

Country Name	Program for Bornean Biodiversity and Ecosystems Conservation (BBEC) Phase 2
Malaysia	

I. Project Outline

Background	<p>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. However, the tropical forests in Borneo have been decreased rapidly by timber harvesting and plantation development and endangered species have increased along with the decrease in forests in recent years.</p> <p>JICA conducted the “Bornean Biodiversity and Ecosystems Conservation Program (BBEC)” from 2002 to 2007 for the purpose of consolidating systems and methods for biodiversity and ecosystem conservation activities and developing human resources in Sabah State, which consisted of four components: research and education; park management; wildlife habitat management; and environmental awareness building. In response to the request from the Sabah State government, the Phase 2 (BBEC II) was conducted along the lines with the proposal of further strengthening the system of biodiversity and ecosystem conservation in Sabah.</p>											
Objectives of the Project	<p>Through capacity enhancement of environment-related agencies of Sabah State government, the project aimed at strengthening a system for biodiversity and ecosystem conservation in Sabah State with extending knowledge and skills on biodiversity conservation to other states of Malaysia and foreign countries, thereby contributing to a promotion of biodiversity and ecosystem conservation in Sabah as well as an acquisition of international recognition of Sabah’s efforts.</p> <ol style="list-style-type: none"> Overall Goal: Biodiversity and ecosystem conservation in Sabah is strengthened and internationally recognized. Project 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. 											
Activities of the project	<ol style="list-style-type: none"> Project site: Sabah State Main activities: 1) Establishment and organization reinforcement of Sabah Biodiversity Centre; 2) Capacity enhancement of Sabah State agencies to implement biodiversity and ecosystem conservation activities for protected areas such as state parks, wildlife conservation areas and forest reserves; 3) Implementation of the Third Country Training Program Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Malaysian Side</td> </tr> <tr> <td>1. Experts: 15 persons</td> <td>1. Staff allocated: 71 persons</td> </tr> <tr> <td>2. Trainees received: 84 persons</td> <td>2. Facilities: Project office</td> </tr> <tr> <td>3. Equipment: GIS map, vehicles, digital camera, office equipment, etc.</td> <td></td> </tr> </table> 				Japanese Side	Malaysian Side	1. Experts: 15 persons	1. Staff allocated: 71 persons	2. Trainees received: 84 persons	2. Facilities: Project office	3. Equipment: GIS map, vehicles, digital camera, office equipment, etc.	
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Ex-Ante Evaluation	2007	Project Period	October 2007 – September 2012	Project Cost (ex-ante) 480 million yen (actual) 412 million yen								
Implementing Agency	Sabah State agencies such as Natural Resources Office (NRO), Sabah Biodiversity Centre (SaBC), Sabah Parks (SP), Sabah Wildlife Department (SWD), Sabah Forestry Department (SFD), etc., Universiti Malaysia Sabah (UMS), etc.											
Cooperation Agency in Japan	Ministry of Environment											

II. Result of the Evaluation

<Constraints on evaluation>

- It was not possible to visit some of the project sites (Lower Kinabatangan and Segama Wetlands in the eastern part of Sabah) for the field survey of ex-post evaluation due to security reasons, so there was a limitation in collecting exact information on the current situations in these areas.

<Special perspectives considered in the ex-post evaluation >

- Subsequently to BBEC II, “the Project on Sustainable Development for Biodiversity and Ecosystems Conservation in Sabah (SDBEC)” (2013-2017) was implemented in Sabah State, and the implementing agencies and their personnel of BBEC II have been continuously engaged in SDBEC. The influences of SDBEC on the impact and sustainability of BBEC II should be considered in this ex-post evaluation as the Overall Goal of BBEC II is closely linked with the Project Purpose of SDBEC in order to promote biodiversity and ecosystem conservation in Sabah based on the experiences of BBEC II.

