

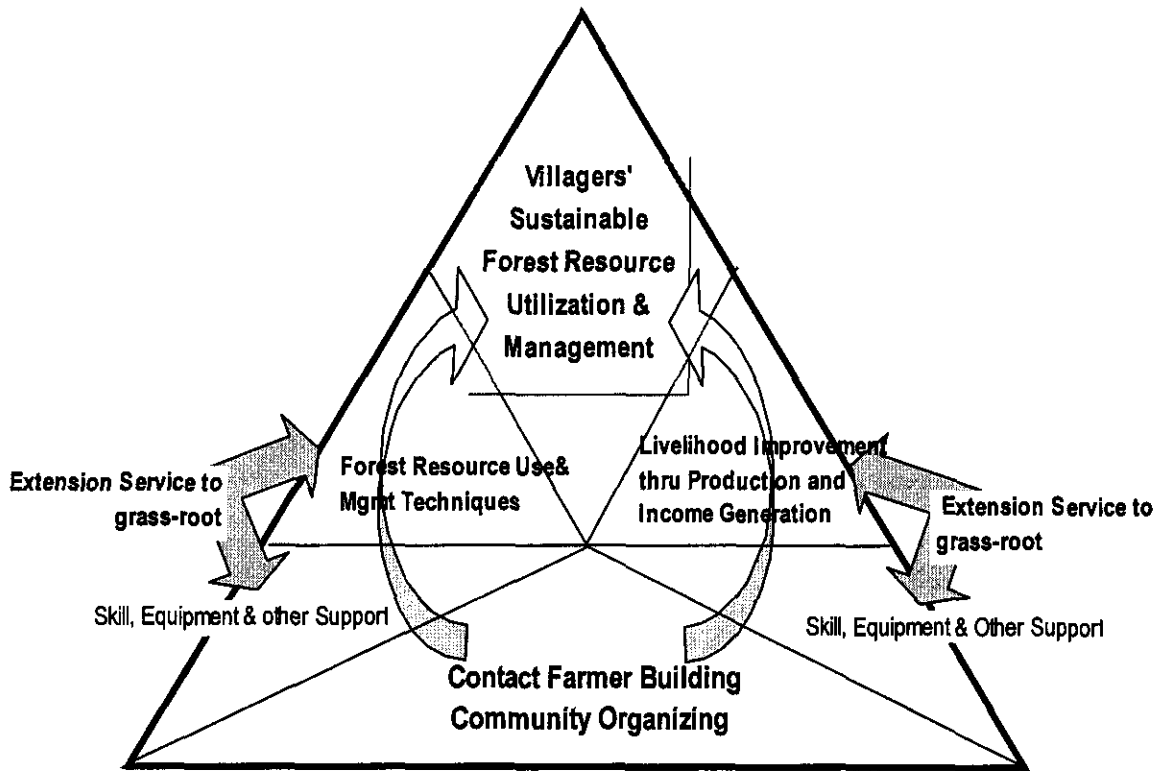
Chapter 3 Project Strategy

The PCM problem analysis workshop result (see Annex 8) revealed that the critical importance of supporting villagers' livelihood improvement in order to promote sustainable use of village forest resources.

Despite GOL's effort in defining and developing extension system, the extension institution in Laos is yet to broadening extension service outreach to the grass-root due to the limited human and budgetary resources. In order to achieve the purpose of this project, sustainable use of land and forest by local residents through improved production and income generation with the assistance from extension staff, this project places a particular focus on the development of grass-root extension and the capacity of extension staff and villagers.

Our strategy can be summarized as below.

Project Strategy for Sustainable Utilization and Management of Forest



3-1 Strategy for Sustainable Use and Management of Forest Resources

Strategy for Sustainable Forest Resource Utilization and Management

Strategy 1. Provision of Forest Resource Use and Management Techniques

Strategy 2. Support for Alternative Production and Income Generation for Livelihood Improvement of Community

Strategy 3. Upgradation of Extension Service in support of Strategy 1 and 2

3-1-1 Measures to reduce local farmers' dependency onto shifting cultivation

The conversion of slash and burn shifting cultivation to a sedentary and more productive production system is an urgent matter because of deterioration of land and forest resource. However, reducing rural residents dependency on slash and burn shifting cultivation poses complicated livelihood issue to the local residents. As participants of the PCM workshop pointed it out, the mitigation of slash and burn shifting cultivation needs to be carefully approached, providing the villagers with the means to earn a living.

The provision of alternative production and the means to generate income is our first project strategy to reduce pressure on forest resource in Northern Laos.

Further, those means should essentially be a practical solution for livelihood improvement of poor local residents, being able to offer tangible benefits in a short term. In this sense, this project will adopt the alternative means of production and income generation that is already available resources and techniques such as:

- 1) Improvement of productivity and profitability of existing production
- 2) Introduction of new cash commodity production – vegetables, livestock, handicraft, aquaculture, non-timber forest products, etc.
- 3) Others – cultivation of rice field, etc.

At the same time the awareness raising on forest as social safety net and the provision of practical forest resource use and management techniques will be our 2nd strategy to achieve the Project purpose.

This project will address these strategies through the improvement in the quality of extension service to community, which is our 3rd Strategy. Many participants in the PCM workshops suggested the weakness of extension institution particularly at provincial and district level. The Project intends to strengthen the extensionists' field-oriented extension service delivery in partnership with villagers (see 3-2). This would be done in close cooperation with farming system research and technical departments of MAF in order to clarify, if not enable, villagers' utilization and management of land and forest resources.

Appropriate Land Use

Among other reasons to explaining villagers' dependence upon forest resources, land use issue may not be left aside.

Participatory formulation of land use plan that meet with individual farmer's food security is the prerequisite for reducing the local residents' dependence on forest resources. Any effort without the protection to villagers' food security would be unsuccessful due to the limited livelihood options. Appropriate land use in Laos may need the balance the following categories of land:

- 1) Utilization and management as forest land – protection forest, conservation forest, and production forest
- 2) Utilization and management as agro-forest land – agroforestry, fruit orchard
- 3) Utilization and management as agricultural land – slash and burn cultivation, rice paddy, terracing, grazing land, fish pond, etc.
- 4) Utilization and management of resident area – residence, communal facility, cemetery, etc.
- 5) Others – Spare land for future population increase etc

However, it seems the appropriate land use is yet to make any progress for several reasons. This project will accumulate land use issues arose from project implementation and prepare proposals to the Government institutions concerned for sustainable land use (Output 4 of the Project activities).

3-2 Extension Strategy

One of our key strategies supporting local inhabitants' livelihood may be provided through extension. Extension starts not only through the improvement of extensionists' skill but also through farmer to farmer extension. It is also essential to note that extension is not synonymous to top-down 'promotion' of particular commodity production. The Project defines the role of extension staff as 'demand driven' extension delivery in partnership with communities.

The following part will describe the Project extension strategy.

3 Extension Strategies



3-2-1 'Farmer to Farmer' as an extension strategy

This project promotes the participatory process and extension of: 1) agriculture and forest related production and income generation; and 2) forest resource management techniques in due consideration of rehabilitation of forest function as a key theme of this project. This project will work on techniques on 1) productivity and unit

price improvement, non-timber forest products management system development, forest product processing, and production/sales group building with villagers. The skill and process of these activities will be ready by building extension mechanism.

Extension originally means to diffuse particular techniques, methodologies, and approaches from an individual/institution to society in general/residents. However, the extension in the situation where extension staff allocation and resource is limited, the extension should be preceded from an individual to another. In this view this project will strongly support building the individual farmers in several sites, who are to be the starting points of extension as a first step. Then as a second step the project will expand the network of extension around it, developing those first initiators to spread with a certain density. Then the project will be able to develop regional extension network by spreading those individuals with strong network of farmer to farmer extension system.

Justification to take the farmer to farmer approach and regional extension network

The reasons to take this approach are as follows: With the scarce GOL budgetary resources, and physical difficulty in accessing target villages that was confirmed by the earlier Preparatory Study, the Team has come to an understanding that farmer to farmer extension is the best suitable means to spreading the benefit of our project.

Another reason is the importance of participatory approach in extension, which places villagers being the subject of farmer to farmer extension. Although this participatory approach is relatively new in extension in Laos, it is important to place community initiatives and farmer to farmer in the center of extension approach in order to achieve demand-driven extension.

3-2-2 The steps in participatory extension

The following is the proposed steps of introducing community based extension activities:

Training of Extensionists as Facilitator for Community Development

The starting point of community-based extension in this government-led project is the official

extension staff. It would be worth noting in the process of community based extension that extension staff should be a facilitator assisting community's initiatives rather than an instructor.

