

August 22, 2012

**Comments from Japan on the Approval by Mail: Mexico: Financing Low Carbon Strategies in Forest Landscapes (IDB)**

Dear Patricia,

Please see the comment from JICA below and find the attached file. I apologize for the comment after the deadline.

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The Japan International Cooperation Agency (JICA), in collaboration with the National Commission for the Nature Protected Areas (CONANP), implemented a technical cooperation project entitled "Coastal Wetland Conservation in Yucatan Peninsula in the United Mexican States" from 2003 to 2010 for conservation and restration of coastal wetland. Through a wide variety of activities conducted during the project period, some valuable outputs, such as development of Mangrove ecosystem restoration techniques and increasing the knowledge and awareness of local people for the protection of the Ria Celestun Biosphere Reserve, were achieved. JICA believes that these outputs include several important elements to serve as a useful reference to implement the project.

For further information, please refer to the attachment.

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It is just for sharing information, but we appreciate an enhancement of cooperation with a bilateral agency.

Best regards,

Asako

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Asako KOBAYASHI (Ms)  
Development Institutions Division, International Bureau  
Ministry of Finance

第二回終了時評価調査結果要約表(英文)

Summary of the Second Terminal Evaluation

<b>I. Outline of the Project</b>	
Country: Mexico	Project title : The Project on the Coastal Wetland Conservation in Yucatan Peninsula
Issue/Sector : Natural Environment Conservation	Cooperation scheme : Technical Cooperation Project
Division in charge : Forestry and Nature Conservation Division II, Global Environment Department	Total cost: about 4.1 hundred million yen (For entire duration including extension period)
Period of Cooperation (Extension period)	(R/D): 1st March 2008 – 28th February 2010
	Partner Country's Implementing Organization: CONANP (National Commission for Nature Protected Areas) - the RBRC (Ria Celestun Biosphere Reserve) Office Supporting Organization in Japan : Ministry of the Environment, Ministry of Agriculture, Forestry and Fisheries, Kushiro International Wetland Center
<b>1. Background of the Project</b>	
<p>The cooperation project on coastal conservation in Yucatan Peninsula (hereinafter referred to as "the Project") started in March 2003, and the Japan International Cooperation Agency (hereinafter referred to as "JICA") has been provided support for the National Commission for Nature Protected Areas (hereinafter referred to as "CONANP") to implement the project. This project was originally planned for 5 years. Therefore, the final evaluation was carried out in November 2007. Although outputs at that time (1~5), improvement of the capacity of the counterpart on restoration of mangroves, sustainable use of natural resources by community-based organizations, solid waste management, mechanism of information sharing and environmental education had been mostly achieved, the outputs did not reach to the sustainable level to continue by themselves because of the delay in commencing the project.</p> <p>At that evaluation, it was recommended to extend the project period to establish and develop the results of the Project further, especially in the areas of mangrove restoration, solid waste management, environmental education and capacity building of RBRC Office. As a result, the Project was extended until the end of February 2010 to enhance the sustainability of these four areas. During the extension period, the output 2 "Sustainable use of natural resources is practiced by community-based organizations." was sufficiently achieved, so it was not included in the PDM for the extended period.</p> <p>Towards the finalization of the Project in February 2010, the Joint Evaluation Team (hereinafter referred to as "the Team") was formed for conducting this terminal evaluation.</p>	
<b>2. Project Overview</b>	
<p>(1) Overall Goal: Conservation of wetland ecosystem of RBRC is improved.</p> <p>(2) Project Purpose: Environmental management activities are carried out properly in RBRC by the leadership of the RBRC office.</p> <p>(3) Outputs:</p> <ol style="list-style-type: none"> <li>1) Mangrove ecosystem restoration in RBRC is promoted.</li> <li>2) Solid waste management is improved.</li> <li>3) Knowledge and awareness of residents and visitors about the importance of RBRC are improved through environmental education.</li> <li>4) Capacity of the RBRC office is improved and the relation between the office and related organizations is strengthened.</li> </ol> <p>(4) Inputs</p> <p>Japanese side: (All inputs total: about 4.1 hundred million yen)</p> <p>Long-term Expert 1person, Equipment None, Short-term Expert 6persons, Trainees received 1person Local activity cost 568,357 Peso (3,773,000Yen) (As of October 2009)</p> <p>Mexican side:</p> <p>Project personnel 7 persons, Local cost 11,308,361 Peso (As of October 2009)</p>	