1 Relevance

<Consistency with the Development Policy of Malaysia at the time of ex-ante evaluation and project completion>

The project was consistent with the Malaysian national development plan, the 9th Malaysia Plan (2006-2010) which placed biodiversity conservation as one of the priority issues as well as the Sabah Biodiversity Enactment (2000) which stipulated provisions to form the basis of policies on biodiversity conservation in Sabah State. The 10th Malaysia Plan (2011-2015) continuously supported the biodiversity conservation and the Sabah Biodiversity Enactment was continuously effective at the time of project completion.

<Consistency with the Development Needs of Malaysia at the time of ex-ante evaluation and project completion >

Under the Sabah Biodiversity Enactment, the Sabah State government needed to strengthen the inter-agency coordination among various related agencies with biodiversity and ecosystem conservation activities throughout the project period.

<Consistency with Japan’s ODA Policy at the time of ex-ante evaluation>

The project was consistent with the Country Assistance Policy for Malaysia (2002) which placed assistance for environmental conservation and sustainable development as one of the four priority areas.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was mostly achieved by the end of the project. The Indicator 1 was achieved since the portion related to biodiversity in the Sabah Conservation Strategy formulated in 1992 was updated and prepared as the “Sabah Biodiversity Conservation Strategy” in June 2012. The Indicator 2 was partially achieved since the Lower Kinabatangan and Segama Wetlands (LKSW) in the eastern part of Sabah was inscribed as a registered wetlands under the “Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar Convention)” in October 2008, but another site of Croker Range Park in the western part of Sabah was not inscribed as a registered site under the “Man and Biosphere Programme (MAB)” of UNESCO by the end of the project. Although the Croker Range Park was applied for MAB and planned to be registered in 2013, it took more time in the screening process than expected. The Indicator 3 was achieved since they participated in 17 national and international events (seminars/workshops) as speakers/lecturers during the project period.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have continued since the project completion. Regarding the Indicator 1 of the Project Purpose, the Sabah Biodiversity Conservation Strategy was approved as the “Sabah Biodiversity Strategy (SBS)” by the Cabinet of Sabah State government in December 2014 and officially launched in October 2016. SDBEC has contributed to the launch of SBS. In addition, most departments in the Sabah State government used the respective plans of SBS in their planning for the 11th Malaysia Plan. As for the Indicator 2, the Croker Range Park was finally approved as the Croker Range Biosphere Reserve of MAB sites in April 2014. As for the Indicator 3, the project-related personnel have still participated in various national and international events such as the National Seminar on SBS held in Kuala Lumpur, the Asian Conference on Bio-Cultural Diversity held in Japan, the World Parks Congress held in Australia, the UN South-South Cooperation Conference held in Kenya, etc. after the project completion.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved at the time of ex-post evaluation. Regarding the Indicator 1 for Overall Goal, some activities planned in SBS have been implemented without fail after the project completion while they have been implemented behind the original schedule since the official approval as well as launch of SBS was delayed. Regarding the Indicator 2, the Kota Kinabalu Wetlands was newly registered for as one of the Ramsar sites, by the Ramsar Secretariat. Namely, the Indicator 2. Since the two indicators of the Project Purpose for SDBEC are linked to the Indicator 2 of the Overall Goal for BBEC II, SDBEC has partly contributed to the current achievement of the Overall Goal for BBEC II.

<Other Impacts at the time of Ex-post Evaluation>

According to the Natural Resources Office (NRO), the registration of protected areas in Sabah State into the international conventional programs has contributed to enhancing local people’s awareness of the importance of these areas. Also, NRO indicates that the stakeholders irrespective of government sectors, NGOs or communities within and outside of Sabah State have a common goal or platform to work together through the project activities. On another front, no negative impact by the project has been observed in terms of the environmental and social aspects.