Facilitator in this context means the individual extension staff should be well informed about the basic principle, techniques, and attitude in participatory extension method and the subject of extension. The basic principle is having an attitude of appreciating learning from the villagers' problems, the process of assisting villagers' initiatives sharing a trial-and-error method together, and upgrading technical levels through sharing the problem solving experience with other extensionists. This process builds the cycle of learning from the field in the first step, assisting villagers implementing, and in the last upgrading technical skills by sharing the problems with other extensionist.

4 Steps of Participatory Community-Based Extension

- 1) Contact Farmer Identification
- 2) Relationship Building with Those Farmers
- 3) Raising Individual Farmers
- 4) Farmer to Farmer Extension Network Development

In view of bringing the process forward, this project will take OJT method for the training of field extensionists. Field extension staff learns primarily from the field while conceptualizing their knowledge in the classroom learning.

Key Farmer Identification and Relationship Development

The next process is the identification of farmer(s) where the extension process starts. Contact Farmer, and identification of those key farmers. It is often the case that the extension will be ready to start when a group obtains two to three key farmers/village in addition to ten to twenty persons of collaborative farmers.

The first step of relationship building with those key farmers is the most important at the earlier stage of project implementation in order to lay the firm ground for smooth extension work. The failure at this stage will make the following step very difficult.

Expected Attitude of Extensionists

Definition: Extensionist as Facilitator for Community Development

Necessary Attitudes:

- 1) Appreciate learning from the field experience
- 2) Assist villagers implementing activities
- 3) Upgrading technical skill by sharing the problems with colleagues

3-2-3 Identification of Contents of Extension and Establishment in Model Villages

The validity of production technique needs to be proven by the livelihood improvement of farmers themselves, and the tangible result is the minimum condition for technical transfer from one farmer to another to take place. If extension successfully started with this participatory approach, it means that the validity of this approach would have proven.

Principle Structure of the Contents of Extension

The project places the simple production techniques that can provide visible benefits to villagers in the core of the contents, while making related extension techniques available in a package. Farmers can choose any of particular techniques to learn according to their needs. However, the package of techniques will be structured and presented as a series of inter-related techniques that lead to, and compatible with, the sustainable use of forest resources and the livelihood improvement. The project intends to articulate a package of production techniques in the process of implementing activities; through the communication with villagers, producing the package, upgrading and adjusting it.

The basic contents of techniques will be characterized as follows:

- i) Techniques linked to increase the yield of staple food
- ii) Commodity production techniques that increase cash income
- iii) Techniques supporting women's activities in production

However the small, Project pay attention to identify and to establish the above techniques since these ones essentially meet the reality of the farmers. The Model Site(s) are to provide venue to experiment and to establish the above mentioned techniques and others such as marketing, and community organizing for production groups. Good case studies and model techniques replicable in this project seem to be available in-country and/or in neighbouring countries.

Furthermore, as explained earlier, those Model Sites are expected to function as a place for extensionists to practically acquire the method of participatory dialogue with farmers, attitude and participatory manner toward farmers, technique to comprehend reality of farmers livelihood, basic principle of facilitation method by the process of selection and establishment of production promotion techniques.

It is worth repeating to note that extensionists are expected to acquire the specialty to be able to systematically link the agriculture and forestry techniques with the participatory extension method. And this Project is purposed to harness their specialty in the each extensionists' through a series of process in verifying the results and feedback from the activity with farmers and flexibly adjusting their methods and techniques in Model Site development.

3-2-4 Farmer Training and Community Support

Basic Principle of Community Support for Extension

The most important principle of extension with due consideration of sustainability is that the introduced produce and technique should be extendable without continuous monetary inputs from external source. Community Support in this Project, according to the principle, to provides the target communities with; i) promising practical commodity production and production techniques that clear the criteria described as above, and/or ii) minimal incentives to facilitate appropriate land use.

This CSP would mainly target progressive farmers who have already initiated interesting activities. The purpose of CSP in other term would be targeting progressive farmers and then expanding the supported farmers according to the expansion of 'farmer to farmer' extension. This Project will take this expansion strategy because the provision of farmers' technical training on-site or in training center would be ineffective, if not in vain, unless farmers have minimum resource and opportunities to make use of such technical skills. Another reason is that the sustainability and independence of farmer's initiatives would be negatively affected if they participated in training expecting a certain incentive.

The CSP rules and regulations should be carefully formulated having enough time to stimulate as those rules determine how and whom to choose the appropriate method and volume of community support. The appropriate rules would be made through some trials in Model Sites.

- i) Techniques linked to increase the yield of staple food
- ii) Commodity production techniques that increase cash income
- iii) Techniques supporting women's activities in production

Step by Step Expansion of Target Sites

The Project names the exhibition villages that are to be established at the first stage for Model

Sites. Whereas the villages where to supply practical support through key farmers are Pilot Sites. Then the support covering numbers of sites with minimum inputs after the success in Pilot Sites is the extension type support. This is where the extension in real term starts. The flow of project activities including extension staff training is described in Figure 5.

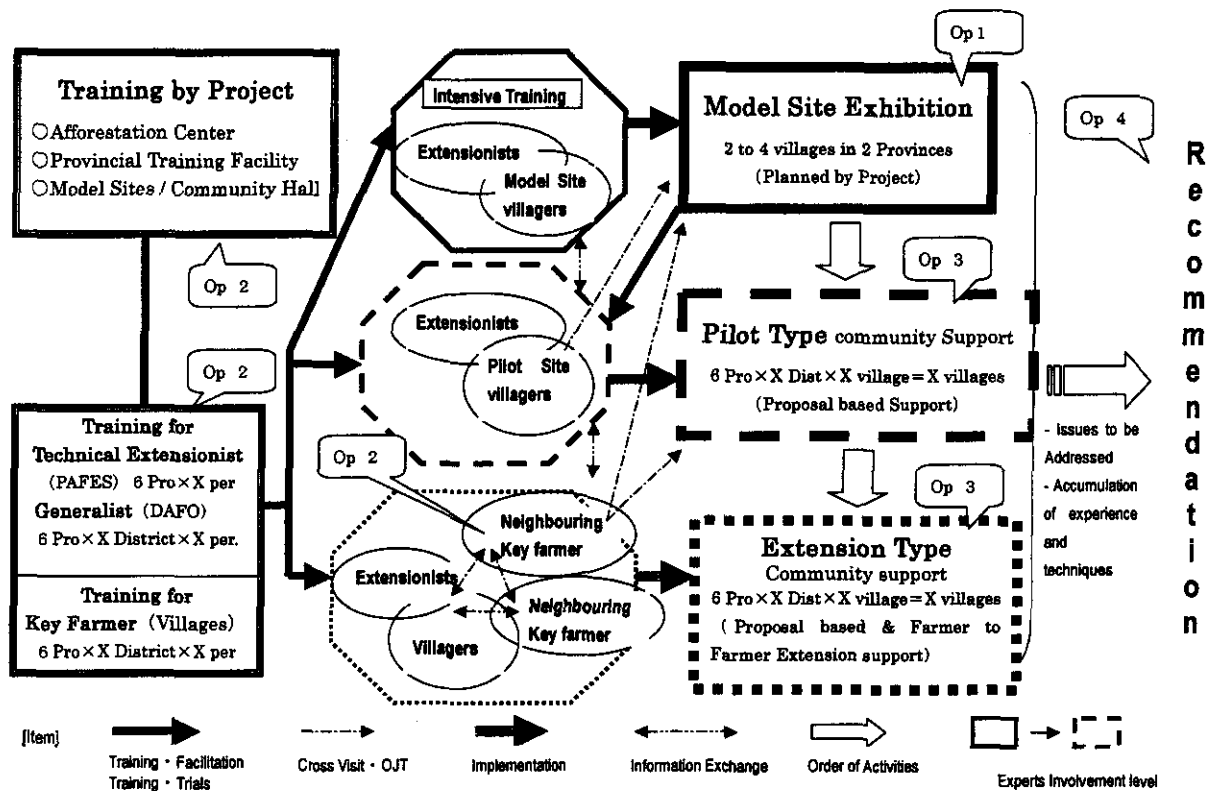


Figure 5 Project Activities Flow Chart

3-3 Extension and Training

A series of training prepared in this Project is expected to cover wide range of issues and levels, in technical and methodological terms, as a means to build up the capacity of extension staff and farmers to promote participatory extension to take place at the grass-root. As described in Chapter 2, the extension institution in Laos is yet to take a full-fledged role in servicing according to the needs of farmers. Despite the Government's continuous commitment, the extension policy and strategy seems to be unclear, if not confused, in terms of the objective and definition of 'extension'; management and control, or extension service delivery to grass-root farmers. At the same time the duties and responsibilities of provincial and district level extension staff indicate these extensionist are to be equipped with technical skills from production to marketing.

