

Summary Sheet for Terminal Evaluation

I. Outline of the Project		
Country: The Kyrgyz Republic		Project Title: Project for the Support for Joint Forest Management
Issue/Sector: Environment (Forest Conservation)		Cooperation Scheme: Technical Cooperation
Division in Charge: Global Environment Dept.		Total Cost (planned): 290 Million JPY
Period of Cooperation	(R/D): Jan. 2009 to Jan. 2014	Partner Country's Implementing Organization: State Agency for Environment Protection and Forestry (SAEPF), National Agency for Affairs of Local Self-Governance (NALSG)* *NALSG has been reorganized as State Agency for Local Self-Governance and Interethnic Relations (SALGIR).
	(Extension): (F/U): (E/N):	
1-1 Background of the Project		
<p>Due to inefficient forest management, the forest cover in the Kyrgyz Republic decreased from 1.19 million hectares (6% of total land area: 1930) to 0.62 million hectares (3%: 1966). After that, by promoting the afforestation policy, the forest area increased to 0.87million hectares (4.3%: 2003), although a lack of thinning has resulted in forest degradation.</p> <p>Aimed at efficient forest management, the Kyrgyz Republic has undertaken reforms including the privatization of productive activities in the forests. One of the pillars of the reforms was the adoption of the Joint Forest Management (JFM) scheme, in which forest users (tenants) manage forests based on the agreement between three parties: local forest stations (Leskhozoes), village associations (Ail-Ockumoruoes) and the forest users.</p> <p>While JFM was decided as a policy institution, however, detailed activities were not specified, and the institutional base was not adequate. For these reasons, there was a need to enhance the capacity of key players and strengthen the institution in order to implement and promote JFM.</p> <p>With this background, the Government of the Kyrgyz Republic requested for technical cooperation to the Japanese Government in 2007 for reforestation and conservation by JFM. The Record of Discussions (R/D) was signed in January 2009, and the project started for the five-year period between January 2009 and January 2014.</p>		
1-2 Project Overview		
(1) Overall Goal		
JFM implemented area is increased.		
(2) Project Purpose		
Framework for expanding JFM in a sustainable manner by the State Agency for Environmental Protection and Forestry (SAEPF) and National Agency for the Affairs of Local Self-Governance (NALSG) is strengthened.		
(3) Outputs		
<ol style="list-style-type: none"> 1. JFM mechanism on involving stakeholders into decision-making are functioned in the Project Sites of JFM in Issyk-Kul Province and Chui Province. 2. The forest management activities are implemented by Forest Users in the Project Sites of JFM. 3. The forest management activities by Forest Users and the supporting activities by Leskhozoes and Ail-Okumotues in the Project Sites of JFM are monitored properly. 4. JFM implementation guideline is comprehended among relevant organizations. 		
(4) Inputs		
<ol style="list-style-type: none"> 1) Japanese side: <ol style="list-style-type: none"> a) Dispatch of Experts <ul style="list-style-type: none"> -Long-term experts: Chief Advisor and Project Coordinator/Participatory Forest Management (122 man/months in total) were dispatched during the project period. -Short-term experts: Experts in five fields including nursery management and disease/pest control were dispatched (145 days in total). b) Trainings in Japan <ul style="list-style-type: none"> -A total of 33 counterparts participated in the training courses in Japan during the project period. c) Provision of equipment <ul style="list-style-type: none"> -Two vehicles, GPSs, PCs and other items necessary for the project implementation were provided. d) Local cost <ul style="list-style-type: none"> -Local operation was supported by the project budget, including local employment and travels. 		

