

Summary

I. Outline of the Project	
Country : Ghana	Project title : Participatory Forest Resource Management Project in the Transitional Zone of the Republic of Ghana
Issue/Sector : Nature Conservation-Sustainable Use of Natural Resources	Cooperation scheme : Technical Cooperation
Division in charge : JICA Ghana office	Total cost : 460 million yen
Period of Cooperation (R/D): 30/03/04~30/03/09	Partner Country's Implementing Organization : Ministry of Lands, Forestry and Mines, Forestry Commission - Forest Services Division
<p>1-1. Background of the Project</p> <p>The Government of Ghana (hereinafter referred to as "GOG") describes its overall policy direction of the forest sector in the Forest and Wildfire Policy 1994, which aims at the conservation and sustainable development of the nation's forest and wildlife resources for the maintenance of environmental quality and perpetual flow of optimum benefits to all segments of society. Involvement of rural people in forestry and wildlife conservation is also emphasized as one of the main objectives. Although recognition of the importance of involving local communities in forest management has become an essential part of forestry policies and programs, the apathy of the forest fringe communities towards forest management still remains as a major issue in various aspects of forest management. There is a pressing need to implement comprehensive participatory forest resource management with maximum involvement of the fringe communities.</p> <p>In view of the importance of managing forest resources in Ghana, particularly, in the Transitional Zone, the Government of Japan (hereinafter referred to as "GOJ"), through JICA, has extended support to GOG since 2004, by conducting the Project called 'Participatory Forest Resource Management Project in the Transitional Zone of the Republic of Ghana', so-called PAFORM project for a period of five (5) years, till March, 2009. After the Project started, some constraints were identified in the mid-term evaluation in 2005. As a result of that, Project Design Matrix (PDM) was modified and since then the Project has been run following the new project objectives. Compared to the original PDM which aimed at mainly forest management, the new Project Purpose emphasized the participation of the local people in the forest management, while also focusing on community development. In 2007 a Joint Consultation Team carried out a terminal evaluation study of the performance of the Project. Based on the result, PDM was modified to show the newly introduced activities such as Income Generation Activities (IGA) and Green-Belt (GB) Activities and to clarify the indicators.</p> <p>The Project is due to end in March 2009 and in accordance with JICA's Project management practice, a terminal evaluation of the Project was conducted.</p> <p>1-2. Project Overview</p> <p>This project aims to develop the necessary capacity for FSD staff and community people to cooperate mutually and manage forest reserves through developing the Forest Reserve Management Plan in the pilot areas, namely Tain I and Nzemere Forest Reserve.</p> <p>(1) Overall Goal</p> <p>Improved participatory approaches for sustainable Forest Reserve Management are adopted in Sunyani Forest District</p> <p>(2) Project Purpose</p> <p>Participatory approaches for sustainable management of the forest reserves in the Transitional Zone are improved through pilot activities in Sunyani Forest District</p>	

(3) Outputs

1. FSD personnel are trained in necessary skills and knowledge for planning and implementing participatory Forest Reserve Management Plan (FRMP).
2. Manual of Procedure (MoP) is modified to reflect the draft Strategic Plan (SP).
3. Partnership between FSD and target communities for Forest Reserve Management is established.
4. Forest Reserve Management Plans are developed with active participation of local population.
5. Forest Reserve Management activities are implemented in collaboration with local population.

Recommendations on the basis of lessons learned from project are submitted to the government of Ghana.

(4) Inputs

Japanese side : (Total 460 million yen)

Equipment 38 million Yen Local cost 75 million Yen

(2004.3-2006.5)

Long-term Expert 3 Short-term Expert 4

Trainees received 5

(2006.5~)

Expert 6 Others N/A

Ghanaian Side :

Counterpart 22 Equipment N/A

Land and Facilities office space in Brong Afafo and FSD HQ

Local Cost 12 million Yen

Others N/A

II. Evaluation Team

Members of Evaluation Team	Mr. Kunihiro YAMAUCHI	Leader	Resident Representative, JICA Ghana
	Mr. Naoto SAKONJU	Evaluation Management	Forestry and Nature Conservation Division II, Forestry and Natural Conservation Group, Global Environmental Department, JICA HQ
	Mr. Konlan SAMSON	Evaluation Planning	Program Officer, JICA Ghana
	Mr. Yukinari TANAKA	Evaluation Planning II	Assistant Resident Representative, JICA Ghana
	Mr. George Ortsin	Evaluation Analysis	Consultant
Period of Evaluation	25/08/2008 ~ 10/09/2008		Type of Evaluation : Terminal

III. Results of Evaluation

3-1. Project Performance

Project Purpose: Participatory Approaches for sustainable management of the Forest Reserves in the Transitional Zone are improved through Pilot Activities in Sunyani Forest District

Indicator 1	Forest Reserve Management Plans of two pilot forest reserves are developed
Indicator 2	At least 80% of participants in Green Belt (GB) and Income Generating Activities (IGA) are satisfied with the activities

The project purpose is not fully achieved as of the terminal evaluation. However, the validation workshop of FRMP for Tain I had been held and we are waiting for the sign by the Minister. The FRMP for Nzemere had been drafted and the validation workshop of FRMP for Nzemere will be held within the end of 2008.