The unclarity in the objective and the definition, which is now supposed to be under a long process of reprofiling, would pose a challenge to the Project for effective coordination and complimentary to other existing efforts concerned. At the preparation of the contents and curriculum of extension training for this Project, NAFES will clarify and reclassify the duties and responsibility of extension staff at province and district in line with what is practically possible within the currently available resources. Furthermore, the process of producing training curriculum, contents and texts would necessitate the technical cooperation from

institutions concerned such as NAFRI, and the collection of varieties of case studies. The implementation of baseline study should cover these items.

A well coordinated preparation of a project framework and implementation arrangement would lead to the maximization of internal effort and external inputs from other donors.

The Project's capacity development primarily targeting the upgradation of provincial and district extension staff aiming to be a facilitator for community development equipped with various agriculture and forestry related production techniques. The process of learning is as described in Chapter 3. In this sense, it is necessary for the trainees and the counterpart to share some understanding and interests in the participatory extension approach and the role of extensionist as a facilitator for the community development.

The training venue this Project has includes the following. Training programme meeting the appropriate responsibility and level are expected to be organized accordingly:

- Afforestation Center, NAFES
- Provincial training facility such as agriculture and forestry technical schools in Luang Prabang Province
- Model Sites

The training in Model Sites is On-the-Job type training for provincial and district extension staff aiming at learning the process of participatory extension, in its method and techniques, and concerned production techniques on site. Whereas the training in Afforestation Center and a part of provincial training is primarily the classroom-type ones in combination with the Site visit of other successful cases.

3-3-1 Types of Training for Extension Staff

Although the details of training curricula is not available, there would be three types of training:

- i) Intensive Training in Model Site: aiming at accumulating knowledge and practical techniques through Model Site development.
- ii) Basic Training and Orientation: providing the opportunity to check and learn the basic participatory approach and technical skills before and during other training. The process of application for Community Support Programme is also available in this training. Orientation is given to all extensionists who would first experience the participatory extension approach promoted in this Project to harness a basic understanding on Project Objective, the approach and methodology, and the process.
- iii) Technical Training: aiming at acquiring the technical skills each extension staff needs to have; This training would probably conducted by external trainers working in agriculture and forestry, forest resource management, and small scales income generation.
- iv) Piloting: After the participation in Model Site development, each intensive trainees are expected to take initiatives in applying what they have learned in their own places with the advise from Project. Piloting is to provide the opportunity for extension staff to confirm their techniques and skills.
- v) Refresher Training: Post training review and revisiting the feedbacks from the field experience with colleagues for deepen their understanding on the participatory extension process and extension service delivery.

3-3-2 Training for Villagers

There would be the following combination of training available to farmers according the type of the Site:

- i) Basic Training: Basic training for production and income generating skills and techniques that lead to sustainable utilization and management of forest resources. This training also

provides the explanation of the way to prepare the application for Community Support Programme.

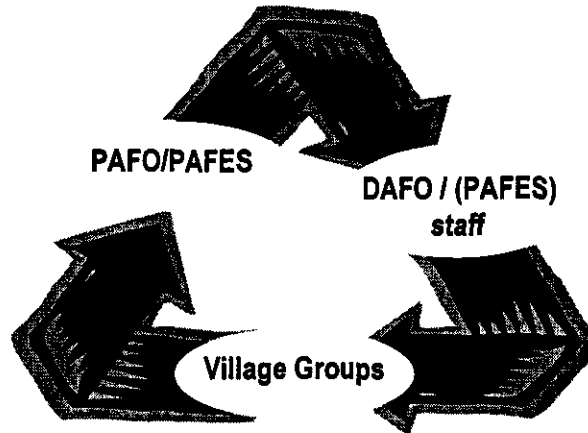
ii) Case Study and Cross Visits: aiming to raise awareness and to learn from the others' success by the introduction of external trainers and villagers. Cross visits would also be available for assisting farmer to farmer extension activities.

iii) Pre-CSP Implementation Orientation and Training: Exclusively for those whose CSP proposals are selected for implementation, for the purpose of providing technical training for necessary production and/or income generation activities, as well as the one for forest resource utilization and management. Also the rules and procedures will be explained.

3-3-3 Monitoring

There would be post-training regular monitoring through understanding test, implementation report of each trainee, CSP proposal and its implementation report by extension staff/villagers and so on. The details of monitoring method would be determined after the baseline study, which is to be conducted as the first step in the series of project activities. The result of the monitoring would be feedbacked to the Project training materials and training methods.

3 Pillars of Extension Capacity Development



Chapter 4 Project Management and Coordination

4-1 Implementing Structure of the Project

The Project's implementing structure is as presented in Diagram 2. The Project will have two levels of implementing units: Central Project Team and Field Implementation Team. Central Project Team is consisted of at least five Lao Project counterparts corresponding to the number of Japanese Experts. The Central Project Team is located in the filed project office located in Luang Prabang.

On the other hand, Filed Implementation Team, consisted of at least one Provincial Coordinator (PAFES) and a few DAFO staffs, will be located every target province.

The role of Central Project Team is to work on Model Sites establishment and also to assist Field Implementation Team implement activities with the collaboration of village key farmer groups.

In the implementation of Project activities, there are several supporting and coordination units around the Teams consisted of the following:

1. Programme Coordinating Committee (located in MAF)
2. Technical Supporting Agencies (MAF)
 - Technical Departments concerned such as NAFRI, DOF, DA, DLF, etc.
 - Agriculture and Forestry Extension Center (AFEC, former Afforestation Center, NAFES)
3. Joint Coordinating Committee

The description of the role of each unit is given below:

4-2 Collaboration with technical institution and related agencies

4-2-1 Technical departments

Project will need technical collaboration from related Departments and institutions under MAF as technical supporting agencies for Project implementation according to necessity: NAFRI, DOF, DA, DLF, etc. This would be done through Programme, as described in the following section, and through NAFES.

The expected role of each institution is to provide necessary information and guidance on technical matters such as policy direction, technical problems that would arise in the process of Project implementation, and administrative procedures including manuals/guidelines and recommendations proposed by Project.

4-2-2 Agriculture and Forestry Extension Center (former Afforestation Center)

AFEC, former Afforestation Center, has been the core Project unit for JICA's previous project, FORCAP. AFEC will provide the Project with training venue and living training materials established by FORCAP. Around AFEC has a series of FORCAP outputs such as demonstration forest, village forest management sites, school forests, agroforestry and Profit Sharing System (PSS) sites, income generating activities by Posa paper handicraft group consisted of local women, and many other activities. These activities will be presented as good awareness raising materials for new trainees coming to receive training in AFEC.

4-2-3 Joint Coordinating Committee (JCC)

Project Joint Coordinating Committee is the mechanism to oversee the Project implementation and inputs. The function of the JCC is as in R/D:

1. Functions

The Joint Coordinating Committee will hold the meeting at least once a year and whenever necessity arises, and works:

- (1) To approve the Plan of Operation and the Annual Plan of Operation to be formulated by the Project in accordance with this Record of Discussions;
- (2) To review the overall progress of the Project activities carried out under the above mentioned Annual Plan of Operation in particular,
- (3) To review and exchange views on major issues arising from or in connection with the Project and recommend corrective measures; and
- (4) To examine the local budget draft and staffing necessary for the Project

2. Membership

Chair Vice Minister, MAF, Chair

Vice Chair a. Director General, Cabinet Office, MAF

b. Director General (Project Director), NAFES, MAF

(1) Lao Members:

a. Project Manager

b. Director General, DOF, MAF

c. Director General, NAFRI, MAF

d. Director General, DA, MAF

e. Director General, DLF, MAF

f. Representative, Department of International Cooperation, MOFA

g. Representatives, Directors of PAFES in 6 target Provinces

h. Other officials mutually agreed upon

(2) Japanese Members:

a. Chief Advisor

b. Programme Coordinator

c. Project Coordinator

d. Other Japanese Experts of the Project

e. Representative of JICA Laos Office

f. Other relevant personnel assigned by JICA

Note: Official(s) of Embassy of Japan may attend the JCC as observer(s).

4-3 JICA Community Livelihood Programme

Note: The name and outline of the Programme is under consideration, and subject to change. .

The expected role of this Programme is to facilitate coordination among JICA Projects and Experts under MAF. This Project will benefit from the Programme in terms of obtaining assistance from the organization outside the Project: information and technical support from MAF Departments, NAFRI, and other donor projects in related sector. Also the Programme, through its Secretariat, is expected to take initiatives in the formulation/follow-up of JICA projects, information exchange among participating JICA projects and Experts, facilitate organizing joint activities, and to be the first contact point for donor relations. The participating Projects and Experts are as follows:

- Forest Management and Community Support Project
- Aquaculture Improvement and Extension Project
- Experts dispatched in MAF
- JICA Volunteer programme

Chapter 5 Project Design

5-1 Overall Goal

The Overall Goal of the project is determined as follows.

