

Summary Sheet for Terminal Evaluation

1. Outline of the Project		
Country : Lao People's Democratic Republic		Project title : Participatory Land and Forest Management Project for Reducing Deforestation in Lao PDR
Issue/Sector :		Cooperation scheme : Technical Cooperation
Department : Global Environment Department		Total cost : 618 million yen
Period of Cooperation	(R/D) 4th August 2009 29 th August 2009 to 23 rd August 2014	Partner Country's Implementing Organization : Department of Forestry, Department of Agricultural Extension and Cooperatives
	(Extension) ~23 August 2015	Supporting Organization in Japan : Forestry Agency
<p>1-1 Background of the Project</p> <p>In the 1970's, Lao PDR had forest around 70% of the total land area. But it has decreased to 41.5% in 2002 due to rapid land use change. Forest Management and Community Support Project (FORCOM), implemented from 2004 to 2009 by the National Agriculture and Forestry Extension Service (NAFES) and JICA, aimed to promote sustainable land and forest use in nine districts of six northern provinces of Lao PDR to stabilize or reduce shifting cultivation. Provided that shifting cultivation was a major cause of deforestation and degradation in the target area, FORCOM developed the Community Support Programme Tool (CSPT) as a tool for providing alternative livelihoods to farmers so that they could reduce dependency on shifting cultivation and consequently mitigate pressure on forests.</p> <p>However, in order to reduce the deforestation and forest degradation which is driven by various land use factors, it is becoming increasingly necessary to strengthen sustainable land and forest management at the village level. Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD), or a climate mitigation measure to provide incentives for the conservation of carbon stored in existing forests, is being discussed under the United Nations Framework Convention on Climate Change (UNFCCC).</p> <p>Under the circumstances, JICA dispatched a detailed planning survey team in January 2009 and, through discussions with the concerned authorities, set out the new project concepts and overall implementation structure for addressing participatory land and forest management for reducing deforestation in the northern part of Lao PDR. Based on the detailed planning, the Government of Lao PDR and JICA agreed to commence the Participatory Land and Forest Management Project for Reducing Deforestation in Lao PDR (PAREDD) (hereinafter referred to as "the Project") as specified in the Record of Discussions (R/D) signed by both sides in August 2009.</p> <p>The project started in August 2009 and will be terminated in August 2014 (5 years project). The 3rd JCC which was held in November, 2011, approved that the activities for reducing deforestation in Phonsay would be implemented as "a REDD+ demonstration project", and the additional activities relating to REDD+ for preparation of the REDD+ Project Description (PD) (Project Description) for future credit have already started.</p> <p>Before the Project termination, the joint terminal evaluation team was formed by Lao PDR and Japanese sides.</p>		
<p>1-2 Summary of the Project</p> <p>According to the PDM Ver.1.1 approved by the 5th Joint Coordinating Committee (JCC) held on 24 October 2012, the outline of the project is as follows (please refer to Annex 1 and 2);</p>		

<Project Purpose >

A system of reducing deforestation and degradation, contributing to REDD+, is developed through participatory land and forest management.

<Outputs >

1. A system of reducing deforestation and degradation at village and village cluster level (i.e. PAREDD approach) is designed through improvement of Community Support Programme Tool (CSPT) developed by the preceding FORCOM project.
2. A system of reducing deforestation and degradation at village and village cluster level is operational in the selected village clusters (i.e. PAREDD sites).
3. Changes in forest cover and / or carbon stock and socio-economic conditions are made clear in and around the PAREDD sites.
4. A REDD+ demonstration project, adapting the PAREDD approach as mitigation measure, targeting one of the PAREDD sites, is formulated.
5. A system of reducing deforestation and degradation is proposed as a mitigation measure for climate change under REDD+.

<Project Target Area >

Luang Prabang Province

2. Review Team

Members of the Review Team

(1) The Japanese Team

Title	Name	Position
Team Leader	Mr. Kenichi Shishido	Deputy Director General, Global Environment Department, JICA
Member	Mr. Mikihiro Inoue	Senior Policy Analyst for Overseas Forestry, Forestry Agency, Ministry of Agriculture, Forestry and Fisheries
Member	Mr. Koji Mitomori	Deputy Director, Forestry and Nature Conservation Division 1, Global Environment Department, JICA
Member	Ms. Koji Asano	Senior Engineer, Environmental Science & Engineering Department, Nippon Koei Co., LTD.