<b>II. Evaluation Team</b>			
Members of Evaluation Team	Team Leader	Director, Forestry and Nature Conservation Division II, Forestry and Nature Conservation Group, Global Environment Department, JICA	ENDO Hiroaki
	Evaluation Planning	Associate Expert, Forestry and Nature Conservation Division II, Forestry and Nature Conservation Group, Global Environment Department, JICA	KASAI Risa
	Evaluation Analysis	International Development Associates, Co. Ltd	HIROUCHI Yasuyo
Period of Evaluation	November 8 <sup>th</sup> to November 27 <sup>th</sup> 2009	Type of Evaluation : Terminal Evaluation (for the extension period)	

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

#### **3-1 Accomplishment of the Project**

##### **3-1-1 Accomplishment of the Outputs**

(1) Output 1:

1. As planned, reports of monitoring of experimental restoration (i.e. 10 ha) have been heroically made, which is expected to continue.
2. As planned, the Manual of restoration for mangrove has been revised.

(2) Output 2:

1. The Project has been providing assistance for (i) legal establishment of the Administrative Board of the OPD named "System for the Integrated Management of Urban Solid Waste of Celestun", (ii) formation of the Board, (iii) publication of Regulation for the Integral Management of Solid Waste of the Municipality of Celestun and Organizational Manual of the OPD, and (iv) determination of municipal assets to be transferred to be the OPD through joint discussion between the Municipality and the Board. The Board was legally established in December 2008 but its practical formation is slow because consensus building process in each member of the "Social Sector" (i.e. hotel, restaurant, tourism, and refrigerating sectors) on appointing their respective representatives to the Board has taken longer than originally envisaged. According to the Project, if things progress favorably, in a best-case scenario, all of the sub-sectors in the "Social Sector" could have their representatives appointed by the end of December 2009 and the first practical Board meeting could be held in January 2010. In the meantime, the drafts of Regulation for the Integral Management of Solid Waste of the Municipality of Celestun and Organizational Manual of the OPD have been already prepared ready. As soon as the Board is practically formed, review of the drafts and discussion on the transfer of the assets are expected to start.
2. Twenty-seven (27) % of the collected garbage is separated in Celestun in cubic meters, which is approximately 34% of the planned target (i.e. 80%), partly due to delay of establishment of garbage collection system in the household sector because of delay of budget release by the Municipality of Celestun.
3. Forty-one (41)% of the collected garbage is recycled in Celestun in cubic meters, which is approximately 59% of the planned target (i.e. 70%), partly due to delay of progress of the separated collection mentioned above.
4. As planned, the solid waste management program has been revised into the manual of solid waste management.

(3) Output 3:

1. Seventy-six (76) % of the residents of Celestun City think that their conscious has been changed during the extension period.
2. Number of residents participating in the environmental education activities seems to have increased though precise data is not available.
3. Number of access to the RBRC office's homepage has increased to 11,710 as of Oct.1, 2009.

(4) Output 4:

1. As planned, the mid-term and long-term vision/activity plan of RBRC was

prepared and approved by the Director of RBRC in August 2009. Revision of the Management Program of RBRC, reflecting the mid-term and long-term vision/activity plan is behind the schedule due to cuts in the Mexican budgets for the fiscal year 2009 though some activities have been taken up. The Management Program is expected to be published by the end of 2010 on condition that the budget necessary for revision of the Management Program of RBRC is released on time in the fiscal year 2010 and necessary activities are implemented as planned.