Forest and land in the project area in the Northern part of Lao PDR are conserved, and sustainably used for livelihood improvement of villagers.

This will be achieved when villagers in the project area of 6 Provinces practice more productive and value-added production activities taking into account conservation and sustainable use of land and forest. As indicators to assess the above mentioned goal, the following would be appropriate within the data readily available to Lao counterpart agencies.

- 1 The expansion rate of shifting cultivation area in the northern Lao PDR decreases compared to the year 2004 level.
- 2 Total incomes of villagers in the northern Lao PDR are improved by XX% through the use and sale of forest products compared to the year 2004 level.

In order to achieve this goal, the project purpose needs to be extended to all other parts of the project area of 6 Provinces. Assumptions for this to happen are 1) "Clear NAFES policy and plan on strengthening extension is formulated and implemented nationwide, 2) "Project trainees continue extension work" after the project termination, and 3) "Rules and regulations, and procedures for villagers' sustainable use of forest are made clear, and made available for field use". The third assumption is necessary because sustainable use by villagers is not actively promoted in spite of the policy to delegate management of forest resources to villagers.

When these assumptions are met and the project purpose is achieved, there will be increasing cases of sustainable use and management of land and forest resources by villagers and together with farmers to farmers extension and support of extension staff the Overall Goal of sustainable use and conservation of land and forest, and sustainable use by villagers will be achieved in approximately 5 years after the project termination.

5-2 Project Purpose

Project Purpose is set as below.

Forest management and production activities, which take into account conservation and sustainable use of forest and land, are initiated by villagers in a part of the project area through extension system.

The villages in "villagers in a part of the project" indicate those supported by the project through CSP, therefore the model villages, with which the project will provide direct support, are not included in these villages.

Achievement of the project purpose can be verified by two sets of indicators, one is related to extension system and the other to activities initiated by villagers.

- 1 XX% of trained extension staff pass the examination of participatory extension method.
- 2 By 2007, in average of XX numbers of new techniques for sustainable use and management of the forest, production, and income generation are employed by trained farmers and extensionists.
- 3 By 2009, XX % of individual farmers and farmer groups manage planning, and implementation of activity plans that would contribute to conservation and/or

sustainable use and management of forest and land.

This is based on the point of view that extension staff should improve their knowledge and techniques: participatory extension methods, conservation and sustainable use of land and forest, and support to production activities. However a final objective of extension staff training is to improve their capacity to support villagers' own initiatives.

The second indicator sets the focus upon villagers' production and livelihood improvement since the objective is that villagers take up these activities by the end of project termination.

Concerning the third indicator for CSP implementation, the percentage or numbers of CSP implementation is unknown depending on the final CSP guideline and the quality of CSP applications, budget allocated for this activities, and the most importantly monitoring capacity of DAFO staff. However, this Project is targeting villagers initiate their own development activities according to the plan they have prepared after the some kind of training.

In order to achieve the project purpose, "There is no resettlement, that has significant impacts on resource uses, in the project target villages" is an important assumption.

5-3 Outputs and Activities

The following 4 items are to be achieves as the Outputs of the project.

Output 1 Sets of techniques for forest management and production are demonstrated in Model Sites.

Output 2 Trainings are conducted for extension organization staff ad villagers.

Output 3 Community Support Programme (CSP) are implemented for selected proposals.

Output 4 Recommendations are made on methods and institutions of forest management and extension.

Details of each output and activities necessary to achieve the output are elaborated below.

5-3-1 Output 1 and Activities

Output1 Sets of techniques for forest resource management and production are demonstrated in Model Sites.

1.1 Identify Model Sites based on studies of village situation and other conditions

1.2 Support villagers of Model Sites in understanding forest resources and land use situation and in formulating and implementing activity plans for forest management and production promotion

1.3 Demonstrate activities and outputs in Model Sites to nearby villages and others.

As clearly shown in the Chapter 3 Project Strategy, it is efficient and effective to establish models and training of key farmers and extension staff all together, which then will become a core groups to extend more productive and value added activities with due consideration of resource conservation and sustainable use to other northern region. The Model Sites are the place to conduct all three components. Thus it should be noted these sites establishment are not only for the establishment of models of production activities.

It is important for the Model Sites to be applied in other areas and the process of model establishment together with models themselves needs to be understood in order for wide application of models. Therefore, the project should facilitate open discussions, analytical studies and transparent decision making by villagers. Moreover, since activities in the Model

Sites also serve as a base for preparation of the operation manuals for village forest management and extension, which is an activity under the Output 4, it is essential for the project to prepare concrete plan of activities, record the progress, and evaluate the outputs.

The number of Model Sites is expected be between two to four. The timing of Model Site establishment will be divided into two butches for staggered establishment because establishment of all of the three at the same time is difficult. Grouping will be done when selection of actual Model Sites is made. Monitoring of impacts of model activities on resource situation and livelihood in the Model Sites will be planned accordingly.

Although forest management and production activities in the Model Sites will not go through the process of proposal and selection of CSP, activities and input should meet the CSP guidelines and furthermore the project and concerned villages/District staff should work together for the selection and implementation of such activities.

The following indicators can verify achievement of the Output 1.

- 1 A set of techniques for forest resource management and the one for production is planed and implemented by villagers in each Model Site.
- 2 Forest area increases in each Model Site by 2008.
- 3 Agricultural and forestry production and/or income from the agriculture and forest products of participating villagers increases compared to the initial stage of the project.
- 4 Demonstrated techniques are replicated fully or partly by at least one nearby village and/or villager for each Model Site.

5-3-2 Output 2 and Activities

Output2 Trainings are conducted for extension organization staff ad villagers.

- 2.1 Formulate training plans for different target groups based on studies of extension organization and project area.
- 2.2 Prepare training curricula and texts.
- 2.3 Conduct training courses based on training plans.
- 2.4 Monitor activities initiated by trainees.

Main target groups for training are the project C/P, extension staff of Provinces and Districts and villagers. Since the project C/P need to instruct the extension staff fro Provinces/Districts, it is essential to select qualified staff for the project C/P.

Selection of the trainee staff will be made in consultation with the project target Districts. Since these trainees are to become a core of extension and starting point of extension activities, the selection of these trainees should be made carefully, based not only on recommendation of Provinces/Districts but also on their capacity and interest in extension. There would be other forms of training available for these trainees in view of expanding project activities, however, the details is to be determined after the concrete baseline study.

The following indicators can verify achievement of the Output 2.

- 1 Trainees of the project training course mark 4(understood) in the understanding examination.
- 2 XX% of trainees of intensive training submit proposals that meet CSP guideline.
- 3 New techniques learnt through training are employed by XX% of trained farmers.

5-3-3 Output 3 and Activities

Output 3 Community Support Programmes (CSP) are implemented for selected proposals.

- 3.1 Formulate CSP guideline, which defines basic principles and procedures of CSP.
- 3.2 Select proposals submitted by villagers groups and others and carry out CSP.
- 3.3 Monitor progress of CSP and provide necessary guidance.

A draft of the Guideline for Community Support Programme (CSP Guideline) is attached as Annex 4. This draft needs to be further developed taking into account similar support in other projects, details of the public special budget availability for the poorest Districts, and the discussion and agreement with concerned Provinces and Districts authority. The guideline will be revised, if necessary, to meet the actual situation in the Site.

Proposals will be selected according to the CSP Guideline and technical training is to be provided with villagers to increase their readiness for CSP implementation. In order to ensure timely and transparent implementation, it is planned for the project to provide guidance based on regular monitoring. Impacts of CSP on resource situation and livelihood also need to be monitored accordingly.

Achievement of the Output 3 can be verified by the following indicators.

- 1 XX% of trainees pass the understanding examination for CSP guideline.
- 2 By 2005, XX numbers of work plans are elaborated and implemented by extension officers.
- 3 More than 80% of implemented CSP increases production or income of participating villager(s).
- 4 By 2009, XX times of site visits per year are carried out by individual farmers and farmer groups.

5-3-4 Output 4 and Activities

Output4 Recommendations are made on methods and institutions of forest management and extension.

- 4.1 Prepare operation manuals for forest management and extension.
- 4.2 Provide recommendations on method and institutions of forest management and extension.