Both GB activities and IGA as a part of FRMP satisfied community people in the target area, they actively participate and cooperate into forest management.

(Output 1) FSD personnel are trained in necessary skills and knowledge for planning and implementing participatory Forest Reserve Management Plan.

Indicator 1	At least, eighty (80) FSD personnel are trained
Indicator 2	At least six (6) FSD management staff involved in planning Forest Reserve Management Plan understand the process of the planning and concept of the project
Indicator 3	The enhanced skills and knowledge are applied by at least 80% of participant

Achievement level of Output 1 is high.

The total number of trained FSD staff, the understanding of FSD management staff for the process of the planning and concept of the Project, the applied skill and knowledge by trained FSD staff already have been achieved or will be achieved indicators set up by the Project within the Project term.

(Output 2) MoP is modified to reflect the draft Strategic Plan

Indicator 1	Strategic Plans for two pilot Forest Reserves are drafted.
Indicator 2	At least 80% of FSD staff engaged in the project recognize that revised MoPs are adopted

Output 2 is to be achieved by the end of the Project.

FRMP consists of Strategic Plan and Action Plan. The FRMP for Tain I will be finalized soon based on discussion in the validation workshop. The FRMP for Nzemere is the draft stage as of the terminal evaluation and the validation workshop will be held within the end of 2008.

The number of FSD staff who understands proposed modifications to the MoP already has achieved the target indicator.

(Output 3) Partnership between FSD and target communities for participatory Forest Reserve Management is established

Indicator 1	At least, twenty-five (25) meetings are facilitated by the project with local populations.
Indicator 2	Six (6) Community Facilitators (CF) are selected and appointed.
Indicator 3	At least 80% of participant in GB and IGA recognize that the collaborative relationship for forest management is strengthened

Achievement level of Output 3 is mostly high.

The number of implemented meetings, assigned CF and participated community people who recognize that the collaborative relationship for forest management is strengthened has already achieved or will be achieved within the Project term.

(Output 4) Forest Reserve Management Plans are developed with active participation of local population

Indicator 1	Twelve (12) Operational Plan and two (2) Forest Reserve Management Plans are developed
Indicator 2	In twelve (12) target communities, MoUs for GB Activities are signed between FSD and communities
Indicator 3	At least, 80% of community participants and FSD staff in the Project recognize the existence of Forest Reserve Management Plans

The prospects for achieving output 4 are high.

The number of Strategic Plan and MoU exchanged between FSD and Communities is to be achieved within the Project term although the sign by the Minister is not yet as the final procedure. And community participants recognize the FRMP well through a series of consultations and meetings by the Project.

(Output 5) Forest Reserve Management activities are implemented in collaboration with local population

Indicator 1	In all twelve (12) target communities, Operational Plans are implemented as planned
Indicator 2	At least 50% of community participants understand the concept of GB and IGA

Actually action plans of each community have already been implemented, operational plans which consist of action plans are waiting for approval by FSD. Although the activities of Output 5 are not fully implemented, the achievement level at the moment is satisfactory and it is expected to be high by the termination of the Project.

(Output 6) Recommendations on the basis of lessons learned from project are submitted to the government of Ghana.

Indicator 1	At least, three (3) workshops are held to share recommendations with other DPs, public and private sector, and community
Indicator 2	At least 80% of participants in workshop understand the recommendations addressed in the workshop

The prospects of achieving Output 6 are moderate at the time of the terminal evaluation. The information sharing workshop is not held yet at this moment, but the Project is compiling the lessons learned and will submit the recommendations to the Ghana Government within the end of the Project.

3-2. Summary of Evaluation Results

(1) Relevance: High

The Project aims at sustainable forest management and rural development. This suits for both the GPRS II of Ghana and Country Assistance Program for Ghana of Japan. Originally the Project targeted five (5) forest reserves in Brong Afafo, however, the Project selected two forest reserves of Tain I and Nzemere which have the base FSD and fringe community people work together among other forest reserves which have wild fire and illegal cutting after mid-term evaluation. Therefore, the Project corresponds to the needs for targeted sites in terms of managing the forest reserves by involving surrounding community people.

