

## Evaluation Survey Results Summary Table

1. Outline of project	
Country: Burkina Faso	Project name: Participatory and Sustainable Forest Management in the Province of Comoe (Projet de Gestion Participative et Durable des Forêts Classées dans la Province de la Comoé)
Field: Natural Environment Conservation	Scheme: Technical Cooperation Project
Department in charge: Global Environment Department, Forestry and Natural Environment Group, Forestry and Natural Environment Conservation Section 2	Cooperation amount (at time of evaluation) total: About 380 million yen
Cooperation period:	July 1, 2007 to June 30, 2012 (R/D signed on June 7, 2007)
	Counterparty related agencies: Ministry of the Environment and Sustainable Development (Ministère de l'Environnement et du Développement Durable: MEDD), General Directorate of Nature Conservation (Direction Générale de la Conservation de la Nature: DGCN), Directorate of Forests (Direction des Forêts: DiFor)
	Japan side cooperating agency: Ministry of Agriculture, Forestry and Fisheries – Forestry Agency
	Other related cooperation: Development survey “Comoe Province Forest Management Plan Survey (2002-2005)”
<p>1-1 Background and Outline of Cooperation</p> <p>In Burkina Faso, the forest area is decreasing dramatically due to population growth, shifting cultivation by slash and burn, and unplanned deforestation, etc. Serious desertification is advancing in the north of country, which is in the Sahel region. Even in the south region, where there were relatively rich forest resources, the degradation or loss of forests is remarkable. As a result, the areas rich forests remain today in Burkina Faso are mostly only the Classified Forests,<sup>1</sup> and their conservation as precious forest resources is increasingly important.</p> <p>In this situation, the Burkina Faso government created the National Forest Policy<sup>2</sup> (Politique Forestière Nationale). Based on this policy, the Burkina Faso government planned to implement sustainable forest management by the local people. The Ministry of the Environment and Sustainable Development (Ministère de l'Environnement et du Développement Durable: MEDD) which has jurisdiction over forest management followed it, but the implementation was not progressed, because there were problems in funding and in the implementation organization. In Addition, amidst progress in regional decentralization in Burkina Faso, the formulation and implementation of forest management related plans at the regional government became be urgent.</p> <p>Under the background which was described the above, based on a request by the Burkina Faso government, JICA conducted a development survey, the “Comoe Province Forest Management Plan Survey,” from August 2002 to June 2005, and proposed the direction and approach for creation of community participation type forest management plans for five Classified Forests in Comoe Province, Bounouna, Toumoussénni, Gouandougou, Kongoko, and Dida. However, forest administration agency's staff did not have experience in forest management and implementation of project, and the</p>	

<sup>1</sup> In French, Forêt Classée. Areas designated as where forest management projects should be done in government held or publicly held forests. Currently in Burkina Faso, Classified Forests total 64 locations with 1,070,000 ha.

<sup>2</sup> 1995 “National Forest Policy (PFN),” 1996 “National Forest Development Plan” (PNAF) 1997 “Forest Law”

lack of necessary knowledge and skills for developing them needed to advance these. Therefore, the Burkina Faso government requested technical cooperation to make actual progress in sustainable forest management by community participation, as proposed in the development survey.

Based on the request, with the 5 years since July 2007 as the cooperation period, JICA began the “Participatory and Sustainable Forest Management in the Province of Comoé”<sup>3</sup> technical cooperation project, with the goal of “Enabling implementation of activities for aiming at sustainable forest management by the community” through Forestry Management Groups (Groupement de Gestion Forestière: GGF) and the Union of Forest Management Groups (Union des Groupement de Gestion Forestière: UGGF).”

#### 1-2 Cooperation Details

- (1) Primary Goal Implementation of the sustainable forest management by the community in the four Classified Forests covered by the project
- (2) Project goal In the four Classified Forests covered by the project (Bounouna, Toumoussenni, Gouandougou and Kongoko) through the GGFs and UGGFs, enable activities aimed at sustainable forest management by the community
- (3) Outputs
  - 1) Enhance the capacity of central and regional forest administration agencies for the supporting, to enable community participation type sustainable forest management.
  - 2) In rural areas covered by the project, enhance the capacity for the sustainable forest management of the GGFs and UGGFs.
  - 3) Improve the conditions of livelihood at the community.
  - 4) In the four Classified Forests covered by the project, formulate and start the Plan of Management and Administration (Plan d’Aménagement et de Gestion: PAG)<sup>4</sup> one after another.
  - 5) In order to conduct sustainable forest management, deepen cooperation between officials in regional administrative agencies, project related government branch offices (regional officials) and forest administrative agencies.

