with the Ministry of Natural Resources and Environment (federal government) and the National Institute of Public Administration (INTAN) while strengthening its cooperative relationship with them and also developing and implementing a new special training program that incorporates biodiversity and lessons from the BBEC for instance.

3-7 Lessons learned (matters that will be helpful for exploring, formulating, implementing and administering other similar projects, derived from the project)

- ✓ Although the number of Japan's technical assistance projects that address "institutional and administrative systems" and the "governance" is not so large, they will be effective if implemented properly by taking advantage of suitable personnel and adopting innovative methods such as the use of international frameworks.
- ✓ Particularly in the case where there are many concerned organizations such as in this program, it is important to identify appropriate C/Ps and C/P agencies and clarify roles of each agency and personnel.
- ✓ Projects which have many C/Ps and whose contents are relatively complex are often susceptible to external factors. It is advisable to review their project design matrix (PDM) and their Plan of Operation (PO) within six months after their initiation, and revise them through adequate procedures as soon as possible, if necessary.
- ✓ It is important to create incentives for concerned parties in the case of projects on the subject of conservation. Because what types of incentives are required depends on such parties, it is important to assess them.
- ✓ Third-country training is effective as a place to share information, experience, and expertise among concerned personnel of similar projects.

3-8 Follow up

The continuation of third-country training is planned. The subsequent projects are scheduled, whose contents are currently under investigation. Three projects related to this program will be carried out by leveraging schemes of the Technical Cooperation Project, the Science and Technology Research Partnership for Sustainable Development (SATREPS) and JICA Partnership Program (JPP). In addition, the dispatch of a pipeline expert is being considered after the end of this program in September 2012 in order to follow up these matters.