2. The didactic version of the Management Program of RBRC has not been prepared yet since the necessary preceding activities (i.e. activities related to revision of the Management Program) has not been completed. The didactic version is expected to be prepared by the end of 2010 on condition that the budget necessary for revision of the Management Program is released on time for the fiscal year 2010 and necessary activities, including those related to revision of the Management Program, are implemented as planned.
3. The deliverables of the Project such as manuals have been shared with national and international organizations concerned through various occasions such as the JICA Third-Country Program and international conferences including the WILD9.

### **3-1-2 Accomplishment of the Project Purpose**

1. Four kinds of Task Force are active under the framework of the Project (i.e. Mangrove Restoration, Solid Waste Management, Environmental Education, and Monitoring System). In general, Task Force related meetings, including official Task Force meetings as well as other meetings with organizations related to the Task Force, have been organized by the RBRC office more than one time in every three months.
2. Environmental management activities, using the revised Management Program, have not started yet because of the delay of the revision as mentioned in the results of the Output 4. As the revised Management Program is expected to be ready by the end of 2010, it is expected that the environmental management activities in RBRC would be carried out based on the revised Management Program from 2011 onward.

### **3-1-3 Likelihood of Accomplishment of the Overall Goal**

Restored areas in RBRC have started to increase already. For example, restoration of mangrove ecosystem in the experimental area of 10 ha in Celestun Zone initiated by the Project has been successful. Appreciating the results of experimental restoration, member organizations of the Task Force on Mangrove have agreed to continuously provide funds for restoration of mangrove, using the methods/techniques demonstrated by the Project. With initiative of the Mexican side, restoration activities have been taken up in 50 ha in Celestun Zone and in 160 ha in Isla Arena zone already with funds procured by Mexican side (funds from CONAFOR and CONABIO respectively).

## **3-2 Summary of Evaluation**

### **3-2-1 Relevance**

The Overall Goal and the Project Purpose are still relevant with the needs of Mexico and the Implementing Organization. They are still consistent with the national development plan of Mexico as well as Official Development Assistance (ODA) policies of Japan. Japanese technical advantage in the environmental management activities relevant to wetland conservation has been confirmed.

Overall, the Project is considered to be highly relevant.

### **3-2-2 Effectiveness**

Because of the delay of full achievement of Output 4 (reserve office management) posed by Important Assumption, namely Mexican budget cuts in 2009, the Project Purpose would not be achieved fully by the end of the Project. It is expected to be achieved in the end of 2010 on condition that the budget necessary for revision of the Management Program is released on time for the fiscal year 2010 and necessary activities are implemented as planned. Meanwhile, all of the Outputs (i.e. promotion of mangrove restoration, improvement of solid waste management, environmental education and reserve office management) are relevant with the proper implementation of the environmental

management activities in the RBRC. Although their levels of achievement vary, they have contributed to the achievement of the Project Purpose. If the Outputs had been achieved as planned without being affected by the external conditions, the Project Purpose would have been achieved by the end of the Project.

Taken together, the Project is considered to be moderately effective because of the adverse effects posed by the Important Assumption.

### **3-2-3 Efficiency**

In general, the Inputs from the both sides have been appropriate in producing the Outputs in terms of timing, quality and quantity, except cuts of the Mexican budget for the Mexican fiscal year 2009 due to economic crisis of the country. Through collaboration of both sides, their adverse effects on the production of the Outputs have been mitigated to certain extent. The Inputs are considered to have contributed to production of the Outputs. As it turned out, Output 1 and 3 are expected to be produced by the end of the Project, while the production level of Output 2 and 4 would be limited mostly due to adverse effects posed by the Important Assumption as explained in the Accomplishment of Outputs.

On the whole, the Project is considered to be moderately efficient because of the adverse effects posed by the Important Assumption.

### **3-2-4 Impacts**

The Overall Goal (increase of restored area in RBRC) is likely to be achieved in three years after the termination of the Project as shown in the Accomplishment of the Overall Goal. Other positive impacts have been observed. For example, restoration of mangrove has been taken up with Mexican financial resources. Mexican project staff in charge of Mangrove gave advice on the restoration conducted by the other institutions in the other sites such as Progreso City in the State of Yucatan, the Reserve of Ria Lagartos using the methods developed by the Project. Negative impacts have not been observed. They are not foreseen, either.