(2) The Laos Team

Title	Name	Position
Team Leader	Mr. Oukham Phiathep	Deputy Director General, Department of Planning and Cooperation, MAF
Member	Ms. Saymonekham Mangnomek	Deputy Director General, Department of International Cooperation, MPI
Member	Mr. Phousith	Senior Officer, Department of Agriculture Extension

		Phoumavong	and Cooperative, MAF
	Member	Mr. Bouneua Khamphilavanh	Senior Technical Staff, Department of Planning and Cooperation, MONRE
Period of Review	23 February 2014 – 11 March 2014		Type of Evaluation: Terminal Evaluation
3. Results of Evaluation			
3-1 Achievement of the Project			
(1) Results of Inputs			
1) Japan side			
a) Long term expert: A total of 7 experts were dispatched.			
b) Short term expert: A total of 4 experts were dispatched.			
c) Training in Japan: 17 staff members of PAFO, DAFO and DOF have been trained in Japan.			
d) Provision of equipment/ facilities: The equipment equivalent to USD152,584.11 was provided. Major items including GPS, GIS software, 5 satellite images, personal computers, vehicles, motor cycles, etc.			
e) Basic infrastructure: i) Renovation of access road and construction of bridge in Houaykhong Village, ii) Renovation of road from Sopchia- Houayam, iii) Construction of a field office in Houaykhong			
f) Local cost			
2) Lao PDR side			
a) Assignment of 16 Counterpart (C/P) Personnels: Among C/Ps, 8 were full-time C/Ps assigned by PAFO for the project.			
b) Office space, facilities and materials: Land (PSY field office), building (LPB Office) have been provided by PAFO for the project. The space in the DOF in VTE has been provided by DOF for the project.			
(2) Project Progress			
1) Output 1			
All three indicators set for the output 1 in the PDM were “achieved”.			
(Indicator 1a: achieved)			
From Oct 2010 to Jan 2011, CSPT was analyzed, and integrated under the PAREDD approach, and the results were reflected in the four documents; (1) <i>Operational Guideline of PAREDD Approach</i> , (2) <i>Operational Manual of PAREDD Approach</i> , (3) <i>Operational Manual of Implementation Stage</i> and (4) <i>Monitoring Guidelines for Type 2 activities</i> .			
(Indicator 1b: achieved)			
The project conducted a field survey to collect information on farming system in XGN and PSY districts. The results were compiled in the report in Oct 2010, and the list of recommended activities was attached to the draft of the operational manual of PARED approach.			
(Indicator 1c: achieved)			
The project elaborated following guidelines and manuals in respective timings; (1) <i>Operational Guideline of PAREDD Approach</i> and <i>Operational Manual of PAREDD Approach</i> were drafted in both Lao and English language by Feb 2011, (2) <i>Operational Manual of Implementation Stage</i> was drafted by Feb 2012, and (3) <i>Monitoring Guidelines for Type 2 activity</i> were drafted by Feb 2012.			
2) Output 2			
Out of eight indicators set for the output 2 in the PDM, three were “achieved”, three were “almost achieved”, and two were “under progress”.			
(Indicator 2a: achieved)			
Village Activity & Budget Plans were elaborated by each LFMC of the target villages, and later were approved by the district governor, DAFO and PAFO in Feb 2012 (four target villages in XGN site) , and in Apr 2013 (five target villages in PSY site).			
(Indicator 2b: achieved)			
The Activities were categorized into three types; Type 1, Type 2 and Type3, and described in the officially approved “Village Activity & Budget Plans”. All activities were conducted almost as planned.			

(Indicator 2c: under progress).

Village land and forest zoning in both XGN site and PSY site was defined as “land use plan” in the *Village Activity & Budget Plan* of each target village. Zoning aims for middle and long-term (by 2020) basis, and villagers as well as staff of PAFO and DAFO have been struggled to achieve strict obedience on it.

(Indicator 2d: almost achieved)

The project plans to conduct interview surveys to LFMCs of nine target villages to analyze the village situation in Jun 2014. By the time of the terminal evaluation (Mar 2014), no LFMC reported that villagers’ livelihoods have been deteriorated by the PAREDD related activities.

(Indicator 2e: almost achieved)

In XGN site, in accordance with the Village Activity & Budget Plans, livelihood improvement activities (Type 2) and the revolving fund system have started in Oct 2012. By the time of the terminal evaluation (Mar 2014), repayment has started in XGN site.

(Indicator 2f: under progress)

By the time of the terminal evaluation, 13 households received funds for their new activities in three villages in XGN site. Two villages in XGN site plan to distribute funds to more households using LAK 5,600,000 of their recovered revolving fund.

By the time of the terminal evaluation, 3 households in Houaykhot village, 7 households in Pakto village and 3 households in Houaykhong village newly received funds.

