

添付資料

添付資料 5-1 評価結果要約表 (英語およびネパール語)

(1)英語

Summary

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1 .Outline of the Project		
Country: Nepal	Project title: Community Development and Forest / Watershed Conservation Phase II	
Issue/Sector: Forestry / Forest preservation	Cooperation scheme: Technical cooperation project	
Division in charge: Human Development Department	Total cost: about 631 million yen	
Period of cooperation	(R/D) 1999.7.16～ 2003.7.15	Partner country's implementing organization: Department of Soil Conservation and Watershed Management (DSCWM), Ministry of Forest and Soil Conservation (MFSC)
	(Actual) 1999.7.16～ 2004.7.15	Supporting organization in Japan: Forestry Agency, Ministry of Agriculture, Forestry and Fisheries
Related Cooperation :	Project type technical cooperation for Forestry Extension Project (1991-1994) Master plan study for Development Study on Integrated Watershed Management in Western Hills of Nepal (1995-1998) Project type technical cooperation for Community Development and Forest/Watershed Conservation Project Phase I (1994-1999) JICA oversea volunteer program for Greenery Promotion Cooperation Project (1994-1999)	
1-3 Background of the Project		
<p>In the Hill areas in Nepal, the destruction of environment such as depletion of forest or degradation of natural resources had been worsen and that had accelerated the poverty of people living there: The status had been used to be caused by not only by deforestation due to the overuse of forest resources, such as livestock feed, commodity product manufacture, transfer to farmland for the purpose of house fuel or income generation by the people, but also by the natural disaster such as heavy rain causing soil erosion and the loss of community resources. To address this issue, the Government of Nepal formulated the 'Forest sector master plan 1989-2010' with 12 programs in 1988 and requested the assistance of Japan for the program of 'Soil conservation and watershed management'. To respond this request, Japan started 'Forestry Extension Project (1991-1994)', and implemented the package cooperation of three projects, i.e. 'Development Study on Integrated Watershed Management in Western Hills of Nepal (1995-1998)', 'Community Development and Forest/Watershed Conservation Project Phase I (1994-1999)' and 'Greenery Promotion Cooperation Project (1994-1999)'. The research under 'Forestry Extension Project (1991-1994)' eventually identified that the related past cooperation initiated by the central level</p>		

(top-to-down wise) had not clearly showed anticipated outcomes, and that the demand –based community led approach would be more effective for sustainable environment and resource preservation as well as the improvement of livelihood of the people in the Hill areas.

The Government of Nepal accepted the research result and its recommendation and requested the cooperation of Japan, this time for ‘Community development and forest / watershed development’, under the program of ‘Soil conservation and watershed management’ of the mentioned master plan. To respond this request, ‘Community Development and Forest/Watershed Conservation Phase II’ (hereinafter referred to as ‘the Project’) was implemented from July 1999 to July 2004.

#### 1-2 Project Overview

##### (1) Overall goal

Poverty is alleviated and the natural environment is improved in hill areas in Nepal through active management of community resources by the people both men and women

##### (2) Project purpose

A model, which is applicable in hill areas in Nepal, of participatory community resource management on an equitable and sustainable basis with active involvement of the people in its process of planning, implementing, monitoring and evaluation is developed.

##### (3) Outputs

1. The people in the target areas in Kaski and Parbat districts increase their capabilities in:

- a. Organizing and managing their groups
- b. Planning, implementing, monitoring and evaluating community resources management on a sustainable basis
- c. Managing community resources on a socially equitable basis

2. Counterparts increase their capabilities in:

- a. Developing Community Based Watershed Management Prospect
- b. Implementing participatory community resources management projects in hill areas on a sustainable and socially equitable basis

##### (4) Inputs (as the Project’s termination)

###### 【Japanese side】

- Long term experts: 14 persons for Chief advisor, Community development, Watershed management, Social diversity and Gender)
- Short term experts: 12 persons for Coordinator, Community development, Watershed management, Social diversity & Gender, Cost-effectiveness analysis, LAN system, Text development, and others)
- C/P training : 27 persons (11 in Japan, 8 in Philippines, 5 in Laos, 3 in India)
- Equipment provision: 34.85 million yen
- Total cooperation cost: around 631 million yen (including 166 million yen for local activities)