Impact of the Project is considered high.

### **3-2-5 Sustainability**

Institutional and organizational aspects: The legal and policy supports for wetland conservation are likely to continue. The mid-term and long-term vision/activity plan of RBRC has been developed through the Project. All of the Mexican project staff members are permanent employees of RBRC-CONANP, whose employment for the post-project period is ensured. They are expected to be assigned to the relevant posts so that they could utilize the techniques/experiences obtained through the Project continuously. The coordination with the relevant organizations, which has been developed through meetings of the Task Forces, is likely to further developed. It is likely that institutional and organizational sustainability would be ensured.

Financial aspects: There are several financial sources available for continuation and development of the environmental management activities in RBRC. The Government of Mexico through CONANP has three types of budget schemes for the RBRC Office: (i) operational budget, including salary, travel expenses, etc of staff, (ii) PROCODES and (iii) PET. In addition, other federal agencies which are members of the Task Force on Mangrove Restoration, namely CONAFOR and CONABIO, have started to provide funds for mangrove restoration in RBRC, recognizing the achievements made through the Project. Unless major economic crises occur, it is likely that financial sustainability would be ensured.

Technical aspects: Technical capacity of the Mexican project staff has been enhanced sufficiently. The techniques and methods transferred through the Project as well as the deliverables are relevant with the local needs and levels. They have been already utilized and disseminated widely. For example, the techniques and experiences have been disseminated at international conferences including 10th Conference of the Parties to the Convention on Wetlands of International Importance especially as Waterfowl Habitat

in November 2008. Taking into account appreciation of the RBRC-CONANP and the Task Force members as well as their demonstrated commitments on their respective fields, it is expected that the transferred techniques/methods and the project deliverables will be continuously utilized and disseminated after the end of the Project. The equipment provided by the Project is expected to be utilized after the end of the Project. It is likely that technical sustainability would be ensured.

From a comprehensive viewpoint, sustainability of the Project is considered to be ensured.

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

#### **3-3-1 Factors concerning to Planning**

Nothing special

#### **3-3-2 Factors concerning to Implementation**

The Project has been implemented in close coordination with the Municipality of Celestun, various Federal, State and local environmental authorities, research organizations, educational organizations, NGOs, and private enterprises through the Task Forces established by the Project.

Capacity building for the RBRC staff was made available as a result of the project. This had owed to the fact that the project and the RBRC duties were coherent and contributed to the RBRC staff work related capacities.

Besides, RBRC staff gained opportunities to promote the project outputs to wide audiences including mass medias. This made a powerful incentive for the staff work and has resulted to the capacity building for the staff.

### **3-4 Factors that impeded realization of effects**

#### **3-4-1 Factors concerning to Planning**

The implementation system of the Project has been functioned well, in general, because most of the Outputs in the PDM belong in the competence of CONANP-RBRC. Solid waste management of Celestun (i.e. Output 2), which is under the jurisdiction of the Municipality of Celestun, has been included in the Project because its improvement is considered important for proper reserve management. Regarding the establishment of the Administrative Board of the OPD for System for the Integrated Management of solid waste and publish of organizational manual of the OPD, although the representatives of the Municipality have been involved in the Task Force on Solid Waste Management as members, it would have been more efficient if the Municipality had been involved in the Project as an official collaborating organization.

#### **3-4-2 Factors concerning to Implementation**

The project management based on the PDM/PO has not been sufficient. Description of some of the components of the PDM is found to be vague. Most of the Objectively Verifiable Indicators are not well defined; and some of them lack criteria to judge the achievement level. In addition, monitoring of the Indicators has not been conducted. As for the PO, sub-activities as well as necessary information such as “expected outcome(s)”, “person in charge”, “implementers”, “(required) inputs”. are not identified for each Activity. An annual PO has not been prepared, either. In the monitoring process, these issues have not been addressed. This has made it difficult for all those concerned to have clear and common understanding of the overall implementation process, progress of the Project based on the PO/APO, exact achievement level of the Outputs and the Project Purpose of the PDM.