(Indicator 2h: achieved)

The project drafted four documents regarding “PAREDD approach”. Toward its finalization, the series of meetings, suggestions were made with relevant institutions.

(Indicator 2i: almost achieved)

PAFO and DAFO C/Ps became capable to conduct the Planning Stage and implementation Stage by themselves, while their capacity development for the Monitoring Stage is in progress. Further assistance to the Monitoring Stage is needed in the extended period.

3) Output 3

All two indicators set for the output 3 in the PDM were “under progress”.

(Indicator 3a: under progress)

The assessment of the forest cover change and land use change was conducted in Dec 2013 - Jan 2014, and the results were submitted in Jan 2014. Only XGN site was selected as assessment area, since it was too early in PSY site only four months after the start of livelihood improvement activities. By the end of the project, the project plans to conduct additional impact assessment on the forest cover and/or carbon stock. The results will be compiled into a report.

(Indicator 3b: under progress)

The assessment on the socio-economic impacts was conducted in Dec 2013 - Jan 2014 by the contracted third party in VTE. The report was submitted on Jan 2014. Only XGN site was selected as assessment area. By the end of the project, the project plans to conduct an additional assessment on the socio-economic impact in XGN site as well as PSY site. The results will be compiled into a report. To achieve the output3, project period extension is needed.

4) Output 4

One indicator set for the output 4 in the PDM was “almost achieved”, and three indicators were “under progress”.

(Indicator 4a: under progress)

Draft reference level (REL) in REDD+ demonstration site was prepared in Sep 2013, which was based on the econometric model by using forest area dynamics and some indicators (number of livestock, area of paddy field and so on). Indicators were according to results of driver analysis of deforestation and forest degradation.

(Indicator 4b: under progress)

Draft reference level (REL) in LPB was prepared in Sep 2013, using the same methodology as REDD+ demonstration site.

(Indicator 4c: under progress)

The first draft PD for REDD+ was prepared on Sep 2013 and there were some times revision of draft PD according to

progress of PAREDD approach. The draft PD will be peer-reviewed by the third party by the end of the project.
(Indicator 4d: almost achieved)

The draft manual was prepared and Training-of-Trainers (TOT) to counterparts (C/Ps) was conducted. In Houayking village as REDD+ demonstration site, trial of participatory forest carbon monitoring was conducted using the draft manual. From results of the trial process, second draft manual was prepared on June 2013. All indicators are expected to be achieved by the end of the extended period.

5) Output 5

Out of four indicators set for the output 5 in the PDM, one was “under progress”, and three were “not achieved yet”.
(Indicator 5a: under progress)

In the 6th JCC in Oct 2013, the process and its schedule for finalizing the operational manuals were approved. Finalization was planned to be completed after conducting two workshops in field level and one workshop in central level.
(Indicator 5b: not achieved yet)

The project plans to have peer-review by the end of the project. After peer-review, comments from validator(s) and our counter measure(s) will be compiled for future validation of REDD+ projects in Lao PDR.
(Indicator 5c: not achieved yet)

In the process of PAREDD Approach finalization, three workshops will be held to share the project results and improve PAREDD Approach.
(Indicator 5d: not achieved yet)

The report of recommendations as a mitigation measure will be prepared to be introduced in the workshop at the end of the project. All indicators are expected to be achieved by the end of the project period / extension period.

(3) Progress towards the Project Purpose

Indicator Project Purpose a (added to the evaluation): almost achieved.

In all nine target villages in XGN site and PSY site, land use zoning was defined and approved by authorities concerned aiming for long-term forest protection in each village. In Jan 2014, the assessment at XGN site revealed the fact, that no new slash and burn cultivation was reported in all the forest protection areas after the zoning plan was approved, in Jan 2012. It was confirmed that the fund was recovered at XGN site, and 13 households received funding for their new livelihood activities. These outputs imply that income generation without negative impact on the forest could be realized by the initiative of villagers in XGN and PSY districts.

Indicator Project Purpose b (added for the evaluation): not achieved yet.

It was decided to conduct peer-review before submitting to an accredited validation body for registration. By Jun 2014, the project plans to elaborate and disseminate the report regarding validation/registration of a REDD+ demonstration project, adapting the PAREDD Approach as a mitigation measure, based on the results of the pre-validation.

(4) Prospects of achieving the Overall Goal

(Overall Goal Indicator a)

There was no plan that REDD+ demonstration project will be registered after the project end. Therefore, the prospect of achieving the indicator is considered to be low.

(Overall Goal Indicator b)

There was no plan that REDD+ demonstration project will be registered, and also there was no evidence that the project results have disseminated in the northern part of Lao PDR therefore, the prospect of achieving the indicator is considered to be low.