<Evaluation Result>

In light of the above, the project mostly achieved the Project Purpose of strengthening the biodiversity and ecosystem conservation system in Sabah through updating the strategy of the Sabah State and applying to registration for the international initiatives and capacity of the Sabah State to extend knowledge and skills on biodiversity conservation to other states in Malaysia and other countries. Through the continuation of the project effects, including the launch of SBS and continuation of the activities introduced by the project, the Overall Goal has been achieved. The current achievement of the Overall Goal is partly attributed to SDBEC. Therefore, the effectiveness/impact of the project is high.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
(Project 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.	1. Biodiversity related issues in Sabah Conservation Strategy are updated.	Status of the achievement: achieved (continued) (Project Completion) The portion related to biodiversity in the Sabah Conservation Strategy which was formulated in 1992 was updated and prepared as the “Sabah Biodiversity Conservation Strategy” in June 2012. (Ex-post Evaluation) The Sabah Biodiversity Conservation Strategy was approved as the “Sabah Biodiversity Strategy (SBS)” by the Cabinet of Sabah State government in December 2014 and officially launched in October 11, 2016. Also, most of departments in the Sabah State government used the respective plans of SBS in their planning for the 11th Malaysia Plan.
	2. At least 2 sites are registered under international initiatives on biodiversity conservation.	Status of the achievement: partially achieved (continued) (Project completion) The Lower Kinabatangan and Segama Wetlands (LKSW) in the eastern part of Sabah was inscribed as a registered wetlands under the “Convention on Wetlands of International Importance especially as Waterfowl Habitat

		(Ramsar Convention)” in October 2008. In addition, the Croker Range Park in the western part of Sabah was applied for a registration under the “Man and Biosphere Programme (MAB)” of UNESCO and planned to be registered in 2013. (Ex-post Evaluation) The Croker Range Park was finally approved as the Croker Range Biosphere Reserve of MAB sites in April 2014.
	3. BBEC II related personnel are invited as trainers/resource persons by other states in Malaysia and/or foreign countries at least 15 times.	Status of the achievement: achieved (continued) (Project completion) The BBEC II related personnel participated in 17 national and international events (seminars/workshops) as speakers/lecturers during the project period. (Ex-post Evaluation) The BBEC II related personnel have still participated in various national and international events (at least 11 events by the time of December 2016) such as the National Seminar on SBS held in Kuala Lumpur, the Asian Conference on Bio-Cultural Diversity held in Japan, the World Parks Congress held in Australia, the UN South-South Cooperation Conference held in Kenya, etc.
(Overall Goal) Biodiversity and ecosystem conservation in Sabah is strengthened and internationally recognized.	1. Parts of updated Sabah Conservation Strategy related to biodiversity are implemented.	(Ex-post Evaluation) Achieved According to the report developed by SDBEC “Sabah Biodiversity Strategy: A Review of the First Implementation Phase and Way Forward” (May 2016), some of planned activities of SBS have been implemented behind the original schedule due to the delayed official approval of SBS. During the Phase 1 of SBS from 2013 to 2015, 2 of 48 planned activities were almost completed while others are still on-going. The Phase 2 begins 2016 and a total of 35 activities have been actually launched, with 3 activities completed and 11 activities in good progress. Out of the activities completed/being implemented, a few activities have been supported by SDBEC and others have been implemented at the initiative of Sabah State agencies.
	2. At least 1 additional site is registered under international initiatives on biodiversity conservation and/or existing site(s) is expanded.	(Ex-post Evaluation) Achieved The Kota Kinabalu Wetlands was registered as the site of the Ramsar Convention on October, 22, 2016.

Source : JICA internal documents, Interviews with Sabah State agencies

3 Efficiency

Both of the project cost and the project period were within the plan (ratios against the plan: 86% and 100% respectively). Therefore, the efficiency of the project is high.