### **3-5 Conclusion**

As planned, the Project will be terminated on 28 February, 2010, with many accomplishments. Capacity of the RBRC staff has been enhanced through the Project. The Task Forces on Mangrove Restoration, Solid Waste Management, Environmental Education, and Monitoring System have been active and have played important roles in the management of RBRC. The materials produced by the Project, including manuals, have been utilized and disseminated widely. Environmental management activities in RBRC, in the fields of mangrove restoration and environmental education in particular,

have been improved largely by the leadership of the RBRC Office in strengthened collaboration with the Task Forces and participation of local people. Impact of the Project is also considered high. Furthermore, the sustainability of the Project is considered to be ensured from institutional, organizational, financial and technical aspects. The Project Purpose, however, would not be achieved fully due to external factors, namely Mexican budget cuts in 2009, and delay of achieving the targets in the fields of solid waste management and revision of the Management Program of RBRC. With enhanced capacity of RBRC and collaboration of the relevant organizations, however, it is expected that the Project Purpose would be successfully achieved by the end of 2010 by the Mexican side. The Project has greatly contributed to conservation of wetland ecosystem of RBRC. The case of RBRC could be regarded as good practice for wetland conservation not only in Mexico but also in international community.

### **3-6 Recommendations**

#### **3-6-1 By the end of the Project (recommendations for the Project)**

1. The Project should continue sharing its experience and accomplishments with the parties concerned and public in general, through workshops, for instance, at the end of its cooperation period. It is encouraged to keep disseminating its accomplishments inside and outside CONANP (through the National Meeting of Environmental Educators in Protected Areas and the National Meeting of Directors of CONANP, both scheduled in December 2009, for example) and Mexico (through the International Training Course scheduled in February 2010).
2. At the meetings scheduled prior to the end of the Project, priorities, objectives and schedule of the Task Forces should be developed and efforts should be made for enhancing the continuity of the activities which have been conducted.
3. The members of the Administrative Board of the Decentralized Public Organization (OPD) called "System for the Integrated Management of Urban Solid Waste of Celestun" should be determined shortly. In order to make the Board practically operational, the Project should keep encouraging "Social Sector (hotel, restaurant, tourism and refrigerating sectors)" to reach a consensus on their respective representatives.
4. Regarding environmental education, an environmental education plan should be developed and approved by the Task Force. Consistency of each activity of the plan should be ensured and the Cultural Centre for Conservation and schools should be considered as venues for conducting these activities.
5. Operational strategy for the Core Group for revision of the Management Program of RBRC should be developed.
6. Since electricity of the Cultural Centre for Conservation has been installed, the staff of RBRC Office will be stationed there at the beginning of 2010. Wide use of the Cultural Centre for Conservation will be promoted further.

#### **3-6-2 After the end of the Project**

1. The concept of "restoration, conservation and wise use" is set well-balanced in the Mid-term and Long-term Vision and the Activity Plan, which were developed during the Project period. The Core Group for revision of the Management Program of RBRC should consider that the balance of the each component be reflected in the revised version of the Management Program of RBRC.
2. It is necessary that the timely implementation of the budget for revision of the Management Program of RBRC be ensured by CONANP.
3. It is recommended that the RBRC Office continue to improve the capacity of their staff through the participation in various trainings and workshops to maintain and strengthen the management level of RBRC.
4. The Task Forces (in mangrove restoration, solid waste management, environmental education, monitoring system and ecotourism) have conducted a variety of valuable activities. It is recommended that the RBRC Office continue the activities of each Task Force and promote active exchange of views among different Task Forces.
5. In order to sustain the management of the protected area in a continued manner, it is necessary to take advantage of the financial resources from different relevant public and private organizations, through their programs in coordination with the RBRC Office and the Task Forces, as in the case of Mangrove Restoration and

Eco-tourism Task Forces.