#### 1-3 Results of Investment (At Time of Evaluation)

Japan side: Short term experts dispatched: 8 experts, 84.29 man-months (until Dec. 31, 2011)  
Training in Japan: 4 people (1 person in 2008, 2 people in 2009, 1 person in 2010)  
Materials & equipment provided: Japan’s procurement portion: 67 million yen (as of Dec. 31, 2011)  
Local cost burden: 400 million yen (as of January 31, 2012)

Burkina Faso side: Counterparts assigned: 25 people  
Local cost burden: 125 million CFA francs (as of December 31, 2011)  
Land and facilities provided Executive Office

<sup>3</sup> The areas covered by this project are four Classified Forests (excluding Dida): Bounouna (1,300ha), Toumoussenni (2,500ha), Gouandougou (9,500ha), Kongoko (27,000ha). It is limited to Bounouna, Toumoussenni, Gouandougou and Kongoko.

<sup>4</sup> In 2011, PAG’s name was changed to Forest Management Plan (Plan d’Aménagement Forestier: PAF). This report refers to both as PAG.

2. Evaluation Survey Team Outline					
Japan side	Team Leader	Shuichi Ikeda	JICA Global Environment Dept., Deputy Director General in Charge of Forest and Natural Environment Conservation		
	Cooperation Planning	Saeko Terada	JICA Global Environment Dept., Forest and Natural Environment Conservation Section 2		
		Chiaki Yamada	Pegasus Engineering Corporation		
	Evaluation Analysis Interpreter	Toshiyuki Morita	Japan International Cooperation Center		
Burkina Faso side	Mr. OUEDRAOGO Lassane	MEDD: Undersecretary Office Staff			
	Ms. KAFANDO K Judith	MEDD: Survey Planning Bureau			
Survey period	January 15 to February 5, 2012		<table border="1"> <tr> <td>Evaluation document</td> <td>Termination Evaluation</td> </tr> </table>	Evaluation document	Termination Evaluation
Evaluation document	Termination Evaluation				
3. Outline of Evaluation Results					
3-1 Confirmation of Results					
(1) Degree of Achievement of Outputs					
1) Output 1: Achieved					
<p>Training for sustainable forest management through Participatory Forestry was held four times at the regional level, and 11 times at the central level. The changes as bellow were confirmed in the awareness and conduct of forest administration officials.</p> <ul style="list-style-type: none"> <li>• By gaining broad knowledge about forest management methods, they became able to participate actively in the project activities (e.g. tree planting activities).</li> <li>• They became able to utilize their knowledge and experience which gained by training for monitoring and evaluation, for work on site such as in Mid-Term Review.</li> <li>• Moreover, provincial bureau heads mainly, they began to monitor their project activities regularly.</li> <li>• They encouraged them to increase their knowledge of forest management by they served as assistant lecturers in forest management techniques training for GGFs/UGGFs (e.g. logging techniques and wildfire management) through on the job training.</li> <li>• They became able to participate actively in the work for formulation PAG.</li> </ul>					
2) Output 2: Achieved					
<p>All 27 GGFs received training for sustainable forest management techniques and organization management, as planned. Several examples of enhanced forest management abilities of GGFs/UGGFs were observed, as below.</p> <ul style="list-style-type: none"> <li>• After they received training in sumbala, wildfire management and grazing, they became to start their implementation activities on their own.</li> <li>• They came to produce their own ideas, and actively participate in project activities.</li> <li>• When they found problems, they came to discuss, solution methods on their own.</li> </ul>					
3) Output 3: Achieved					
<p>Some GGFs implement activities as planned, conduct the production and sale of charcoal as timber and forest products, and as non-timber forest products (NTFP), conduct the production and sale of apiculture products, medicinal herb sales, and shea butter production and sales appeared, these activities led to income generation. GGFs are allocating part of the earnings, which they obtained by sale of products, to material costs used in their next</p>					

production, forest management activities and group management costs, and they distribute the remaining funds among producers. In the third year, net income was found in income generating activities of all GGFs, which is expected to lead to improvement living conditions.