(2) Effectiveness: Mostly High

The project purpose and outputs are not fully achieved at this moment but they are to be achieved within the Project term. The capacity of counterparts and related organizations has developed and strengthened through formulating FRMP by using PAFORM approach and it contributes the achievement. The developed participatory approach should be disseminated to not only the project participants but also private and other donors as to be a mainstream of FSD.

(3) Efficiency: Moderate

Although the project purpose and outputs are to achieve within the Project term by the appropriate inputs from the view points of quantity and quality, the progress of the Project has been behind schedule according to the project operational plan, because there are some reasons why the delay of both counterpart fund allocation and arrivals of Chief Advisor, and why we had to shift the dispatch of Japanese experts as to meet the delay of the Project activities, though the dispatch timing of experts were improved after May, 2006. Especially, Ghana side expected that Japanese expert who can timely decide essential issues should stay in Ghana as long as possible. Though trained CFs play a very important role in the participatory forest resource management, unfortunately, they are not permanent staff of FSD. It is expected for FSD to hire CFs as FSD staff in order to make the most of the Project inputs.

(4) Impact: Mostly High

Although overall goal is not achieved yet, the capacity of counterparts has been developed through the formulation process of FRMP and the good relationship between community people and FSD has been established. It seems that FRMPs for other forest reserves in the transitional zone will be developed within 3 years after the termination of the Project in case that FSD utilize developed skill and knowledge and necessary budget be allocated in addition FRMP formulation schedule is cleared, the role of CF is carried over to FSD, the economical relevance on IGA is clarified.

The following good impacts have been recognized:

- The cooperation system between community and MOFA which assists technical aspects concerning GB and IGA has established in a field.
- The consciousness toward environmental protection among community people grew up.
- Community people had a connection with the outside. Economical impact by GB and IGA will be obtained in Future.

(5) Sustainability: Moderate

The Government of Ghana emphasises the participation of community people into forest management based on their policies such as the Forest and Wildlife Policy, NRMP and NFPDP. The capacity of counterparts has been developed through the formulation process of FRMP and the good relationship between community people and FSD has been established. Therefore, sustainability of the project is politically, technically and socially high. Meanwhile, the following issues are required to make it sure from the view points of institutional and economical sustainability.

- FSD institutionally takes over the function of CF
- FSD clarifies concrete action plans to develop FRMPs for other forest reserves
- Necessary budget financially are allocated
- Economical relevance on IGA are clarified in community level

Concerning IGA, it should be considered to utilize other schemes such as JOCV in addition to clarify the economical relevance on IGA by the end of the Project.

3-3. Factors promoting better sustainability and impact

(1) Factors concerning to Planning

FSD knows only the word “Participatory Forest Resource Management” so far, but they actually don’t know a way and method of its implementation. Therefore, the Project have repeatedly reminded the concept of PAFORM approach and the roles of people concerned to the Project at every opportunity, and this prompted related people to improve the consciousness toward environmental protection.

(2) Factors concerning to the Implementation Process

There were a lot of stakeholders in activities and participants were complicated because the Project aimed at ‘Participatory’. Therefore, four working groups, which were the group on formulation and improvement of Strategic Plan, the group on GB activities, the group on IGA activities and the group on monitoring and evaluation, were set up in the Project. These groups contributed to clarify the roles of people concerned and establish the good relationship between community and FSD by working together.

3-4. Factors inhibiting better sustainability and impact

(1) Factors concerning to Planning

Resource Management Support Centre conducted the inventory survey. The submission of the report had delayed because it took a lot of time to compile and summarize results of the survey. Therefore, the formulation of FRMP had been behind the schedule. However, two FRMPs will be finalized within the end of the Project and the Project purpose will be achieved.

(2) Factors concerning to the Implementation Process

At the beginning of the Project, the Project couldn’t start some of activities at appropriate timing because a counterpart fund didn’t disburse on schedule. Thereafter, the delay of budget disbursement was improved.

There were traditional events and standards which we must pay careful attention, when we work in the field. It should be clarified the necessary procedure at the beginning of the Project.

3-5. Conclusion

Based on the results of the evaluation, it is recognized that the Project suffered delays on schedule, especially on Output 5. However, capacity development has been done through developing the FRMP for Tain I, the purpose of the Project will be achieved within the Project period.

This has been judged from the following facts:

- (1) FSD staff have acquired knowledge and skills through experience of FRMP development by using improved participatory approach which is the PAFORM model.
- (2) FSD and the forest fringe communities have established mutual relationship and recognize the importance of GB and IGA.