4 Sustainability

<Policy Aspect>

The biodiversity and ecosystem conservation has been supported by both the Malaysia federal government and the Sabah State government. The 11th Malaysia Plan (2016-2020) prioritizes the conservation of biodiversity and ecosystem as one of six strategic plans, which is ‘Pursuing Green Growth for Sustainability and Resilience.’ Also, the Sabah Long Term Strategic Action Plan (2016-2035) adapts environmental conservation as one of pillars in order for Sabah State to become a developed state by 2035.

<Institutional Aspect>

While the Sabah Biodiversity Center (SaBC) was initially designated as the Secretariat for SBS during the project period, NRO has newly become the key agency to coordinate, facilitate, communicate, review and monitor the implementation of SBS, based on the decision by the Cabinet in 2014 when the SBS was approved. Many stakeholders involved in SBS respect the roles of NRO which has already been designated clearly as a facilitator for the SBS management and NRO has coordinated inter-governmental cooperation for SBS activities periodically by using established channels such as the management committee. The agencies related to biodiversity and ecosystem conservation have opportunities to gather for the Project Steering Committee and Project Management Committee held in the subsequent project, SDBEC. NRO has chaired these committee meetings and facilitated inter-departmental coordination and the issues concerned have been shared among the players. On the other hand, according to NRO, the number of staff is not enough due to the current policy of downsizing the number of staff in the Sabah State government, and the relevant agencies are preoccupied to run their routine management with limited manpower. To address this, NRO has been making a request for additional staff posting to the State government.

<Technical Aspect>

The relevant agencies keep utilizing and applying the knowledge, skills and experiences on promotion of biodiversity and ecosystem conservation acquired through the project. SDBEC has played an important role in further upgrade and embeddedness of their knowledge and skills, where they have updated their

Table 1 Number of participants in TCTP

2012	2013	2014	2015	2016
20	13	19	17	20

knowledge through the experts of SDBEC, training in Japan and participation in the national/international events. The Third Country Training Program (TCTP) has been still managed and implemented by the Institute for Tropical Biology and Conservation (ITBC), Universiti Malaysia Sabah (UMS) (Table 1). In addition, ITBC-UMS organized the third country phase of one of the training courses of JICA’s Knowledge Co-Creation Program “Sustainable Natural Resource Management through Collaborative Management of Protected Areas” conducted in Malaysia in 2016 and 5 participants from Honduras, Malawi, Myanmar and Costa-Rica joined the course. Namely, skills and knowledge related to the activities based on the experience of BBEC II are expected to be sustained and to be improved further by the support of SDBEC.

<Financial Aspect>

The budgets for biodiversity and ecosystem conservation as well as SBS implementation have been allocated by the Sabah State and federal governments to the related agencies and NGOs in Sabah State, but the budget amount is limited due to lack of diversity of funding sources and mechanisms to raise and manage funds. Reflecting the recent economic situation, the sufficient budget allocation for biodiversity and ecosystem conservation is not guaranteed. While the federal government does not have specific budget lines for environmental conservation, funds are sometimes provided through development funds where the bulk of costs on conservation-related expenditure are sourced from. In addition, some funds are provided on an ad-hoc basis depending on identified needs or requirements. For example, a special budget of RM 10,000 for awareness program activity was allocated by the Sabah State government in 2016 as well as RM 7 million for protection of endangered species was allocated by the federal government. Both Ramsar and MAB sites are required to meet specific management requirements and the State and federal governments pledged RM 1.25 million in total (RM 500,000 from the State and RM 750,000 from the federal) for the Kota Kinabalu Wetlands. Some agencies (e.g. Forestry Department) have external funding to implement SBS activities in addition to the governmental budget. The State is now taking proactive role in developing sustainable financing not only for the agencies under NRO but for other agencies such as Sabah Parks, Wildlife and Environment Protection Department. Synergizing other development activities with biodiversity conservation is also an approach taken by NRO.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of the institutional and financial aspects of the implementing agencies. Therefore, the sustainability of the effectiveness through the project is fair.