<p>2) Kyrgyz side:</p> <p>a) Assignment of counterpart personnel -Counterpart personnel of the Project were assigned in Bishkek and local offices.</p> <p>b) Office space -Office space for the Project was provided by SAEPF in the building of its headquarters in Bishkek.</p> <p>c) Project cost -Part of local costs for project activities including vehicle fuel and maintenance, employment and travel expenses was provided by the Kyrgyz side.</p>		
<p>2. Evaluation Team</p>		
Members of the Mission	<p>Mr. Kenichi Shishido, Leader, Deputy Director General, Global Environmental Department, JICA Mr. Mikihiro Inoue, Forest Management, Senior Policy Analyst for Overseas Forestry, Forestry Agency, Ministry of Agriculture, Forestry and Fisheries Mr. Kenji Kitamura Planning Cooperation, Technical Advisor, Forestry and Nature Conservation Division 1, Global Environmental Department, JICA Mr. Koji Asano, Analysis & Evaluation, Senior Engineer, Environmental Science & Engineering Department, Nippon Koei Co.,LTD.</p>	
Period of Evaluation	From 7 July 2013 to 27 July 2013	Type of Evaluation: Terminal Evaluation
<p>3. Results of Evaluation</p>		
<p>3-1 Achievement of the Project</p> <p>(1)Results of Inputs (as described above)</p> <p>(2)Project Progress</p> <p>1) Output 1</p> <p>Indicators:</p> <p>1.1 More than 5 Project Sites of JFM are selected in the two Provinces.</p> <p>1.2 Persons of Leskhazes and Ail-Okumotues who understand their role of JFM are involved in decision-making of JFM pilot project in each Project Site.</p> <p>1.3 Selected Project Sites are approved as JFM implementation area by SAEPF.</p> <p>Out of three indicators set for the output 1, all are achieved.</p> <ul style="list-style-type: none"> • Nine in Issyk-Kul and Chui and one in Talas, a total of ten pilot sites were selected. (Indicator 1.1) • There were many cases of those persons in charge for lands in Ail-Okumotues have taken part in the tenant selection committee. Besides, directors of Leskhoz and heads of Ail-Okumotu took major role in the tenant selection committee in many cases. (Indicator 1.2) • All pilot sites were approved by Working Group Meetings (WGM). (Indicator 1.3) <p>2) Output 2</p> <p>Indicators:</p> <p>2.1 Forest users will appreciate JFM scheme and their awareness for forest conservation will be enhanced through JFM activities.</p> <p>2.2 Administrative procedures related to JFM such as on land use are clarified.</p> <p>Out of two indicators set for the output 2, one is achieved and another is almost achieved.</p> <ul style="list-style-type: none"> • The number of application for JFM tenant recruitment at each pilot site has been increasing. Besides, forest users became not use the wood of illegal logging in some JFM pilot sites, as the Project secured forest for their timber production or the revenue from forest activities. For above reasons, people’s consciousness on forest conservation was considered to be raised by the Project. (Indicator 2.1) • Although the regulatory procedures on land lease already exist, level of understanding in staff concerned is considered to be low. The Guidelines will provide summary of existing regulatory procedures in precise and comprehensive manner that is expected to deepen their understanding. For existing legislations, which are considered to have been making the JFM application difficult (e.g. tenant selecting criteria, etc.), possible revision is to be suggested. (Indicator 2.2) <p>3) Output 3</p> <p>Indicators:</p> <p>3.1 Procedure and indicator of the monitoring are set down in each Project Site.</p> <p>3.2 The forest management activities and the supporting activities are recorded in the documents.</p>		

Out of two indicators set for the output 3, all are achieved.

- The Project supported SAEPF to revise the monitoring format and procedures to receive information from Leskhozoes in every quarter (from 2012, every half a year). (Indicator 3.1)
- Leskhozoes have been implementing monitoring activities in JFM pilot sites, and submitting monitoring reports using monitoring format to SAEPF HQ every half a year. When monitoring was carried out quarterly, the submission ratio was considered to be low, however, after revising monitoring format, and at the same time, made it to be submitted every half a year, all Leskhozoes became to submit. (Indicator 3.2)

4) Output 4

Indicators:

- 4.1 At least one seminars is conducted in each Raion of Issyk-kui Chui Oblast, and all of AOs in each Raion are participated to those.
- 4.2 "JFM implementation guideline" is admitted by SAEPF and NALSG.

Out of two indicators set for the output 4, all are not yet achieved.