Operation manuals mean simple and practical manuals and guidelines for field extension staff to work in villages. Manuals may include technical ones for agriculture and forestry related techniques, production and processing techniques, and guidelines for village forest resource use and management plan. Project will prepare these manuals and guidelines, relying on existing ones if any such is available and the voices from field staff. Concerning these manuals and the content of recommendations on institutions, the project put efforts into making them official after preparation. Recommendations are to be materialized with the suggestions from stakeholders including field officers, and discussion with concerned.

The recommendation is purposed to support MAF/ NAFES preparing concepts of extension and training of extension staff. Moreover, the preparation of recommendations on forest resource utilization and management will be carried out in cooperation with the Forestry Department in due care of legal aspects and the jurisdiction of that department.

The following indicators can verify the achievement of the Output 4:

- 1 By Mid-term evaluation, recommendations for operation manuals are prepared with the lessons learnt by the project.
- 2 By Mid-term evaluation, preliminary recommendations for the sustainable use and management of forest resources and land are prepared.

5-4 Inputs

5-4-1 Japanese Government

* Subject to change. Refer to the R/D for more details.

1) Experts

Long-term experts:

1. Chief Advisor
2. Programme Coordinator
3. Project Coordinator
4. Community Development
5. Training and Extension
6. Participatory Resource Management

Short term experts: Short-term experts in related fields will be dispatched as necessary for the smooth implementation of the Project

2) Machinery, Equipment and Materials

Machinery, equipment, materials and spare parts as necessary for the implementation of the Project, will be provided:

- Equipment for Training
- Vehicles and their spare parts
- Other necessary equipment and material

3) Other Inputs:

- Studies

Baseline survey: forest situation, socio-economic conditions, and preparation of training curricula, etc.

- Field Operation Budget

5-4-2 Lao Government

* Subject to change Refer to the R/D for more details.

1) Project Personnel

1. Project Director

Director General of National Agriculture and Forestry Extension Service (NAFES)

2. Project Manager

Head of Counterparts in Field Office

3. Other Project Staff composed of:

- At least 5 full-time counterpart personnel in Field Office (of 2-3 will be qualified staff)
- Technical Officers of Afforestation Center, Vientiane (yet to be determined)
- Counterpart personnel for the Japanese short-term experts

4. Administrative and Clerical Personnel

Administrative and clerical personnel, drivers and others to support the implementation of the Project

And other personnel as mutually agreed upon.

2) List of Land, Buildings and Facilities

Office space and necessary facilities for the Japanese experts and counterparts for project activities will be provided as follows:

1. Administrative Support Office in National Agriculture and Forestry Extension Services (NAFES), Vientiane
2. Land for Field Office in Luang Prabang
3. Afforestation Center in NAFES, Ministry of Agriculture and Forestry
4. Project Vehicles transferred from FORCAPII

5. Electricity, telephone line, water supply, etc.
6. Space for installation and storage of equipment
7. Other Facilities such as machinery and equipment carried over from FORCAP II

3) Others necessary budget for local operation

5-5 Important Assumptions and Risk Analysis

5-5-1 Important assumptions

Important Assumptions	Possible Mitigation Measures
<p><u>Overall Goal</u></p> <ol style="list-style-type: none"> 1) Clear NAFES policy and plan on strengthening extension is formulated and implemented nationwide 2) Project trainees continue extension work 3) Procedures of sustainable use by villagers are made clear by concerned authorities (formulation of rules and regulations) and they are readily used by villagers (procedures are disseminated down to the field and used) 	<ol style="list-style-type: none"> 1) Extension policy and plan is now in preparation by MAF/NAFES and the project will support this through the Output 4 activities, therefore it is very likely that extension policy and plan will be formulated in the project period. 2) This can be ensured in the discussion with NAFES.
<p><u>Project Purpose</u></p> <ol style="list-style-type: none"> 1) Trained extension staff are not transferred 2) There is no resettlement, which has significant impacts on resource uses, in the project target villages 	<ol style="list-style-type: none"> 1) This can be ensured by agreements between the project and Provinces/Districts. 2) This means there is no resettlement (incoming and outgoing), which has significant impacts on resource uses, in project target villages. Administrative one can be avoided by selecting villages without resettlement plan of District. Voluntary one is difficult to predict, but needs to be assessed based on past trend and so on.
<p><u>Outputs</u></p> <ol style="list-style-type: none"> 1) There is no resettlement, which has significant impacts on resource uses, in the project target villages 2) Infrastructure and security in Project Area is maintained 3) Supporting Agencies play their expected roles 4) Qualified staff are nominated for training 	<ol style="list-style-type: none"> 1) This is the same assumption for Project Purpose, but applies to Outputs also. 2) This is indispensable for a project with daily and long travel. The project itself needs to pay attention to transportation situation and if necessary it should request concerned Province/District for repair and so on. 3) There are several Supporting Agencies, therefore the project needs to be equipped with the mechanism for withdrawing timely and appropriate support, or by sending request for support through NAFES/MAF well in advance.

	4) The project involves in the selection process.
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5-5-2 Risk analysis

Apart from natural disasters the following are considered risks to the project implementation.

- 1) Security
- 2) Safety of Lao Airline flights

1) Security issue is not serious in the 6 Provinces except some Districts of a couple of Province. When serious areas expand, it is necessary to exclude these areas from the project area in consultation with both governments.

2) This is raised as a risk because project experts and C/P need to travel often between Luang Prabang, where most of the field works take place, and Vientiane, where training at the Afforestation Center and meetings with NAFES/MAF and JICA Laos Office take place and furthermore land transportation between these two cities is prohibited for security reason. When there is more restrictions on use of Lao Airline flights due to safety reason, it is necessary to take measures to cope with this including alteration of project activities in consultation with both governments.

5-6 Preconditions

The following are considered important preconditions for smooth project implementation.

- 1) Sufficient C/P fund
- 2) Full allocation of special fund for the poorest Districts

1) A certain amount is set aside as C/P fund in annual government budget. It is essential for NAFES and the 6 Provinces to secure necessary amount for the project implementation from this government C/P fund or to make it available from their own budget. However, C/P fund for the first several months of first year of the project is not earmarked in either NAFES or Province budget due to the budget cycle of the Lao government, which starts in October every year. It is necessary for the project and the C/P agencies to discuss how to deal with the budget issue for the first year budget as well as for the subsequent years.

2) This budget is one of key government measures to eradicate poverty and expected to be allocated in the 2003/04 fiscal year. This budget is indispensable as counterpart fund for CSP activities and its operational details including actual amount allocated, time, expected uses, procedures of approval/allocation need to be studied. At the same time discussion with the Provinces/Districts on possible use of this fund for CSP needs to be started in advance of discussion on draft CSP Guideline.

Chapter 6 Ex-ante Assessment

6-1 Relevance

Relevance of this project is assessed high from the following three aspects; 1) GOL's policy and priority issues, 2) JICA's assistance policy and priority areas, and 3) the project's relevance as an ODA funded project.

As explained in 1-4, in all of the three Government policy/strategy papers i.e. NPEP, the Agriculture Strategy and Forestry Strategy, improvement of production systems and livelihoods in the shifting cultivation dominated the northern region of Lao PDR is an urgent policy issue. In order to address this issue the government, with the support of donors, calls for among others community based resource management including legal framework reform, diversification of crops and cropping methods, management and processing of NTFP and establishment of extension system supporting these actions. Moreover, 24 Districts of the 47 poorest Districts as priority development target areas exist in the northern 7 Provinces, thus the development issue to be tackled by this project, strategies to be adopted and target areas are all in line with GOL's policy and priority issues and areas for development.

Agriculture and forestry is one of the four priority areas of cooperation in the agreement between GOL and JICA and focus is given to rural development, promotion/strengthening of aquaculture and livestock, and forest conservation. Especially, facilitation of rural development through wide application and extension of achievement/models made by past and on-going cooperation projects, and forest sector development and forest conservation based on the Forestry Strategy are identified as the two urgent actions. Based on these cooperation agreement and policy this project is to expand and apply models and methods developed by FORCAP and VARDP (Vientiane Province Agriculture and Rural Development Project) to the northern region and to assist villagers in managing/using their forest resources in a sustainable way.

As seen in 1-2, rapid loss/deterioration of forest resources and shifting cultivators' livelihoods are inseparable in the north and there is a possibility of vicious circle of resource depletion and impoverishment. Further deterioration of forest resources will have adverse impacts not only on farmers' livelihood but also on environment of the lower stream areas such as flood and draught caused by deterioration of soil/water conservation function due to loss of forests and soils. This project will promote sustainable use and conservation of forest and land, which are public property, through community management including processing and sales and improvement of agriculture and forestry production systems, thus relevant as an ODA funded project.