4) Output 4: Almost achieved

PAGs are making the draft for these four Classified Forests, and plan to formulate and be approved them until May 2012. However, coordination with stakeholders may take some more time, because it is needed for the approval process. On the other hand, although before the approval, GGFs are starting their activities in accordance with the current PAGs.

5) Output 5: Continuing

Each stakeholder deepened cooperative relations through seminars for relevant local people, sharing of views in the JCC, and cooperation activities with multiple local private companies and organizations for conducting sustainable forest management by forest administrative agencies and local related parties.

(2) Project Goals: Degree of Achievement

In the four Classified Forests, through GGFs/UGGFs, there are activities aimed at sustainable forest management by the community; there is especially active utilization of NTFP to contribute to livelihoods improvement and wildfire control activities such as making the firebreaks. Regarding the achievement of indicators, the zoning for forest management in accordance with forest management goals is drawn on land use maps, and the start of logging operation has clarified the zoning borders. In addition, common Classified Forests' goals and each Classified Forest's management goals have been established, and the activities are being implemented which match the goals for each Classified Forest. However, approval of PAGs that states management goals is incomplete.

3-2 Evaluation Results Summary

(1) Validity: High

This project matches Burkina Faso's policies and Japan's policies on assistance for Burkina Faso.

Also for the needs of target groups, Classified Forests are a basis for local people's life, and aiming at conducting sustainable forest management through GGFs/UGGFs may be an appropriate approach. In addition, to conduct sustainable forest management, formulating PAGs, which match to conditions of each Classified Forest and the rural people, is valid from the viewpoint of forest conservation while protecting community life.

(2) Effectiveness: High

For the four Classified Forests, it is conjectured that based on PAF, participatory forest management activities through GGFs/UGGFs will be solidly implemented, and it is very likely that project goals will be achieved. In addition, it is judged that progress on outputs 1 to 5 until now is contributing plenty to the achievement of project goals; especially the main issue of output 4 is PAG formulation, which is completed, and if the approval procedure

progresses, one can expect that the degree of achievement of project goals will become more solid. The future approval process for PAG is entrusted to the Cascades Region Governor, and if he can fund operation costs to hold the meetings for PAG approval, it is predicted that the approval procedure will be preceded smoothly.

(3) Efficiency: Relatively high

Investments from the Burkina Faso side and the Japan side were made as planned, and contributed to the achievement of outputs in both quality and quantity. As cooperation with other agencies, there are activities with the Project Support for Participatory Management for Natural Resources in the Region of Hauts-Bassins (Le Projet d'Appui à la Gestion Participative des Ressources Naturelles dans la Région des Hauts-Bassins: PAGREN) which is very similar to this project. Also, as a result of employing activity monitors from among the community for activity monitoring, the Project Team easiliery obtained information such as changes in GGFs.

(4) Impact: Relatively high

The formulation PAG is in the final stage, and its approval process is in progress. As below, many positive impacts are appearing, and the environment is steadily being developed for the local people to implement ongoing forest management activities. GGFs have improved the relations with forest officers, and eagerly and actively participated in activities due to higher revenues. They have come to feel the pleasure and joy of making products. Therefore, we can judge that it is relatively likely to achieve the primary goal after three to five years.

- Higher revenues of GGFs
- Ripple effects of project activities
- Improved relations between forest officers and GGFs
- Changed the awareness of GGFs/UGGFs
- Enhancement sense of solidarity in GGFs

(5) Sustainability: Standard

This project matches the Burkina Faso government's basic policy that GGFs/UGGFs conduct Classified Forest management based on PAG stipulations, and development of policy is highly independent. At the national level, movements to formulation PAGs for the 64 Classified Forests in Burkina Faso are being advanced by MEDD. The PAGs, which was formulated by this project, are expected to become models for development PAGs of other Classified Forests.

