

SUMMARY TABLE ON THE RESULTS OF THE EVALUATION STUDY

1. Outline of the Project	
Country: Brazil	Name of the Project: Sustainable Use of Forest Resources in Estuary Tidal Floodplains in Amapá
Area: Preservation of Natural Environment	Type of Cooperation: Technical Cooperation Project
Competent Section: Brazil Office	Amount of Cooperation (at the time of the evaluation): 250.000.000 yens (Total Amount at Preliminary Evaluation: approx. 240.000.000 yens)
Period of Cooperation: November 2 nd , 2005 to May 1 st , 2009 (3,5 years) Conclusion Date of the R/D: August 23 rd , 2005 Prorogation: None	Involved Organizations: State Forest Institute (IEF) Rural Development Institute of the State of Amapá (RURAP) Amapá State Industry and Commerce Secretariat (SEICOM) Cooperating Organization at the Japanese Side: Forestry Agency
<p>1-1 Background and Outline of the Cooperation</p> <p>Brazil (8.520.200 km² of area and population of 180 million people) has a zone of the Amazon Forest which account for about half of the area covered by tropical rain forest in the world but in recent years, as forest destruction proceeds, the area of forest is rapidly decreasing. The Amazon flood-plain is blessed with abundant forest resources and also has an inestimable ecosystem but in recent years it has been undergoing a severe degradation of its forest resources due to the great human pressure produced by woodcutting. Although the flood-plain region of the State of Amapá, located at the downstream, has not yet suffered from a large-scale deforestation process, flood-plain dwellers (riverbank dwellers) depend on the harvesting of timber for the most part of their livelihood and their living stands on an unstable economic foundation.</p> <p>The per capita GDP in the State of Amapá is about 65% of the Brazilian average and although it is a poor region, with a poverty rate of 42%, Mazagão Velho, in particular, has the 3rd worst poverty rate in the state, accounting for 67%. Macapá city, the capital city of the State of Amapá, has a significant potential to become a local furniture manufacturing center. However, not only the timber is not efficiently utilized but also the technologies employed in its processing as well as the furniture manufacturing technology are low. As a result, riverbank dwellers are forced to sell timber at extremely low prices, which is associated with a vicious circle of unplanned logging. Notwithstanding, there are neither a comprehensive law nor a political agenda regulating the management of flood-plain in Amapá's government and there is neither a structure for an appropriate managing.</p> <p>Because of this, the government of the State of Amapá requested our country for assistance regarding forest preservation of the mentioned region and complying with it, the present Project "Sustainable Use of</p>	

Forest Resources of Flooded Forest in the State of Amapá” was implemented within the cooperation period starting in November 2005 through May 2009.

1-2 Contents of the Cooperation

(Outline of the Project) In order to improve the logging-dependent livelihood of riverbank dwellers, it will be given assistance on the dissemination among riverbank dwellers of sustainable forest management policies, agroforestry techniques and forest management techniques, on the improvement of timber processing techniques of furniture makers, as well as on the establishment of a partnership model between riverbank dwellers and furniture makers, through the capacity enhancement of the State government and the organizations involved.

- (1) Overall Goal: The livelihood of riverbank dwellers living in the Project Area will be improved through sustainable use of forest resources on the estuary tidal floodplains in Amapá.
- (2) Project Purpose: The way of utilizing forest resources for improving the livelihood of riverbank dwellers will be improved in the Project Area on the estuary tidal floodplains.
- (3) Outputs
 - 1) A technical framework for sustainable use of flooded forest resources within the Project Area will be established within the State Government of Amapá.
 - 2) Sustainable management of the forest will be conducted by riverbank dwellers.
 - 3) Agroforestry systems will be established by riverbank dwellers.
 - 4) Partnership between riverbank dwellers and furniture makers will be created and strengthened.

(4) Inputs (at the time of the Evaluation)

Japanese Side: Amount of the cooperation (at the time of the Evaluation): 250.000.000 yens

Dispatch of Long-Term Expert	1 person
Dispatch of Short-Term Expert	2 persons
Acceptance of Trainees:	6 persons
Grant of Equipment:	22.922 thousand yens (as for end of September 2008)
Burden of Local Cost:	R\$1.442.179 (as for end of September 2008)

Brazilian Side:

C/P Assignment	16 persons
Burden of Local Cost	R\$ 410.586 (as for end of September 2008)