6-2 Effectiveness

6-2-1 Project logics

Project Outputs and Activities

As explained in 5-3 Outputs and Activities, since each activity is planned to achieve concerned Result after successful implementation, their relationship is logical. Moreover, monitoring is planned for each Output (except Output 4) and activities can be improved based on monitoring and evaluation so as to ensure satisfactory achievement of each Output. In addition, the assumptions concerning activities will be met with high probability by the actions of the project and discussion with local authorities.

Project Outputs and Purpose

The achievement of the Project Purpose “Forest management and production activities, which take into account conservation and sustainable use of forest and land, are initiated by villagers in a part of the project area through extension system” means, within the project framework, communities or groups of villagers plan development activities and implement these with the support from the project and villages/districts through the Community Support Programme. In order to attain this, the project will: 1) establish Model Sites for demonstration (Output 1), 2) educate and train extension staff and villagers (Output 2), and 3) provide those stakeholders with support for implementing activities, although there would be certain conditions to apply for obtaining supports. The Outputs are logically planned so as to achieve the project purpose once they are fully processed. Moreover the assumptions concerning Outputs are very likely to be met through discussion and agreement between the project and the Provinces/Districts at the outset of project.

Project Purpose and Overall Goal

At the end of the project there will be in total 18 highly trained and skilled extension staff from the 6 Provinces (maybe more than this depending on activities in the 2nd half of the project) and community-led CSP will be implemented in dozens of sites. These staff, model activities and communities/villagers will be a strong base for application in other parts of the north. Moreover, through the Output 4 appropriate legal framework and operation manuals concerning forest management and extension will provide institutional base for wider application and expansion of the project outputs. This way the project will produce technical, human and institutional base to achieve the Overall Goal in a logical way.

As for the assumptions explained in 5-5, extension policy is now in preparation in MAF/NAFES. With additional support from this project it is expected that the policy will be formulated in an early stage of the project. With the extension policy and other instruments in hand, it will be highly possible for the extension staff trained by this project to continue extension work after the project termination. Moreover, the allocation of special budget to the poorest Districts is likely to be maintained because the poverty eradication is the highest development goal of the government.

6-3 Expected Impacts

6-3-1 Socio-economic impacts

Policy/institutional impacts

This project will have direct impacts on policy/institutions through the Output 4. The recommendations on policy/institutions concerning forest management and extension will be prepared based on field experience of the project and analysis of existing policy/institutions. Policy/institutions revised or improved based on the project recommendations is a prerequisite for achievement of the Overall Goal.

Social and cultural impacts

There are many ethnic groups in the project area and they are largely classified as Highland Lao, Midland Lao and Lowland Lao. Many villages consist of two or three of these ethnic groups. The Lowland Lao are usually engaged in lowland paddy, but other groups are more dependent on forest and shifting cultivation and poorer than the Lowland Lao. Since they have their own culture and languages, which are very different from those of the Lowland Lao and in many cases different among their sub-ethnic groups, it is indispensable to pay due attention to these differences in implementation of the project activities.

Technical impacts

The number of staff to benefit from technical transfer/development is 5 as the project counterparts concerning extension methodology, policy and institutions, and 18 local extension

staff concerning extension methodology and so on. The number of villagers to benefit in cropping methods, processing/marketing, and forest management is not known at this stage.

Economic impacts

It is expected that after the termination of the project there will be increasing and positive economic impacts, especially on livelihood improvement of villagers in the north, as more productive and value-added production expands to outside of the areas support by the project applying or adopting the models and technologies developed by the project.

6-3-2 Negative impacts

Villagers in the project area have their own livelihood strategies to make living within given resources (land, forest, labor and so on) in optimal ways. They allocate their labor to many kinds of activities including shifting cultivation, vegetable production and pig/chicken raising at home garden, NTFP collection, cash income activities including day labor, maintenance of houses, etc. in a most efficient way taking into account spatial and timely distribution. These livelihood survival strategies vary among ethnic groups and even among households within a same ethnic group. It is very important to understand their livelihood strategies differing among households and to take necessary measures to avoid adversely affect their livelihood system as a whole.

6-4 Sustainability

6-4-1 Institutional capacity

NAFES, the main CP agency at the central level, is a relatively new organization and its duties, organizational structure and institutional capacity are still in the process of development and strengthening. Since establishment of effective extension system is one of priority objectives of MAF, many qualified staff have been transferred to NAFES from other Departments. Those staff already have international experiences in their previous Departments and the C/P of the project are expected to be selected from the pool of these qualified staff. However, the institutional capacity of NAFES and concerned local organizations to deliver extension activities in an appropriate and sustainable manner is still very limited. Since the project will train only a limited number of staff both at central and local level, a serious effort of MAF/NAFES its own is indispensable to carry out its duties for the purpose of strengthening NAFES's institutional capacity.

6-4-2 Financial situation

Budget for implementation of agriculture and forestry duties at field level (Provinces and Districts) is in a total budget of Provinces and the central level approves Provincial budgets every year. Actual allocation of budget is to fill the gap between the approved budget and the Provincial revenues (all taxes and fees are collected by Provinces). In case of the northern Provinces, all of which have limited revenue sources, they receive the amount equivalent to the deficiency between the budget and the revenues. However, with the weak revenue collection capacity, the allocations of the deficiency are much smaller than the approved amount, if there is any allocation. Therefore, the northern Provinces are always lack of fund to carry out their planned activities.

Main costs for extension activities are travel and transportation and the current level of this budget at DAFO allows their staff to visit a remote village only once every three or four months. It is questionable whether sufficient budget is allocated for extension activities after termination of the project. As for the special budget for the poorest Districts, there is no specific revenue source for this budget and this budget is allocated within the general government

budget. Because of the determination of the government for poverty eradication, it is expected that the provision of special budget will be continued, however, the amount actually allocated to the Districts are likely to be less than the budget.

6-4-3 Social, environmental and technical acceptability

Although the extension approach of the project is relatively new in Lao PDR, the government policy to strengthen extension is clear and because of general acceptability and generosity of the Lao society and villages there will be little social problem to accept the project's extension activities. Technologies to be developed or applied by the project will utilize local natural resources taking into account local socio-economic conditions, therefore high technical acceptability is expected.

6-5 Overall Assessment

Overall assessment concludes that the relevance and the expected impacts of the projects are high.

The purpose of the project is precisely in line with the policy and priority actions of the government of Lao PDR. The project will provide indirect support to materialize many proposals for action made in the government policy/strategy papers. For example, the safety-net function of forest for the poor stressed in the NPEP will be strengthened by the project activities related to sustainable and more value-added use of forest resources by rural poor, and many policy, management and extension related actions proposed in the Forestry Strategy will be directly supported by the project. Moreover, the project will contribute to strengthening extension system, which is one of most urgent tasks of MAF, to a large extent. In addition rural development through promotion of agriculture and forestry is one the four priority areas of cooperation between GOL and JICA. The project is assessed highly relevant for Japanese cooperation.

Economic impact is expected to be high at local level, especially at household level, in the northern region. Models and technologies will be expanded to outside of the project supported areas through extension activities by the extension staff and model farmers/communities trained and supported by the project. Positive impact of policy/legal framework concerning forest management and land use is also expected through the recommendations to be made by the project based on the field experiences of both the project and FORCAP. Moreover, extension staff at both central and local level will benefit from impact of technical transfer/development.

ANNEXES

- Annex 1 Project Design Matrix(PDM)
- Annex 2 Plan of Operation (PO)
- Annex 3 Legal Frameworks to do with Agriculture, Forestry, Extension and Forest Resource Management
- Annex 4 Guidelines for Community Support Programme (CSP)
- Annex 5 Criteria and Steps of the Model Sites Selection
- Annex 6 TOR of Japanese Experts
- Annex 7 TOR for Core Project Counterparts
- Annex 8 PCM Problem Analysis Workshop Result

PROJECT NAME: Forest Management and Community Support Project
DURATION: 5 years from early 2004

PROJECT SITE: 6 provinces of Vientiane, Luang Prabang, Houaphan, Luang Namtha, Bokeo and Sayaboury

TARGET BENEFICIARIES:

Staff of National Agriculture and Forestry Extension service, Staff engaged in extension works in the project area, and Villagers