3-2 Review by the Five Criteria

The five evaluation criteria were rated as: A = High, B = Medium and C = Low.

(1) Relevance

The relevance of the project was evaluated as “A” from the following reasons:

The project aims to realize rural development, agricultural development and forest development all at the same time that meets the needs of local government (province and district). The project purpose meets DOF/PAFO/DAFO's

organizational role and responsibilities.

Livelihood improvement activities are designed based on the assessment of villages' needs. Excessive shifting cultivation is a main driver of deforestation and forest degradation, and the project aims to control it by introducing alternative income source. Local villagers are heavily dependent on shifting cultivation because there was no other alternative way of living, and there were strong needs of the project.

Since the mid 1990s, JICA has been accumulated knowledge and experience for the conservation of forests in Lao PDR. The past results and cooperation relationship acquired would be utilized in the project. For the forestry sector in Lao PDR, Japanese government supports two technical cooperation projects and two grant aid projects during the same period. These projects can share a common goal toward forest conservation, further, can collaborate accordingly.

Japan's Official Development Assistance Charter addresses global warming and environmental problems as the one of the priority issues. "Agricultural development and forest conservation" is one of priority areas for *Japan's Country Assistance Policy for Lao PDR* (2012).

(2) Effectiveness

The effectiveness of the project was evaluated as "B".

The project has successfully implemented land use zoning in all nine target villages, and the assessment of the forest use confirmed that no new "slash and burn" was found in the forest protection areas defined in the land use plans. Also, it was confirmed that the revolving fund system of the project has been well functioning as 13 households in XGN site received funds for their new livelihood activities. These facts imply that income generation without negative impact on the forest has been gradually realizing by the initiative of villagers in XGN site and PSY site.

Definition of implementing structures for REDD+ financial scheme in Lao PDR is still under discussion. "A system" was aimed to introduce a financial mechanism in forest management by implementing REDD+ projects in future. In this sense, the project successfully been obtaining experience and lessons learned which will be utilized by GOL.

"A system" stated in the project purpose needed to be described in the operational manuals. Hence PD was supposed to be elaborated based on the methodologies and experience of PAREDD Approach. However, draft PD and the operational manuals had a significant gap between the methodologies of the two. The project needs to make the PAREDD Approach to be essentially integrated into the methodology of REDD+ demonstration described in the PD. Revision of draft PD should be implemented along with the schedule agreed by the JCC on March 2014.

(3) Efficiency

The efficiency of the project was evaluated as "B+".

Inputs (timing, quality and quantity) from the Lao PDR and Japan sides have been mostly appropriate in producing the outputs. All Japanese experts are concluded to be with the relevant background, appropriate experiences, and sufficient technical skills. Assignment period of each Japanese expert is considered to be efficiently assigned based on the necessity arisen in the project.

The number of the participants, duration and timing of the C/P trainings in Japan were considered to be appropriate. All of the training participants have been directly involved in the project.

Selection of household to be supported by the project was based on clear criteria set by the project (level of poorness, dependency on forests, etc..) and actual selection was done by LFMCS in a transparent way. Since the selection was considered to be fair by villagers, conflict among them was limited.

There was some confusion among C/Ps in DAFO as well as villagers in PSY sites regarding future REDD+ demonstration activities, which have been suspended since Oct 2013. The project needs to have special attention to solve the problem since it might discourage their active participation in the project activities.

(4) Impact

The impact of the project was evaluated as "B".

PAREDD Approach is cross-sectoral approach with multiple purposes on rural development, agricultural development and forest conservation at the same time, which is the critical part of a system stated in the overall goal. There are some evidences that PAREDD Approach has begun to be applied to other areas in LPB. On Dec 2013, PSY DAFO requested the project a support for conducting Land Use Zoning of Longlath village in accordance with

PAREDD Approach. But the extension activities in other villages / part of the province are quite limited extent.

There are some interactions between provincial governments in the northern part of Lao PDR through the coordination with the central government. However, since PAREDD sites are limited in two districts in LPB province, and PDM does not have activities for inter-provincial extension, there was no demonstrated case observed that PAREDD Approach contributes for reducing deforestation and degradation of forests in the northern part of Lao PDR.

(5) Sustainability

The prospect of sustainability was evaluated as “B”.

(Institutional and organizational viewpoint)

All project activities fall within the role and responsibility of DOF, PAFO and DAFO; there was no project-specific extra responsibility. Therefore, even after the project end, institutional and organizational support shall continue.