2. Outline of the Evaluation Study Team		
Members	Area in Charge:	Name Position
	Summary/Leader:	Hiroaki Endo Director, Forestry and Nature Conservation Division II, Forestry and Nature Conservation Group, Global Environment Department
	Timber Processing:	Shoji Osamu Takumi Juku Co. Ltd.
	Analysis & Evaluation:	Yasuyo Hirouchi International Development Associates Co. Ltd.
	Cooperation Planning:	Julio Inoue Staff, JICA Brazil Office
	Interpreting:	Silvia Kaneyasu Interpreter
Period of the Study	November 17 th , 2008 to December 3 rd , 2008	Type of Evaluation: Final Evaluation
3. Outline of the Evaluation Results		
3-1 Confirmation of the Achievements		
3-1-1 Outputs		
<p>(1) <u>Output 1</u>: The draft of the Basic Guidelines has already been decided and it is expected to be approved at the 8th Joint Coordination Committee (JCC), to be held in March 2009. Besides, in April 2007 the State Forest Institute (IEF) was established within the State Government of Amapá for overseeing the forest sector and in December 2007 its articles of association were approved by the State Governor.</p> <p>(2) <u>Output 2</u>: An Agroforestry Association was established in each site (Maracá area and Mazagão area) and more than 35% of riverbank producers engaged in forestry activities had joined it (93% in Maracá area and 75% in Mazagão area). Although the proposal plan of forest management is almost concluded in Maracá, there are few expectations for its approval before the end of the Project due to the effects of external conditions (delay of administrative procedures outside the executing organizations). On the other side, at Mazagão, because the process for establishing riverbank dwellers' land use / possession right is dragging on, it was not possible to conduct the second forest inventory. At Maracá, since the necessary training for the implementation of the forest management plan has been conducted towards the Association members, the technical ability for the smooth implementation of the plan, once it is approved, is being acquired.</p> <p>(3) <u>Output 3</u>: In each area, more than 35% of the families participating in the Association are taking part of agroforestry activities through the Project (51% in Maracá and 47% in Mazagão). The total area in both target areas where the agroforestry system is being implemented surpasses the planned, accounting for 148 ha.</p> <p>(4) <u>Output 4</u>: The relationship of trust between the Agroforestry Association of Maracá and the Furniture Union of the State of Amapá is being built and, if the approval of the forest management plan is concluded by February 2009 as planned, it is believed that until the end of the Project, also as planned, the timber supply contract will be signed and the Furniture Union will be delivered legal timber produced in Maracá area. However, the possibility of the timber supply contract be signed until</p>		

the end of the Project is small. On the other hand, the training courses in the field of woodworking targeted at furniture makers were held 5 times up to now and the technical ability of the attendants is considered to have reached the necessary level for manufacturing from legalized and relatively more expensive timber produced in flood-plain.

3-1-2 Achievements of the Project Purpose

As mentioned in the achievements of the Outputs, due to the effects of external conditions, the expectations for the forest management plan of Maracá to be approved until the end of the Project are few and there are also few expectations for legal logging to begin until the Project ends. On the other hand, in both target areas the volume of agroforestry products which were introduced or technically improved by the Project exceeded the planned, reaching 1.120 tons.

3-1-3 Achievements of the Overall Goal (Projection)

One can predict that in the flood-plain of the Project Area, from the 3rd year on, after the end of the Project, there are expectations that the Agroforestry Association of both Maracá and Mazagão areas will be continuously implementing their forest management plan. One can also predict that within 5 years from the end of the Project there are plenty of possibilities that the volume of agroforestry products in the Project Area will have reached at least 700 tons.

3-2 Summary of the Evaluation Results

(1) Relevance The Project can be considered as being relevant even nowadays.

Even now the Overall Goal of the Project is in accordance with the needs of Brazil, the State of Amapá and the Target Group. Besides, since “striving for income improvement through the sustainable use of Brazilian biodiversity” is highlighted in Brazil Long-Term Development Strategies (2004-2007), the Overall Goal and the Project Purpose are also in accordance with that policy, and are consistent as well with the assistance policy of Japan, which considers environmental conservation a matter of priority.

(2) Effectiveness The effectiveness of the Project is affected by external conditions and can be considered of medium level.

Although the Project Purpose is being achieved, since it suffers the influence of both the delay of Output 2 achievement caused by a delay of administrative procedures (elaboration / implementation of the forest management plan) and the delay of Output 4 achievement that comes along with it (signing / executing of timber supply contract), it is expected that the achievement level at the time of the end of the Project will be limited and that its purpose will be achieved after the Project ends.

(3) Efficiency The efficiency of the Project is affected by external conditions and can be considered of medium level.

Both inputs of the Japanese side have made an active use of local experts and, generally speaking, they

were appropriate in terms of moment, quality and quantity. The Brazilian side also made adequate inputs through the coordination of several organizations. As a result, there are plenty of expectations for the production of Outputs 1 and 3 but, as for Outputs 2 and 4, the expectations for their full achievement during the period of the Project can be considered as being few.

(4) Impacts

Impacts at the level of Overall Goal: Since there are expectations that the forest management plan will be continuously implemented by each Association, the expectations for the achievement of the Overall Goal within 3 to 5 years after the end of the Project can be considered as being plenty.