- As soon as the Guidelines will be completed, the Project plans to conduct seminars in each Raion (district) of Issyk-kul and Chui Oblast(province) to promote JFM application. (Indicator 4.1)
- Second draft of the Guidelines (English and Russian version) was completed in June 2013. JFM guideline seminar was held in June 2013 to collect comments on the second draft. After collection of opinion and amendment necessary, the Project will finalize the Guidelines. Besides, the Project will discuss on proposal of necessary revision of related legislations to promote JFM. (Indicator 4.2)

(3) Progress towards the Project Purpose

Indicators:

1. Comprehension on the JFM implementation knowledge and experience is shared among relevant staff of SAEPF and NALSG.
2. JFM is implemented by only Kyrgyz side in more than two (2) sites different from the project pilot sites by the end of the project.
3. Legalization process of rules and regulations for JFM implementation should be initiated.
- 4."JFM implementation guideline" is utilized by relevant organizations.

Out of four indicators set for the project purpose, two are achieved and other two are not yet achieved. All indicators are predicted to be achieved before the completion of the Project.

- The understanding on JFM implementation among relevant staff of SAEPF and SALGIR is considered to be deepening enough. Since project conducted seven seminars, invited concerned staff of Leskhozoes in all provinces except one, and there was no doubt on the importance of JFM; on the other hand, there found many needs for similar JFM activity in their territory. Latest news concerning project activities has been provided by newsletters widely not only to SAEPF, SALGIR, Leskhozoes and related Ail-Okumotues, but also to all State Parks and international organizations. (Project Purpose Indicator 1)
- According to survey to Leskhozoes and Ail-Okumotues where pilot sites were established, new JFM activity without Project's support has started in the territory of four (4) Leskhozoes and three (3) Ail-Okumotues. (Project Purpose Indicator 2)
- When first draft of the Guidelines was presented, to promote legalization process, the Project suggested on new regulations or amendment of existing regulations to SAEPF and SALGIR. Besides, when presented the second draft of the Guidelines, the Project suggested SAEPF to initiate drafting of new or amendment of regulations. (Project Purpose Indicator 2)
- The second draft of the Guidelines has prepared, yet to be finalized after integrating comments from related parties. (Project Purpose Indicator 3)

(4) Prospects of achieving the Overall Goal

Indicators:

1. JFM is implemented in not less than 10 sites different from the project sites and such sites should be selected not only from SFF areas but also from AO areas.
- 2."JFM implementation guideline" is utilized in other Provinces.

The situation is too premature to assess the prospects of achieving the overall goal. However, there are some good signs for achieving the overall goal in future.

- According to survey to Leskhozoes and Ail-Okumotues where pilot sites were established, new JFM activity without Project's support has started in the territory of four (4) Leskhozoes and three (3) Ail-Okumotues.

(Overall Goal Indicator 1)

- The Project sought opinion in the seminars held in almost all provinces of the country in order to improve the second draft of the Guidelines. The JFM Project plans to diffuse the Guidelines to Leskhozoes of other provinces using occasion such as field visit. (Overall Goal Indicator 2)

3-2 Review by the Five Criteria

(1) Relevance

The relevance of the Project is evaluated as “high” from the following reasons.

- 1) Project’s JFM approach to involve local residents in Joint Forest Management is concordant with one of the main aims of the forest policy of the Kyrgyz Republic. Also the JFM approach is concordant with the development policy indicated in the Comprehensive Development Framework (CDF) which the World Bank advocated, the State Poverty Reduction Strategy (PRSP) and the Medium-Term Development Program (2012-2014).
- 2) The approach to start JFM practices in the field rather than developing theory on the desk is relevant considering the needs and expectation of implementing agencies(SAEPF and SALGIR) and local residents. Pilot projects has demonstrated advantages of forest management based on multiple partnerships for mutual benefit, which includes local people, local self-governance bodies (Ail-Okmotu and city), territorial state forest management bodies (Leskhozoes, and State Park Office) and other parties.
- 3) Unemployment rate especially in interior part of the country is very high. The approach for forest management of the Project is to support local residents to improve their livelihood by providing way of income through JFM project. It is the approach of the Project to advance forest management under the agreement among Leskhozoes, Ail-Okumotues, and forest users that meets local resident's needs.
- 4) The JFM approach seeks the way to realize rural development and effective forest management in parallel. Rural development is one of the priority areas for Japan’s development assistance policy in the Kyrgyz Republic.

(2) Effectiveness

The effectiveness of the Project is evaluated as “medium” from the following reasons.