<p><b>【Nepalese side】</b></p> <ul style="list-style-type: none"> <li>Assigned personnel: 50 persons (6 from MFSC, 7 from DSCWM, 16 from Kaski and Parbat District Soil Conservation Offices (DSCO), 20 Motivators, 1 female motivator)</li> <li>Facility and site: Office spaces at DSCWM/MFSC, facilities of Kaski and Parbat DSCOs, sub-project site in each district in 10 villages in total)</li> <li>Cost for local activities: Counterpart fund by Japan's 2 KR, Budget of DSCOs/MFSC</li> </ul>	
2 Evaluation team	
Member	Evaluation Analysis Kyoko KOJIMA Senior Consultant, Social Development Department, INTEM Consulting Inc.
Period of evaluation (in Nepal): 7 June, 2009 to 19 June 2009	Type of evaluation: Ex-post
3 Project Performance	
<p>3-1 Performance of Project Purpose</p> <p>The model of participatory community resource management, with the name of SABIHAA model, was created and its replications were started within the Project period. The replication have been continued to date. Particular effective points of SABIHAA model are known as: 1) clear commitment and initiative of Government as well as villagers (beneficiaries), 2) knowledge expansion of villagers (beneficiaries) about community resource management, 3) development of responsibilities of DSCO on the sector as a civil service agency, 4) more transparency in planning and activities, 5) higher participation by villagers (beneficiaries), and 6) clear input-effectiveness. Within the Project period, some disagreement was found about understanding on the community resource management among actors, and any anticipated new community group (one of indicator of the project purpose) was not organized. On the other hand, the development has been found after the completion of the Project, e.g., that the involved people in Kaski and Parbat district currently has acquired the common knowledge of community resource management, and that previous User groups (UG) members have joined the activities of Power groups (PG) which currently have new function in the target communities.</p> <p>3-2 Achievement related to Overall goal</p> <p>The indicators of overall goal in PDM tries to verify the changes or improvement of natural environment and resource preservation (such as area of greenery, number of protected water sources, improved terrace area etc) as well as poverty reduction (population below poverty line) in Hill areas, it was not possible to examine the achievement of goal due to lack of the said statistics or data in Nepal. On the other hand, the positive effects have been found through the interview surveys (31 persons in total) and site visits (12 site in 3 villages in Kaski district) for qualitative assessment.</p> <p>3-3 Follow-up of the Recommendations by Terminal Evaluation Study</p> <p>The followings are the part of measures taken.</p>	

<p>(1) To develop the concept of the Model based on the knowledge and experiences shared with authorities concerned and other donor agencies</p> <p>DSCOs of Kaski and Parbat have distributed the revised Operational Guideline to other line agencies or local authorities in different sectors so as to promote the knowledge of SABIHAA model. For community people, DSCOs implements regular seminar or training so that they would deepen their knowledge on community resource management. The follow-up by JICA after the Project had also Pokhara Seminar to share the CBWMP(Community based watershed management prospect) and CRMP (Community resource management plan) formulated by WCC with line agencies in districts.</p> <p>(2) To upgrade the capacity of the peoples in the selected model VDCs for revising CBWMP and CRMP by themselves and to promote them in accordance with revised Operational Guideline</p> <p>In both Kaski and Parbat districts, DSCOs has been providing the training activities for community people within the budget of DSCO as well as Counterpart fund by 2 KR. The training budget is allocated within the recurrent expenses. The type of trainings are: gender and social equity, WCC women training and tour (site visit), environment education in schools, WCC integrated plan preparation, skills-up for user group, capacity building for civil service officers, workshop for project coordination, introduction of community resource management program and stakeholder coordination method and so on.</p>
<p>4 Result of evaluation</p>
<p>4-1 Summary of evaluation results</p> <p>(1) Relevance</p> <p>In Nepal, about half population of the people lives in Hill areas in low socio-economic status and most of them are poor. As those village people had used to enjoy most of the necessities of life such as fuel, fodder or food from forest resources, it was considered that the lower use of natural resources or degraded agricultural productivity due to the depletion of forest or the disaster of soil erosion accelerated the poverty and that status caused the vicious spiral of deforestation and poverty, thus, the development of new methodology to manage community resources which kept the direct forest / watershed resource conservation as well as awareness of community was prioritized issue for the Government. In this regards, the Project met the purpose of the forest policy of the Government of Nepal, i.e., ‘forest conservation through natural resource management, poverty reduction through natural resource management with special consideration on poor, women and vulnerable people’, and also the needs of model development of DSCWM / MSFC, the needs of community people on livelihood improvement through forest and community resource conservation. Moreover, the Project was consistent with JICA’s assistance policy to Nepal, its relevance was highly recognized.</p>