Some external conditions necessary to the achievement of the Overall Goal that can be considered are: no major decrease in the prices of timber / non-timber products; no further delay on the administrative procedures related to the establishment of a settlement; non-occurrence of new administrative procedures in the process of elaboration / approval of the forest management plan.

Other Impacts: Several positive impacts were already confirmed. For example, the existence of the Project has promoted the resolution process of the problem related to land use right of riverbank dwellers in the target area. Before the Project started, the majority of the dwellers did not have an official land use / possession right but now the Federal Property Regional Bureau (GRPU) has granted those dwellers which already had the documents in order a provisory right of use. Besides, the implementation of the Project under the cooperation of many organizations has promoted a good communication within the administrative structure of the State of Amapá.

(5) Sustainability From a general viewpoint, it can be considered that the Project has technical sustainability.

System / organization aspect: It is believed that assistance in legal and policy aspects for the sustainable use of forest resources will be continued in the future. Sustainable forest management, agroforestry and partnership between the Agroforestry Association and the Furniture Union, promoted in the Project, are in accordance with the institutional strategy of each implementing organization. Besides, the Basic Guidelines now being defined are expected to be a guide to the continuation / development of future activities.

Financial aspect: So far the implementing organizations have secured the necessary budget for the activities of the Project. The responsible person of each implementing organization has declared that they will secure the budget for the continuity of the related activities even after the end of the Project, thus there are expectations that the financial sustainability will be secured.

Technical aspect: In general, the technical capacity of the C/P has been strengthened in a steady way, thus there are expectations that, until the end of the Project, C/P in the fields of Forest Management, Agroforestry and Woodworking will have acquired the necessary capacity to continue the related activities.

3-4 Contributing Factors to the Manifestation of the Results

3-4-1 Regarding the Contents of the Plan

The Project Purpose and the Overall Goal are compatible with the Pluriannual Plan of the Brazilian Government and the State Government of Amapá, what enabled the implementing / collaborating agencies, formed by 15 organizations from state and federal government, to make a partnership sharing a common objective. The approach adopted in this Project, linking the producing center of forest resources to the place of consumption, is in accordance with the approach adopted by the State Government of Amapá (“ecology chain”) which emphasizes local industry development. This fact is associated with the efforts of many institutions to cooperate and try to overcome several obstacles on the achievement of the objectives.

3-4-2 Regarding the Implementation Process

- (1) On the implementation of the activities, partnership was held among several collaborating agencies (state organizations, federal organization, district agencies), local community, NGO, private entities, etc.
- (2) For a more efficient management of the Project, it was recommended, in the Interim Evaluation, that the implementation structure was modified, which was promptly executed.
- (3) Since the Interim Evaluation, the indicators within the PDM have been revised as circumstances demanded so as to adjust to the progress of the Project, what contributed to the promotion of a common understanding of the people involved in the Project on the achievements of the Project Purpose and Outputs.

3-5 Problematic Points and Factors that Occasioned the Problems

(1) Regarding the Contents of the Plan

The first six months after the beginning of the Project were defined as a preparatory period, when Outputs and Activities of the provisory PDM were substantially revised as a result of studies and discussions carried out among the people involved in the Project. Output 2 in particular had an enlargement of scope, changing from “Consciousness of riverbank dwellers towards forest management will rise” to “Project execution staff, in partnership with riverbank dwellers, will conduct sustainable management of the forest”, and activities related to the elaboration / implementation of community-type forest management plan were newly included in the Project. However, although discussions on whether the objectives would be achieved within the remaining 3 years period of the Project were carried out according to the existing circumstances at that time, an important external condition which is the land problem was taken too easy. Lately, a revision was made in a way that suited the circumstances of changing policies but it is hard to say that land issue was considered at length.

(2) Regarding the Implementation Process

As far as PO is concerned, the recommendations of the Interim Evaluation have not been thoroughly executed and some necessary information like “expected results”, “executors”, “necessary inputs” and

“necessary conditions” have not been sufficiently determined. Besides, neither the annual PO was elaborated. This fact made it difficult for the people involved in the Project to monitor the overall implementation process and the progress of each activity of the Project with a clear and common understanding.

3-5 Conclusion

Through this Project, the Basic Guidelines for the sustainable use of flood-plain forest resources were elaborated for the State of Amapá and the IEF, which will be responsible for it, was established. Riverbank producers have started up an Agroforestry Association, agroforestry production has also exceeded the goal and there were also improvements in the technical capacity of furniture makers. Although it hadn't reached the achievement of the Project Purpose, this was mainly due to external conditions. If the forest management plan is approved through procedures of the involved agencies in Brazil, probably after the end of the Project the timber supply contract will be signed with the Furniture Union of the State of Amapá, legal timber will be carried out and furniture will also be made with legal timber.