5 Summary of the Evaluation

The project mostly achieved its purpose and a system for biodiversity and ecosystem conservation in Sabah was strengthened with a capability of extending knowledge and skills on biodiversity conservation to other states of Malaysia and foreign countries. The project effects have continued after the project completion and biodiversity and ecosystem conservation in Sabah has been continuously strengthened and internationally recognized. While there is no problem in the sustainability of policy and technical aspects of implementing agencies, they need more manpower and external financial resources in order to implement various and extensive activities on biodiversity and ecosystem conservation in Sabah.

Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

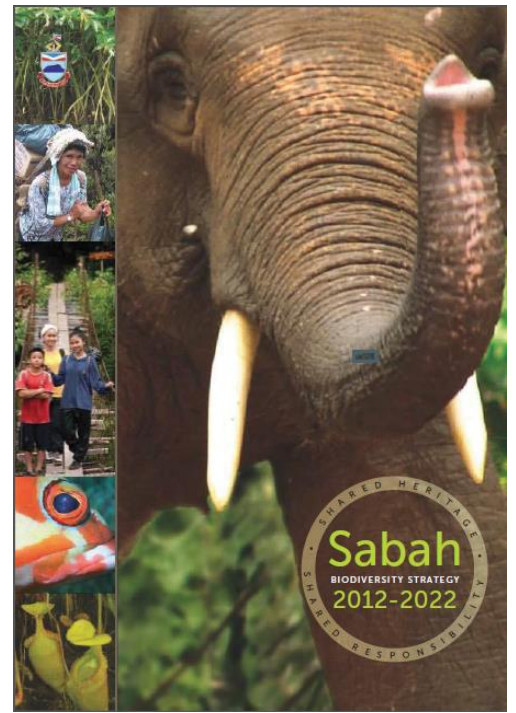
- It is expected for the implementing agencies to be continuously engaged in the conservation of biodiversity and ecosystems in Sabah State to disseminate and share their knowledge, skills and experiences nationally and internationally as well as to continuously make efforts to mobilize external financial resources rather than relying only on the state/federal government budgets for sustainable financing.

Lessons learned for JICA:

- SBS which had been prepared by the project became a foundation of biodiversity conservation activities in Sabah State. The direction and strategy of the project, that is to support capacity development of relevant agencies for biodiversity and ecosystem conservation, have been well aligned with the policies of the State and Federal governments and their priorities. This leads to the current situation that the effects and outputs of the project have been sustained and kept updated even after the project completion. Thus it is important for sustainability of project effect that a strategy and direction of project should align and be consistent with policies and priorities of a recipient government at the planning stage of the project.
- The subsequent project of BBEC II, SDBEC has highly contributed to the sustainability of effects and impact of BBEC II, through continuous technical assistances by experts and training in Japan. Capacity development requires time to get rooted and continuous supports for post project can be effective to realize sustainable institutional capacity development. It is essential to carefully assess attainment of the project for capacity development before project completion and to carefully consider necessity of follow-up support to ensure sustainability of capacity development aimed at the project, including appropriate scheme and scope of technical cooperation as well as clearly stated goal with a concrete exit strategy.
- The indicator 2 for the Project Purpose (registration of 2 sites for international initiatives on biodiversity) and the indicator 2 for the Overall Goal (registration of additional sites for international initiatives on biodiversity and/or expansion of the existing site) seem overlapping. However, the indicator 2 for the Project Purpose may not be an appropriate indicator to verify capacity enhancement for biodiversity conservation but is rather an indicator to verify a result of capacity enhancement as an expected impact of the project. At the planning stage or the implementation stage, in case where the Project Purpose is related to capacity building, it is essential to consider more appropriate verifiable indicators to assess achievement level of capacity enhancement, such as a checklist for necessary capacity to be obtained and to be practiced, and to set indicators to assess results of capacity enhancement for the Overall Goal as an expected impact.



The Croker Range Biosphere Reserve



“Sabah Biodiversity Strategy 2012-2022” which was officially launched in October 2016