(2) Effectiveness

The Project showed a outstanding outcomes within the period: 1) pilot model sub-projects were conducted in 88 wards in 10 villages (VDC) in total in two districts, 2) succeeded to create the model as planned, 3) replications were started, 4) WCC were organized and functioned in sufficient capacities, etc. Although the Project had two weak achievements on the expansion of common knowledge about community resource management and the creation of new community group directly working for their participatory community resource management, the achievement on project purpose in general was assessed quite sufficient and appropriate.

Anticipated frequent turn-over of C/P personnel was not the case to hinder the activities (important assumption 1). DSCWM/ MFSC adopted the participatory community resource management model as SABIHAA model within the period; they have been conducting its replications to date. (important assumption 2). According to Nepalese side, more experiences of replications would be necessary to clearly verify the effectiveness of the developed model.

(3) Efficiency

88 WCC was organized and its capacity was developed in management and monitoring (Output 1-a). In general 55% of WCC had acquired the skill and knowledge of project management although fund management was one of their weak points upon the self-evaluation (by spider web analysis). About 70% of WCC properly conducted the formulation of CBWMP and CRMP, its monitoring and evaluation (Output 1-b), and the overall progress was assessed as good. Monitoring of whole CRMP and its progress of annual action plan (AAP) of 419 sub-projects in total was not easy task and some sub-project missed to be sufficiently monitored. In terms of special concerns was paid to social equality (Output 1-c), community people were eventually aware of importance of participation of female villagers or disadvantaged people to community resource management, while actual participation of disabled villagers or dalit (occupational cast) was comparatively low.

DSCO created the common understanding on community resource / watershed management within the Project period and achieved their anticipated capacity level to some extent in supporting WCC to formulate CBWMP meeting to the status of target village (Output 2-a). The capabilities development of DSCO for both implantation of participatory community resource management as updating the model upon the needs did not achieved to the anticipated level within the period (Output 2-b), DSCO has taken measures for the development such as the update of Operational Guideline, training, coordination meeting with other line agencies.

(4) Impact

As pointed out by the Terminal Evaluation Study, it would take much longer time span to fulfill 'poverty reduction and environment conservation' indicated in overall goal of the Project. As already

mentioned, the Nepalese side had no statistical data to verify the indicators set at the original PDM and it is hard to assess the achievement as the indicators are. On the other hand, according the ex-post evaluation surveys have found the diversified impacts through the SABIHAA model which works for a comprehensive community resource/ watershed management: forest conservation (greenery), soil conservation (soil treatment), access to safer water, livelihood improvement, positive awareness of education, empowerment of villagers, enhancement of public services of DSCO, and so on. From this result, the limited but multicultural achievement would be recognized in terms of overall goal.

In terms of important assumption (to overall goal), population growth has tends to be slower in Hill areas (assumption 3), while the migrant of young and labor force generations and aging could be new challenge for community resource management in the villages. Economy growth in the decade has been good in Nepal (assumption 2), but the current status that political instability has affected economy stagnation should be considered. Other risk factors which could hinder overall goal achievement or ripple positive effects anticipated in the mid-to-longer term would be: unforeseen longer delay of decentralization and self-governance in local authorities than the Gorvenemnt's plan, the longer delay of regional election to affect the district development plan or budget allocation, and the loss of community resource or poverty acceleration due to environment depletion by natural causes.

#### (5) Sustainability

The Government of Nepal stipulates in 'Forest and soil conservation' (Chapter 12) of '*Three Year Interim Plan 2007-2009*' that they would expand soil and watershed management program, local authorities would take initiative on those programs, participation of community would be essential for forest and soil conservation. DSCWM / MFSC shows their intentions to expand SABIHAA model replications, along with the purpose of verification of effectiveness of the model, the initiative and feasibility of the Government are highly assessed.

The estimated total cost of SABIHAA model replications in one fiscal year for currently conducting 6 districts and planned 2 districts (8 districts in total or 40 VDCs or 360 wards) would be around 34 million yen, based on the current budget of NPR 73,000 per replication. About the financial source of whole community resource / watershed management projects including SABIHAA model replications in Kaski and Parbat districts respectively, about 86% is allocated from the Counterpart fund to 2 KR and the shares of DSCO budget is about 14 %. The financial concern would not be the issue as the budget for planned SABIHAA model replications has already been secured.