DATE: November 2003 **No.:** PDM0

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Overall Goal Forest and land in the project area in the Northern part of Lao PDR are conserved, and sustainably used for livelihood improvement of villagers.	1 The expansion rate of shifting cultivation area in the northern Lao PDR decreases compared to the year 2004 level. 2 Total income of villagers in the northern Lao PDR are improved by XX% through the use and sale of forest products compared to the year 2004 level.	1 GOL statistics. 2 GOL statistics.	
Project Purpose Forest management, production and income generating activities, which take into account conservation and sustainable use of forest and land, are initiated by villagers in a part of the project area through extension system.	1 XX% of trained extension staff pass the examination of participatory extension method. 2 By 2007, in average of XX numbers of new techniques for sustainable use and management of the forest, production, and income generation are employed by trained farmers and extensionists. 3 By 2009, XX % of individual farmers and farmer groups manage planning, and implementation of activity plans that would contribute to conservation and/or sustainable use and management of forest and land.	1 Project Monitoring Report 2 Survey by Project. 3 Project Monitoring Report	1. Clear NAFES policy and plan on strengthening extension is formulated and implemented nationwide. 2. Project trainees continue extension work. 3. Rules and regulations and procedures for villager's use of forest are made clear and made available to field use.
Objectives 1 Sets of technology for forest management and production are demonstrated in the Model Sites. 2 Training are conducted for extension organization staff and villagers. 3 Community Support Programme (CSP) are implemented for selected proposals 4 Recommendations are made on methods and institutions of forest management and extension.	1.1 A set of techniques for forest resource management and the one for production is planned and implemented by villagers in each Model Site. 1.2 Forest area increases in each Model Site by 2008. 1.3 Agricultural and forestry production and/or income from the agriculture and forest products of participating villagers increases compared to the initial stage of the project. 1.4 Demonstrated techniques is replicated fully or partly by at least one nearby village and/or villager for each Model Site. 2.1 Trainees of the project training course mark 4(understood) in the understanding examination. 2.2 XX% of trainees of intensive training submit proposals that meet CSP guideline. 2.3 New techniques learnt through training are employed by XX% of trained farmers. 3.1 XX% of trainees pass the understanding examination for CSP guideline. 3.2 By 2005, XX numbers of work plans are elaborated and implemented by extension officers. 3.3 More than 80% of implemented CSP increases production or income of participating villager(s). 3.4 By 2009, XX times of site visits per year are carried out by individual farmers and farmer groups. 4.1 By Mid-term evaluation, recommendations for operation manuals are prepared with the lessons learnt by the project. 4.2 By Mid-term evaluation, preliminary recommendations for the sustainable use and management of forest resources and land are prepared.	1.1 Project Monitoring Reports 1.2 Survey by Project 1.3 Survey by Project 1.4 Project Monitoring Report 2.1 Questionnaire survey by Project 2.2 Project Monitoring Report 2.3 Project Monitoring Report 3.1 Questionnaire survey by Project 3.2 Survey by Project 3.3 Survey by Project 3.4 Project Monitoring Report 4.1 Questionnaire survey by Project 4.2 Project Monitoring Report	1. Trained extension staff are not transferred. 2. Trained villagers are not resettled. 3. Security in the target areas are maintained 4. Safety of Lao aviation flight to Luangprabang is maintained
Activities 1.1 Identify Model Sites based on studies of village situation and other conditions. 1.2 Support villagers of Model Sites in understanding forest resources and land use situation and in formulating and implementing activity plans for forest management and production promotion. 1.3 Demonstrate activities and outputs in Model Sites to nearby villages and others. 2.1 Formulate training plans for different target groups based on studies of extension organization and project area. 2.2 Prepare training curricula and texts. 2.3 Conduct training courses based on training plans. 2.4 Monitor activities initiated by trainees. 3.1 Formulate CSP guideline, which defines basic principles and procedures of CSP. 3.2 Select proposals submitted by villagers groups and others and carry out CSP. 3.3 Monitor progress of CSP and provide necessary guidance. 4.1 Prepare operation manuals for forest management and extension. 4.2 Provide recommendations on method and institutions of forest management and extension. * Possible collaboration with AQIP2 would be sought in Activities 1.2 and 2.3.	Government of Lao PDR - Project Director - Project Manager - Counterpart for Project Coordination - Counterpart(s) for Community Development - Counterpart(s) for Training and Extension - Counterpart(s) for Participatory Resource Management - Provincial Coordinator for target provinces - District counterpart(s) for Field Implementation Team - Officers of AFEC - Other administrative staff necessary - Facilities - Office spaces (NAFES, AFEC, Luangprabang Field Office) - Spaces for installation and storage of equipment - Electricity, telephone line, water supply, etc. - Administrative and operational cost for extension work and community development work	Japanese Government - Long-term Experts (6) - Chief Advisor - Programme Coordinator - Project Coordinator - Experts in the technical fields of: - Community Development - Training and Extension - Participatory Resource Management - Short-term Experts (Number to be determined) - Information and Communication - Agroforestry - Seedlings and Nursery Equipment - NTFP Processing - Monitoring and Evaluation - Marketing - Other technical fields according to necessity - Training of Lao Counterparts in Japan or 3rd Country - Machinery, Equipment, and Materials - Office Equipment - Equipment for training - Project vehicles - Local operational cost (one part)	1. There is no major resettlement in Model Sites. 2. Infrastructure and security in Project Area is maintained. 3. Supporting Agencies play their expected roles. 4. Qualified staff are nominated for training. Pre-conditions - Sufficient CSP funding - Full allocation of PIP special fund for the poor
Abbreviations CSP: Community Support Program GOL: Government of Lao PDR MAF: Ministry of Agriculture and Forestry NAFES: National Agriculture and Forestry extension service			

Plan of Operation

Output 4: Recommendations are made on methods and institutions of forest management and extension.

Activities	Detailed Activites	Year 1				Year 2				Year 3				Year 4				Year 5				
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
4.1 Prepare operation manuals for forest management and extension.	4.1.1 Collect and review existing rules and manuals prepared by government and other projects	■																				
	4.1.2 Draft operation manuals for forest management and extension taking into account project's field experiences and other manuals such as Village forest management plan, Forest resources management, extension system etc.									■												
	4.1.3 Discuss drafts with concerned authorities and villagers.											■										
	4.1.4 Propose final drafts of operation manuals to Government for official use.													■								
4.2 Provide recommendations on method and institutions of forest management and extension.	4.2.1 Review existing methods and institutions including legal framework, organizations and their mandates related to village forest management and extension. (Monitoring for institutionalizing support, conducting village consultation and Workshop)	■																				
	4.2.2 Prepare draft recommendations on improvement of existing methods and institutions related to village forest management and extension.																	■				
	4.2.3 Discuss drafts with concerned authorities and villagers.																			■		
	4.2.4 Propose final recommendations on methods and institutions of village forest management and extension.																				■	

Legal Frameworks to do with Agriculture, Forestry, Extension, and Forest Resource Management

Land

Land ownership

According to the Constitution land is owned by the national community and the state ensures the right to use, transfer, and inherit it of individuals and organizations in accordance with the law (Article 15). The Land Law gives details of these rights of individuals and organizations.

Agriculture land equally with residential land can be given use right, transferred and inherited by individuals. Land offices of Provinces are in charge of registration of land use right and issuance of land title.

As for agriculture land for new development, farmers are allocated certain areas of land for agriculture use and issued temporary land certificates with a validity of three years. After three years of cultivation in conformity with objectives and regulations, the farmers can apply for issuance of land title for long-term use.

Land tax

All land users including agriculture land are obliged to pay land tax. Land tax rates are determined according to land types and regions (plain and mountainous, and urban and rural). As for agriculture land tax rates are determined by weight of rice per ha such as 18 kg/ha for low land paddy, 14 kg/ha for fixed upland paddy and 15 kg/ha for rotating upland paddy.

Forest and forest resources

Basic legal framework of forest

The Forest Law in 1996 gives a basic legal framework of forest and forestry. According to Article 5 of the Forest Law natural forest and forest land is the property of the national community and the state represents the national community in the management and allocation of forest land for rational use by individuals and organizations. Trees and forest planted or regenerated by individuals and organizations using their own labour or capital and with the recognition of the state become the property of the planter or regenerator.

The Forest Law defines five categories of forest and gives management policy for each category. They are Protection (protection of watersheds and so on), Conservation (conservation of biodiversity), Production (production of wood and NTFP), Regeneration (natural regeneration for rich forest) and Degraded Forests (allocation for tree planting and so on). MAF regulations for field delineation and management of these forest categories are issued for Conservation and Production Forests and in preparation for other categories. Actual delineation on the ground has been made as zones encompassing other land uses including agriculture, infrastructure and residential areas.

Village forest

The Forest Law recognizes traditional use of forest products by villagers. Villagers are allowed to use certain volume of logs and to collect NTFP in village production forest for their own uses following detailed rules of villages. Although the term village forest is used in the law, its definition or rights of villagers to use and management are not

provided. Boundaries, classification and so on of village forest have been made in the land and forest allocation exercise and recognized in agreements signed by village heads and DAFO heads. However, the level of legal rights of villagers to their forest and also land is said to be too low to protect their rights against land use zoning or land lease contracts, which are made at higher levels. It is said that the definition of village land/forest and villagers' rights to them need to be provided at the level of law.