- 1) The Project has already achieved most of its Outputs as summarized in “3-1(2) Project Progress”. PDM states to have more than five pilot projects in two provinces in its indicator. The Project undertook ten model JFMs in three provinces that secured the diversity of the contents of location, natural conditions, and activity. All pilot projects have been successfully implemented, and the Project effectively accumulated knowledge and experience for the implementation of JFM projects.
- 2) Activities of Output 1, 2 and 3 were designed to extract lessons for developing the Guidelines in Output 4. To achieve the Project Purpose, the Project needs to further integrate the latest results of the monitoring (Output 3) at the same time, lessons learned obtained through implementation of pilot projects (Output 1 & 2) into the Guidelines. As soon as finalizing the Guidelines, the Project needs to support SAEPF on drafting of amendment or/and new regulations concerning JFM. Besides, to promote JFM application on the forest management in the state, SAEPF HQ is expected to have an effort to get an additional budget for JFM dissemination.

(3) Efficiency

The efficiency of the Project is evaluated as “moderately high” from the following reasons.

- 1) In view of the project progress and the situation at the time, PDM was revised twice and PO was revised three times. Activities have been conducted according to the latest version of PDM and PO. The revised PDM and PO made it possible to have appropriate input, in terms of quality, quantity and timing, of experts, equipment, facilities, training in Japan and so on, and contributed to have outputs efficiently as expected. All inputs from Japanese side were properly used for project activities.
- 2) By the time of terminal evaluation, over the past fifty-four (54) months, JCC meetings were conducted six (6) times, and WGMs have been conducted eighteen (18) times. Besides, Leskhozoes and Ail-Okumotues who are managing JFM pilot project had weekly regular meetings to have coordination for the Project. The periodical and daily communication between Japanese experts and C/Ps as well as among C/Ps contributed to have expected outputs efficiently.
- 3) Although, the Project Director and the Co-Project Managers have been assigned, C/Ps under exclusive assignment for daily operation have not been existed in both SAEPF and SALGIR; therefore, many of the project activities had been implemented by the Japanese experts. The situation made technology/knowledge transfer from the Japanese experts not efficient. Since qualified C/Ps in SAEPF and SALGIR to discuss on the technical aspect of the Guidelines and the regulatory framework to promote JFM was inadequate, participation in the development of the JFM Guideline was limited.

(4) Impact

The impact of the Project is evaluated as “moderately high” from the following reasons.

- 1) The Project aims at that local residents and Leskhozoes become Win-Win; for example, the fruit tree development as represented at Kok-Moinok pilot site had great success economically. Such success case had demonstrated advantage of JFM project extensively especially in the neighborhood of pilot sites.
- 2) However, to achieve the Overall Goal in near future which states to have JFM projects also in lands of Ail-Okumotues, SAEPF is expected to work extensively for the diffusion of the Guidelines and to promote JFM application as their priority.
- 3) JFM pilot projects have generated employment for local residents. As, there are many people who don't have job in local communities in the Kyrgyz Republic, the Project provided ways of getting income for those people and decrease social grievance.
- 4) Many cases of that the JFM pilot projects stimulated other neighboring businesses such as tourism and agriculture were observed. For example in the case at Issyk-Kul Leskhoz, the pilot project repaired the forest road to spruce forests which are located at the higher part of the mountain. The road, originally facilitated to gather wind fallen trees, provided access to pasture land for local farmers to graze their livestock, also it attracted tourists so that tourism companies constructed “Yurtas(tent-style house which are used by nomads)” for getting extra income.

(5) Sustainability

The prospect of sustainability is evaluated as “medium” from the following reasons.