In fiscal aspects, considering that the Burkina Faso side burden has delays in counterparty budget implement and is extremely lacking project budgets for the regions and provinces, there are very harsh prospects for obtaining budgets needed after the project ends. Regarding GGFs, if revenue generation activities, which used timber and non-timber forest products, continue stably, and if it is possible to manage their revenues, we can judge there is a possibility of maintaining a certain level of independence in fiscal aspects. GGF/UGGF creating systems to manage funds themselves is more realistic than relying on the national budget measures. Until project termination, if each UGGF can utilize the forest management fund and make the necessary expenses in forest management activities of forest officers, then it would become possible to implement forest management activities, for example continue monitoring of GGF activities by forest officers.

In organizational aspects, in order to continuous implementation participatory forest management, it is most important to establish the economic foundations of GGFs and UGGFs. To do it, the capacity for organizational management of GGFs and UGGFs must be more solid, including their fiscal management.

In technical aspects, since the third year, there are some GGFs which already implement activities they learned at the training. To learn such techniques, some people are becoming GGF members. Due to it, there are plenty of possibilities to utilize and spread the techniques and results in GGFs.

It is predicted that some more time is needed until organizational management capacity and techniques become solidly implanted in GGFs, so there is a need to continually monitor and evaluate activities.

### 3-3 Factors which Contributed to Delivering Effect

#### (1) Plan Details

- A mastering training plan is being drafted, so that after each training is implemented, GGF members sufficiently master the training content.

#### (2) Implementation Process

- Coordination with related agencies (Ministry of Agriculture, Ministry of Animal Resources, local governments, local administrative agencies, etc.)
- Employment of Assistant Facilitators and Monitors
- Building good relations between forest administrative agencies (forest officials) and GGFs

### 3-4 Problems and Factors which Cause Problems

#### (1) Plan Details

- Differences in initial understanding of JICA and Burkina Faso regarding budget management and implementation methods of a “technical cooperation project.”

#### (2) Implementation-Process

- Decrease in the counterpart’s budget of Burkina Faso side from fiscal 2007 to fiscal 2010, and large delays in its implementation
- Due to worse political conditions in April 2011, Japanese experts temporarily withdrew from Burkina Faso

### 3-5 Conclusion

Regarding the five evaluation items, validity and effectiveness were items that reached satisfactory levels. Moreover, regarding efficiency, worse political conditions caused Japanese experts to leave Burkina Faso temporarily, and the response to the delayed implementation of Burkina Faso side’s budget relatively affected the progress of project activities; however, ingenuity and efforts were maximized in other aspects, so this reached a satisfactory level. Regarding sustainability, there were points seen which were insufficient in organizational aspects, fiscal aspects and technical aspects; more efforts are needed by UGGFs/GGFs and Burkina Faso forest administration agency related parties. Regarding impact, many impacts have already appeared at the local level of the targeted Classified Forests, but we did not confirm impacts such as ripple effects on forests other than the targeted

Classified Forests. Their reflection in Burkina Faso's policies, or the spread of knowledge to people such as forest officers who did not participate in the project; therefore there is a need for further work on this.

### 3-6 Recommendations

- (1) Extend the cooperation period
- (2) Approve and utilize PAGs
- (3) Effectively use manuals and guides
- (4) Capability Development of UGGFs for the four Classified Forests
- (5) Share results and hold seminars
- (6) Share termination evaluation results among project related parties

### 3-7 Lessons

#### Sharing of Strategy of Project

This project was implemented, in the four-targeted Classified Forests, the vision raised in Burkina Faso's forest policy "Aim at sustainable conservation and management of forests, utilizing natural resources while generating employment for local people and stabilizing incomes." The project was implemented with the strategy of having the results reflected in PAFs to be newly formulated. On the other hand, there are 64 Classified Forests in Burkina Faso, and the formulation methods for PAF obtained from this project and the lessons obtained from practice of their activities are also expected to be utilized in other Classified Forests in Burkina Faso; to do this, it aims to present a successful model. In this kind of technical cooperation project, having both countries clearly share strategy and direction when the project starts is very important for thereafter ensuring the smooth implementation of cooperation, discussions and agreement on detailed points, communication, delivery of results, and independent development.

#### Effective Utilization of Materials and Equipment Investment

This project is technical cooperation. Priority is not placed on social infrastructure development, or on materials and equipment provision. However, combining with matters such as funding assistance programs of other donor countries and bringing out synergies makes a technical cooperation project more effective with highly independent development.