In the future, it is necessary to promote the smooth progress of the procedures at the involved agencies in Brazil as well as the approval of the forest management plan and the signing of the timber supply contract and these can be done by the Brazilian side. Therefore, the Project will end as previously planned.

3-6 Recommendations (Concrete measures, recommendations, advices related to the Project concerned)

3-6-1 Short-term Recommendations (until the end of the Project)

- (1) It is necessary to provide opportunities for periodical discussions / sharing of information among the organizations involved even after the end of the Project.
- (2) The Project must share with the people involved the schedule from the elaboration to the approval of the forest management plan as well as make clear the contents each organization is expected to do along with its timing.
- (3) Even for furthering timber supply contract between the Agroforestry Association and the Furniture Union promptly after the approval of the forest management plan, the Project must create opportunities for exchanging of opinions between the Agroforestry Association and the Furniture Union as well as proceed with the preliminary arrangements.
- (4) In order to be continuously used even after the end of the Project, the Project must define the destination where the granted equipments will be transferred to.
- (5) For future trainings in woodworking, an ex post evaluation for grasping the technical improvements of the attendants shall be done and also used in benefit of the trainings after the end of the Project, as well as a textbook for the training shall be elaborated.
- (6) Considering that organization / strengthening of Agroforestry Associations is an important element for community-targeted projects, the Rural Development Institute of the State of Amapá (RURAP) must bring up / increase the number of personnel in the concerned field.

- (7) It is desirable that Agroforestry Associations, in order to be allowed to cut down in the future those trees (native species) planted in agroforestry system, report to the government side the area of planting, the number and localization of trees according to their species.
- (8) In order to accelerate the procedures of the process for issuing the permission for deforestation, the Agroforestry Association of Maracá should use the Agreement of Conduct Adjustment (TAC) concluded on December 3rd, 2007 between the organizations involved and the State / Federal Prosecution Bureau.
- (9) It is recommended that the Basic Guidelines of Output 1 is submitted to the Department of Sustainable Use of Biodiversity and Forest (DBFLO) of the Brazilian Institute of Environment and Renewable Natural Resources (IBAMA), which is a federal organization, for prior consideration.

3-6-2 Long-term Recommendations (after the end of the Project)

- (1) As far as sustainable use of forest resources of the State of Amapá is concerned, the role of the newly established IEF is important and measures of strengthening its structure along with capacity improvement of its staff should be further promoted.
- (2) The Agroforestry Associations, with the assistance of IEF, must go ahead with the schedule in a planned manner, in a way that suits the rainy season / dry season. Forest inventory at Mazagão area, in particular, must be carried out at the dry season of 2009.
- (3) It is necessary to integrate forest policies (under the responsibility of IEF) and rural development policies (under the responsibility of RURAP) and the role performed by the Rural Development Secretariat (SDR), which is the superior body to both IEF and RURAP, is of great importance.
- (4) The Agroforestry Associations and the Furniture Union, with the assistance of SEICOM, must make positive efforts to create opportunities to exchange opinions as well as further preparations for the rapid conclusion of the timber supply contract.
- (5) The Economic Development Special Secretariat (SEDE), which is the superior body of the state, must coordinate the involved organizations so as to guarantee the continuity of the results of the present Project as well as seek positive actions from the Governor / Parliament to spread out those results to other areas within the state.
- (6) The Third Country Training Programme "Agroforestry Training Course" carried out by JICA at the State of Pará is efficient to promote the present Project, thus a positive posture of the State of Amapá in sending its staff to take part in it is desirable.

3-7 Lessons

- (1) In this Project it was indispensable to satisfy several external conditions in order to achieve the Outputs and the Project Purpose. When determining the objectives and their indicators, a thoroughly consideration so as they can be achieved within the range of control of the Project is

necessary.

- (2) Land issue involves complex laws and state acts and the organizations involved are also wide-ranging. When designing a project, it is important to confirm whether it will be affected by land issues.
- (3) In projects which require coordination over many organizations, it is important to be in accordance with state or national guidelines, thus more effectiveness can be expected under such guidelines.
- (4) By revising the PDM whenever necessary according to the progress of the activities, will make the PDM reflect the real state of facts and will enable the people involved in the Project to share a common understanding on the achievement level of the Project as a whole.
- (5) In order to promote the organization / strengthening of community-targeted associations, it is necessary that consciousness-raising activities based on socio-economical situation are also included in the Project.
- (6) Providing a half-year preparatory period in the beginning was appropriate for organizing / examining the widely ranged involved organizations and the complicated activities of the Project. However, as an input from the Japanese side, an expert in the main field of activity should have been introduced more effectively from the beginning.