6. The RBRC Office and CONANP should share the experiences and the accomplishments with other protected areas in Mexico and the organization relevant with the themes of the Project by utilizing the materials produced by the Project. This kind of activities has been already done, for instance, in RBRL. In addition, it is recommended to share the experiences and accomplishments with other countries through South-South Cooperation and other occasions.
7. It is recommended that the RBRC Office conduct periodical consciousness survey and accumulate, and analyze the information to find out the changes and effects caused by the environmental education.
8. It is recommended that the RBRC Office utilize the open space and conference rooms of the Culture Centre for Conservation and introduce RBRC through offering various activities related to the environmental education to the general public.
9. Since monitoring is recognized as a very important tool for management of protected areas, the RBRC Office should continue to facilitate the periodical monitoring and coordinate its development in collaboration with the Task Force on Monitoring.
10. The election of a new Mayor of Celestun City and the change of political administrations are scheduled in May and July next year, respectively. To avoid unpredictable changes in the "System for the Integrated Management of Urban Solid Waste of Celestun", the RBRC Office should have dialogues with the municipal government as appropriate.
11. The RBRC Office, in collaboration with the Task Force on Environmental Education, should promote and strengthen the capacity of the communities in RBRC in dissemination of their experiences in different themes of the current Project to the visitors of the Culture Centre for Conservation. The RBRC Office should encourage the community to introduce their updated accomplishments to the visitors.
12. In the field of eco-tourism, which was initiated in the original period of the Project, local residents have additionally obtained the CDI's support through the Task Force. As an additional achievement, 7 cooperatives have been established and are managed in appropriate manner. The RBRC Office, with support of relevant funding organizations, should continue to conserve the wetland ecosystem in collaboration with local residents, taking into account their initiatives.
13. It is recommended that the CONANP maintain the current RBRC staff in the same position at least for two years in order to consolidate the process which has been made as part of the Project in order to ensure its continuity further.

### **3-7 Lessons learned**

1. Capacity building of the staff of RBRC and dissemination of the accomplishments of the Project: Each protected area, which CONANP is responsible for, has different characteristics. In a protected area where communities of certain size exist, the Reserve has to implement various types of activities, so it is necessary to pay a special attention to its management system including assignment of personnel. Since works of the Project and RBRC were concerted, the Project activities were not additional burdens for RBRC staff. Therefore, the works of the Project were accepted without serious problems for the staff, who acquired high-level skills. The staff of RBRC had opportunities to present their experiences and accomplishments inside and outside of Mexico and they also received media exposure. These chances were strong incentives for the staff, which led to increase of their capacity. It is highly desirable to utilize the accomplishments of the Project and the personnel of RBRC and CONANP effectively in other relevant protected area management projects in Central and South America. It is important to establish responsibilities at each level (local and regional) for promotion of technical cooperation.
2. Participation of Local People: In applying the participatory management of the protected area, it is important to work with local community with consideration and to have a trust in them because a "protection for the purpose of protection" of a protected area will not work. In the case of the Project, changes of consciousness in local people have been brought about through environmental education and work of the Task Forces,



which assisted the local community to obtain funds from outside. This kind of process would take some time for getting on track, so it is essential to provide a careful orientation to the local residents in order that their activities which should be realized by themselves would be really put into practice.

3. Coordination with local governments: The “system of solid waste management” has a special importance in the management of protected areas. However, it has been difficult to bring out the initiative of the Municipality through activities of the Project. In many cases, the resources of the municipality are limited, thus it is also important to involve municipality and state governments as collaborating organizations from the early stage.
4. Task Forces: The Task Forces have been playing prominent roles in implementing the Project activities. A coordination mechanism among highly specialized organizations could be established through the Task Forces. It is important to continue the operation of the Task Forces effectively; taking advantage of strengths of each member of the Task Forces, promoting discussion of the equal partners, making the minutes on the agreements, and putting the logos of member organizations in all publications etc.