- 1) (Policies, legislations & institutional viewpoint) JFM practices under the jurisdiction of Leskhoz are in line with the Forest Code of the Kyrgyz Republic. However, because the reform on organizational structure in SAEPF and SALGIR is still undergoing, jurisdiction of staff for the JFM Project has been unclear. Continuous reform may spoil efficient dissemination of JFM concept as stated in the overall Goal.
- 2) (Technical viewpoint) Although, the field operational staffs in Leskhozoes seem to be confident for continuous management of JFM pilot projects, GPS survey technique, nursery managerial technique, apricot cultivation techniques and spruce forest research, which were introduced by the Project, need to have continuous improvement to be self-sustainable technically. Besides, to go to next stage of fruit production, technology/knowledge on processing, transportation, marketing, harvesting and so on, need to be developed through the cooperation with other sectors such as agriculture.
- 3) (Human resource viewpoint) Although change of personnel in the management level at SAEPF and SALGIR has been frequent, the personnel in the field level at Leskhozoes and Ail-Okumotues are comparatively stable. Many of Leskhozoes and Ail-Okumotues have adequate number of personnel and they are willing to disseminate JFM scheme to their neighboring territories. On the other hand, it seems that there is not sufficient number of people who have technical expertise in the field level.
- 4) (Financing viewpoint) The government budget has been observed to be quite limited, and the situation may continue. Continuous financial input will be required to maintain facilities (e.g. fence, water-well, water-wheel, low-temperature storage, suspension bridge) supported by the Project. As stated in the Overall Goal, to disseminate JFM concept in all over the Kyrgyz Republic, external financial assistance may be necessary. To start new JFM project, financial incentive for installing irrigation, fencing, seedling etc., may be required. Forestry fund shall be spent for financing of forest management activities and is considered to be stable rather than the ordinary government budget.

3-3 Factors positively affected the results

(1) Planning

High relevance of the project to the development policy of the Kyrgyz Republic, and the emphasis on implementation on the ground rather than conceptual work on documents contributed to appropriate planning.

(2) Implementation Process

In addition to the two levels of regular meetings, Joint Coordinating Committee (JCC) and Working Group Meeting (WGM), pilot sites also had occasional discussions maintaining close communication among the stakeholders of the project, which contributed to smooth operation of the project.

3-4 Factors negatively affected the results

(1) Planning

N/A

(2) Implementation Process

There was no counterpart under exclusive assignment for the project in either SAEPF or SALGIR; therefore, many of the project activities were implemented by JICA side. This situation limited the extent of technology/knowledge transfer from the project experts.

3-5 Conclusions

- (1) The Project implemented an innovative framework of JFM in the Kyrgyz Republic. The Project undertook activities in the pilot sites, where positive impacts were observed such as increase in the forest area, improvement in the local livelihoods, awareness regarding JFM, cooperation between local authorities (Leskhozoes and Ail-Okumotues) and participation of local people, despite unexpected political reforms during its implementation. In some cases, JFM also contributed to environmental education.
- (2) The pilot sites were set up and they are moving forward with positive outcomes being expected. These experiences in the pilot sites were compiled as the guidelines. JFM is understood by an increasing number of people, and is in the process of spreading out more broadly. We conclude that the Project has been successfully implemented.
- (3) However, for broader application of JFM, the legal framework and the institutional capacity, such as human and financial resources (including the forestry fund) in SAEPF, need to be strengthened. Efforts of seeking opportunities for collaboration with partner organizations should also be continued in order for the JFM framework to be developed and applied further.

3-6 Recommendations

- (1) The JFM scheme should be adaptive to variations of forest activities such as production and environmental protection. Based on more practices, the guidelines should be revised occasionally for fair and strategic expansion of JFM activities.
- (2) In accordance with the above mentioned revision of the guidelines, legislative adjustment should be considered by SAEPF. In addition, mechanisms like a dedicated fund should become a standard in JFM arrangements for securing long-term forest management. Those mechanisms would also facilitate initial investment for accelerating the expansion of JFM.
- (3) To promote JFM application in areas other than state forest fund, the cooperation between SAEPF and SALGIR should be continued and further strengthened.
- (4) Capacity of staff responsible for JFM in SAEPF and SALGIR should be further developed.
- (5) Networking with relevant groups such as the agricultural sector, universities and research institutes, donor organizations and NGOs should be enhanced for expansion of JFM. Good practices and knowledge should be shared for mutual learning among the people in different JFM sites.

3-7 Lessons Learned

- (1) Participatory JFM is effective in not only increasing the forest area but also awareness and livelihoods of local population, and contributes to the development of public infrastructure and related industries such as production and tourism.
- (2) Participation of local authorities in both forestry (Leskhozoes) and local governance (Ail-Okumotues) is an effective institutional arrangement for implementing JFM, which suits to the realities in the Kyrgyz Republic.
- (3) The Project places emphasis on implementation on the ground rather than conceptual work on documents. Through the activities in the pilot sites, JFM produces practical guidelines and promoted understanding and participation by stakeholders.