(Technical viewpoint)

The technical level of the CPs in PAFO and DAFO has been raised to be able to conduct monitoring and technical guidance by themselves. Activities towards REDD+ demonstration (Output 4) require a higher level of skill such as satellite image interpretation, estimation of forest carbon, etc., to fulfill the requirements of international standard as a REDD+ demonstration project in the future. It has not reached to the sufficient technical level to ensure such operation among C/Ps in PAFO and DAFO.

(Human resource viewpoint)

All C/Ps in PAFO and DAFO are permanent staff, thus their future employment is guaranteed. However; it is uncertain that those technical officers will remain to involve activities in PAREDD sites after the project end. The ownership of district government needs to be enhanced for securing personnel in the district level for future activities.

(Financing viewpoint)

The government budget, except staff emolument, is quite limited for PAFO and DAFO. External financial input, donor support, etc. will be required to disseminate PAREDD Approach in future. During the project period, all the cost for project implementation was borne by JICA. After the termination of the project, cost of continuous activities should be secured by Lao PDR side. The financial commitment of district governments for continuous activities needs to be enhanced.

4. Conclusions

The Project has almost achieved the project purpose for the PAREDD Approach, “develop a system of reducing deforestation and degradation through participatory land and forest management” through the field level activities. But there was not enough time to strengthen justification of the PAREDD Approach’s effects by the end of the evaluation.

The efforts of the Lao side and Japanese side have contributed to implement participatory land and forest management in the target villages. The team has found that the PAREDD Approach fit to the needs of the target area and could be continued when the necessary budget or fund is allocated. In some area, the activities of type 2, livelihood improvement, of the PAREDD Approach are still in the early stage and need to be completed by the end of the project term.

REDD+ related activities, “contributing to REDD+”, need some modification to be in line with the PAREDD Approach, to keep consistent with the PAREDD Approach and REDD+ activities. And the team found REDD+ related activities is delayed, they should be accelerated. The evaluation team concluded that the project needs to extend one year to achieve remaining activities.

5. Recommendations

<PAREDD Approach>

Although the project has not achieved to develop a system contributing to REDD+, the team observed the approach which the project has developed contributing to reducing deforestation and degradation of forest in target areas in some extent. The project has to promote the PAREDD Approach by the end of the project term with consideration of following items.

1) The PAREDD Approach for sustainability:

The project needs to propose more sustainable implementation and extension methods of the PAREDD Approach for sustainability of the project.

The PAFO and DAFO should keep the same number of staff for continuation and extension of the PAREDD Approach.

2) Continuous monitoring and extension of the PAREDD Approach:

The project needs to monitor the target villages until step 3 of the PAREDD Approach, and the project needs to share the justification of the PAREDD Approach with other stakeholders for future extension.

3) Contribution to overall goal, a system should be applied in the northern part of Laos:

The project needs to prepare the roadmap to disseminate the PAREDD Approach to the northern part of Laos, which is consistent with the overall goal, and to propose it to the JCC.

<REDD+ related activities>

4) Complete the Project Description (PD) in line with the PAREDD Approach:

The project should complete the Project Description (PD) for REDD+ through improvement in line with the PAREDD Approach, i.e. land use planning, activities for reducing deforestation and degradation and land / forest cover, land use and forest carbon stock monitoring with good communication among relevant stakeholders.

5) Conduct the peer-review of Project Description (PD) of target area:

The project should do the peer-review of PD under the VCS standard instead of legislation and validation to VCS based on the schedule which is agreed by the JCC, considering the current progress and status of REDD+, the project also should share the process and data of peer-review with stakeholders of the project.

6) Dissemination of REDD+ related report and manual:

The project should share all process and data gain by REDD+ related activities to Lao side and Japanese side for future utilization and mobilization of REDD+ activities. The project also needs to disseminate the outputs of REDD+ related activities, i.e. the field operation manual.

<General>

7) Project team for pilot activities:

The project should implement the activities as one team, including REDD+ related activities in Phonsay district in order to avoid confusion in the target villages and other stakeholders.

8) Improvement of communication among stakeholders both in Laos and Japan:

The project has to improve communication among various stakeholders for achieving the purpose and goal of the project by the end of the project.

9) The team proposes the project to extend one year for achieving project purpose:

The team found that some activities of the project has been delay and may not be completed by the end of the project-term. It is suggested that one year extension of the project term with more focused and smaller input. The project needs to prepare and endorse the revised PDM for extended period, which reflects the recommendations of the terminal evaluation.

6. Lessons Learned

1) Project design:

Timing of introduction of REDD+ activities should be carefully considered to harmonize the PAREDD Approach, REDD+ had to start after justification of the PAREDD Approach.