While DSCO has been taking an active role for implementing SABIHAA model replications in Kaski and Parbat districts, it could supposedly require some activities exceeding the responsibilities or mandate of DSCO because of the nature of SABIHAA model related to multiple sectors when SABIHAA model replications is expanded in the phased manner. Possibility of application of financial resources of local authorities working for village development and coordination among responsibilities of local bodies

or ministerial line agencies could be other challenges in the future.

#### 4-2 Factors that have promoted project

CBWMP and CRMP formulated WCC have been shared also with VDC and District Development Committee (DDC). This has enabled VDC and DDC to catch the useful information for community planning in village or district levels. This would also enhance the mutual understanding and coordination among three local authorities (WCC, VDC, DDC) and serve clarifying the demarcation of responsibilities or public services so as to promote efficient comprehensive community resource management planning and implementation.

#### 4-3 Factors that have inhibited project

There is an issue that regulations stipulated in Local Self Governance Act of 1999 were not and have not yet fully enforced. One of the issues from this situation is that members of Village Development Committee and Ward Committee have not yet elected even after the completion of last terms of services in 2002. It seems that this absence of committees' members in local authorities has affected the budget planning and allocation on regional development project and it could also affect further decision making or public services of local bodies or authorities.

#### 4-4 Conclusions

As examined above, high relevance, clear effectiveness, and adequate efficient are recognized and impacts and clear corresponding effects have also been found at the Project. As mentioned in Project Performance, effective outcomes by SABIHAA model are recognized, such as clear commitment and initiative of Government as well as villagers, knowledge expansion of villagers about community resource management, development of responsibilities of DSCO, transparency in planning, higher participation by villagers, input-effectiveness and so on. The achievement of the project purpose was outstanding.

It is noted that village people has deepen their awareness of their roles on community resource management in cooperation with supporting organization, i.e., DSCO and WCC. Over the further development of SABIHAA model replication, the topic to be reviewed would be how to logically keep the understanding about the priority of environment conservation from the community people under poverty status and to ensure their participation, whether the applied SABIHAA model could possibly be replicated in the same VDC, by which might affect the sustainability of the Project.

It is anticipated that the model would be updated upon the needs of effectiveness through more experiences of replications, simultaneously, always keeping with the end-beneficiaries in mind.

#### 4-5 Recommendations

##### 4-5-1 Development of coordination among line agencies in local level

Community resource management involves with multiple sectors such as forest, agriculture, water, roads, social welfare & development and so on, and naturally it shall be a comprehensive one in which all the IRAKA (areas of public services) are related to. In this regard, it is suggested to DSCWM/MFSC to formally activate the coordination of line agencies which is currently activated by DSCOs voluntary initiative (mentioned District level co-ordination workshop).

##### 4-5-2 Review of cost estimation for ensuring the effectiveness of SABIHAA model

The budget scale for SABIHAA has not basically changed from the base of Phase II so far (about Rs.75,000 to 72,000 per year / SABIHAA). While a project budget is based on the needs of target area or villagers with flexible additional support, the scale of financial resources would need to be reviewed (updated) based on the raise of prices and economic situation in the country, so as to ensure the same impact and effects as before.

In this sense, considering a socio – economic factors would be also useful into the estimation of the program.

#### 4-6 Lessons learned

##### 4-6-1 A special consideration on wise-setting about replication of SABIHAA model

In community development program, people living in a Settlement or community may be having a common interest but not always living in the same administrative area. A group of people would have some common needs but would live in the different wards. In some cases, one target area covers plural administrative boundaries (Wards). Ward Conservation Committee (WCC)-wise approach are taken for SABIHAA, there were some cases that WCC or villagers had difficulties to persuade the other ward villagers to cooperate for sub-project, according to interview surveys. On the other hand, according to the related people, some past projects such as Phase I (prior project in 1994-1999) and Denmark DANIDA which took user group-wise or settlement-wise approach had other risks: less responsibility or ownership of actors, eventually, weaker monitoring and follow-up.

It seems that any wise-approach would have different weak points and advantages, and it is just suggested to learn from past experiences and lessons in identifying the wise setting for future SABIHAA model replication.