The Project should finish necessary procedure for developing FRMP for Nzemere as soon as possible and should shape exit strategy clearly such as estimation of the necessary budget and action plan for expansion of FRMP to other FRs in Sunyani.

3-6. Recommendations

3-6-1 Measures to be implemented before the termination of the Project

(1) Development of FRMP for Nsemere

FRMP for Nsemere is being drafted and validation workshop on FRMP for Nsemere should be held by the end of 2008. FSD should get necessary data for developing the FRMP as soon as possible and finalize it. Then FSD should decide on the date for the Validation Workshop for Nsemere and start to prepare for it.

(2) Handing over of tasks from CF to FSD staff

FSD should develop an action plan to rollover the functions of CFs to front line staff and develop FRMP with participatory approach in other FRs in Transitional Zone before the Project ends. Human resources trained by the Project should be utilized in the future participatory FRMP as much as possible.

(3) Economic analysis of IGA activities

The Project should analyze the economic feasibility of IGA and show the running and operational costs and estimated benefit of the IGAs by the end of the Project.

(4) Exit strategy

A combined team of Japanese experts and FC/FSD should develop an exit strategy to guide the smooth transition of the PAFORM Project into the mainstream by December 2008 for implementation before Project closure. The strategy should include the followings:

(a) Budget Estimate

From the view point of sustainability, the running and operational cost for developing participatory FRMP should be estimated by the Project Secretariat (Japanese experts and FSD) and communicated to Forestry Commission (FC). Based on that, FC should allocate the necessary budget.

(b) Action plan for expansion of PAFORM model*

FSD recognizes the importance and process of PAFORM model developed in the Project. FSD should therefore utilize experiences and knowledge gained from the Project to other FRs in transitional zone and develop an action plan including the detail schedule.

*: PAFORM model consists of 1) community participation from the planning stage, 2) Implementation of GB activities, 3) Implementation of IGA, 4) Deployment of CFs.

(c) Redeployment of Human and Capital Resource

Staff and project equipment should be reassigned appropriately taking into consideration the sustainability and consolidation of Project gains.

Measures to be implemented after the termination of the Project

(1) Japan Oversea Cooperation Volunteer (JOCV)

Two JOCVs will be assigned to FSD Brong Ahafo from March 2009. They will not play the roles of experts, but will work together with community people and basically contribute to rural development. It is suggested that the detailed activities of JOCVs should be discussed sufficiently between JOCVs and FSD after their arrival.

(2) Collaboration with RMSC

RMSC is one of the important organizations that assists to develop FRMP and has necessary data such as inventory data and mapping. FSD should strengthen the relationship with cooperating organizations and consider

the appropriate system of implementation and training for GIS. GIS capacity developed by the Project should be up-graded in the near future to serve the transitional zone.

(3) Involvement of MOFA

In the case of IGA activities, FSD has to collaborate with MOFA. In the current situation, FSD arranges for the participation of MOFA, especially in the use of extension officer (AEA). The FC through MoLFM should negotiate with MOFA to plan their involvement in IGA activities from the planning to implementation stages as a part of the annual plan of operation.

(4) Provided equipments

The equipment are properly provided in accordance with project activities and handed over to FSD. After taking over some equipment, the Ghanaian side has properly utilized those equipments. It is expected that all equipments will be continuously maintained by the Ghanaian side with necessary budget allocation.

3-7. Lessons Learned

(1) Information sharing on budget

The delay of presentation of a budget plan both Ghanaian side and Japanese side affected to make out a next year's budget plan, allocate and disburse the budget. It is expected to share budget information at appropriate timing to make up the budget plan and allocate the budget.

(2) Clarification of roles of stakeholders

Since the Project aims at facilitating participation among various stakeholders, PAFORM has many different kinds of stakeholders and the relationships tend to be complex on the ground. In order to enable the stakeholders be aware of their responsibilities and be motivated, the roles of stakeholders in implementing the Project should be clarified through dialogue.

(3) Consideration of respective traditions and norms

The Project budget should be flexible enough to take care of community entry formalities (e.g. offering drinks, snacks, etc) to make community mobilization and participation smooth. At the beginning of the Project, both sides should clarify how they will deal with this issue.

(4) Win-win relationship in participatory approach

Participatory approach requires participants' commitment but no one labors on any activity without any benefit. In this project, FSD goes into the forest fringe communities and obtains their cooperation in forest management. On the other hand, those communities supply labor force in forest management as GB activities and get support from FSD in IGA and GB activities. This win-win relationship promotes participatory approach.

8. Follow-up Situation

N/A