Use and management of village forest and NTFP

MAF Regulations on Management of Village Forest (2001) give detailed provisions concerning use and management of village forests. In reality the land and forest allocation exercises implementing this regulation by defining village forest boundaries, forest categories and rules on use of each category in a systematic way. It is said that protective categories occupy most of village forest and a very limited area is given for village production (or use) forest.

It is allowed for villagers to use logs for construction or repair of their own houses within certain limit on volume, but prohibited to sell logs for commercial purposes. Collection of NTFP for sales purpose is also allowed for villagers given that they have management plans approved by DAFO. However, important NTFP are sold by the state. Same as logs MAF allocate harvest volume of NTFP to Provinces and Provinces sell NTFP to traders. Traders go to villages to collect and pay small fees to villages. On the hand villagers also collect and sell NTFP by themselves. Thus, there is almost no control of NTFP harvest and many NTFP are said to be depleted.

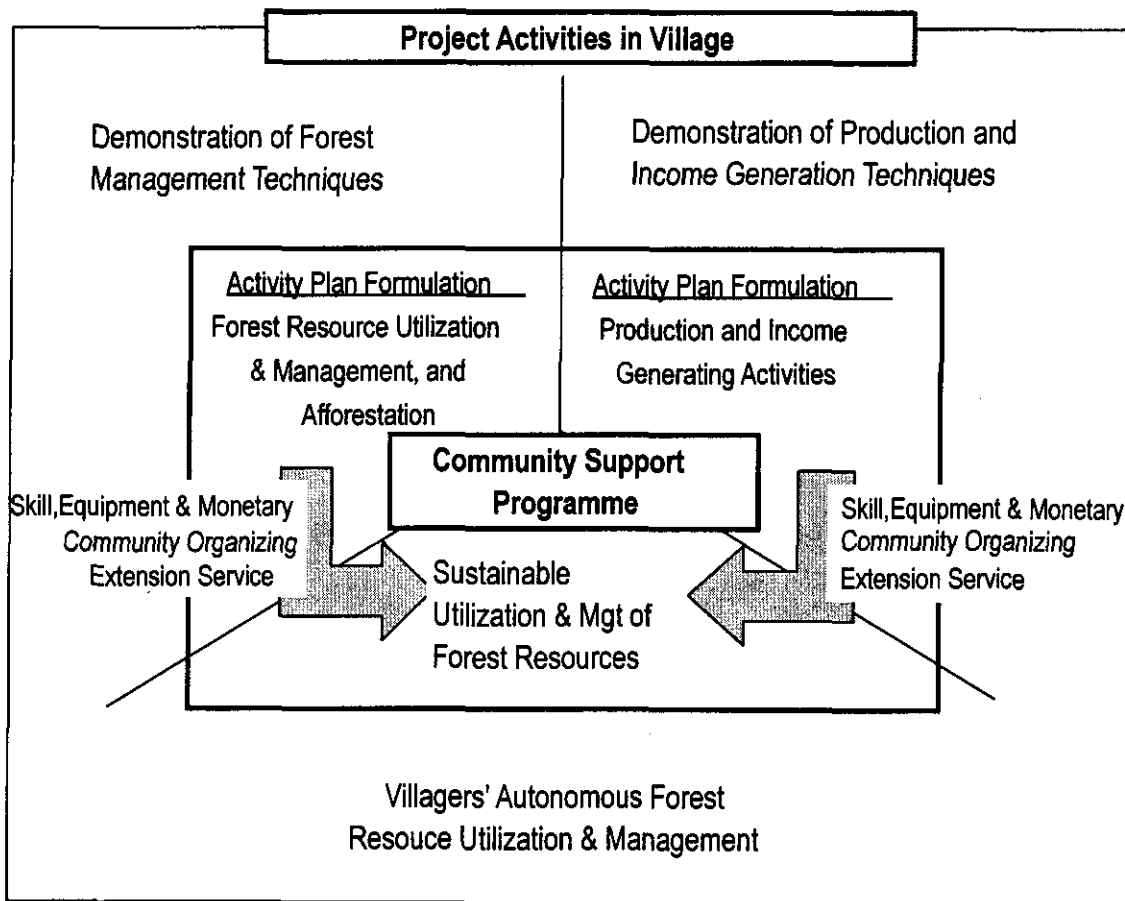
Because of multi-staged trade system of NTFP by middlemen and very little processing NTFP sales prices at village are said to be very low and villagers have to spend more time for NTFP collection for less income. Resource situation of 6.7 million ha of village forest allocated to villages is not known, but because of the lack of management system they are also very likely to be deforested or degraded.

Annex 4

Guidelines for Community Support Programme (CSP)

1. Objectives of the Community Support Programme (CSP)

The objectives of CSP are to contribute to the achievement of the Project objectives through the facilitation of appropriate forest resource utilization and management and promotion of agriculture, forestry, and aquaculture. CSP is to provide; i) support to the articulation of village activity plan for forest resource utilization and management, and ii) technical and financial support to the activity plans which is judged sustainable.



2. Target area and organizations / individuals of CSP

- 1) CSP will be implemented in the six provinces under the Project area, i.e.: (1) Luang Prabang, (2) Bokeo, (3) Luang Namtha, (4) Houaphan, (5) Sayaboury, and (6) Vientiane.
- 2) CSP is targeted towards group or individual farmers organized by the villages or villagers who prepared the CSP activity plans.
- 3) Villagers engaged in swidden agriculture, and among those who are relatively poor are given priority.

3. Target activities and implementing methods of CSP

CSP is to support, on request basis, activities related to forest management and livelihood improvement through the enhancement of agriculture/forestry/fishery production based on actions plans prepared by the villagers; The project accepts proposals from villagers on such activities that have demonstrative effects on swidden areas within the province (*1).

(*1 denotes techniques related to forest management, agriculture and fishery that are common among the swidden areas within the province.)

Sample activities and their methods are described below.

1) Activities that lead to the sustained use of forest and land

- Sustainable use and management of forest resources (village forest conservation, utilization and management, non-timber forest products utilization and management, forestation, etc.)

Simple communal production facilities, manufacturing/marketing facilities, and production equipments managed by villager groups in agriculture/forestry/fishery production in order to improve livelihood through productivity enhancement and value-addition.

a. The project covers the cost for CSP activities including the cost for facilities/equipment and site visits, within the appropriate range assuring the independency of the villagers and sustainability of the activities. Fund to each activity will be limited to XXX, and will only be given as seed money.

b. The selected village should be where District staff be able to visit the site at least X times/month, and also where Project can make monitoring visits.

c. All the community based proposal should guarantee the provision of monetary and/or in-kind support to the implementation of activities.

4. Implementation and evaluation procedures of CSP

- 1) Drafting of proposal (villagers and DAFO)
- 2) Submission of proposal (DAFO (*2) → PROJECT thru PAFES(*3))
- 3) Appraisal and selection of proposal (PROJECT)
- 4) Implementation of CSP activities (Project thru PAFES → DAFO and villagers)
- 5) Reporting of CSP activities (twice a year: DAFO and villagers → PROJECT)
- 6) Monitoring and evaluation of CSP activities (PROJECT)

*2 and *3: DAFO and PAFES should examine the proposal thoroughly and avoid submitting to the PROJECT without critical assessment.

5. Appraisal methods

1) Appraisal methods

- Concerned province extension organizations and Project counterparts or Experts will examine whether the above criteria are met through site visits and interviews with applicants/implementing entities/villagers.
- For activities requiring drafting of action plans, confirm if the plans are prepared according to the due procedures, and how they address assistance to the poor.

2) Appraisal Committee

- Establish proposal appraisal/evaluation committee. Members will be JICA Experts, counterpart (PD, PM, etc.), and NAFES representatives other than counterparts.

6. Monitoring during and after the Project support

- Concerned province extension organizations and Project counterparts or Experts

will conduct monitoring during and after the implementation of the activities, and will provide appropriate advice. In case the activities cannot be initiated/resumed within 3months after the implementation period commenced without fair reasons, the implementation approvals are revoked and equipment/fund provided are returned to the Project.

Proposal for CSP (1st Draft)

Date: dd/mm/yy

1. Name of activity	XXX Activity (e.g.: Village Forest Conservation/Regeneration Activity)
2. Person in charge	Name: _____ Title: _____ Age : _____ Sex : _____
3. Participants	Names and numbers of individuals/groups directly participating in the activity
4. Location	Name of village, district and province
5. Period	(Schedule) mm/yy to mm/yy
6. Issues within the village	Detailed description of the issues within the village that explain the background of the activities in 7.
7. Planned activities	Detailed description of <i>who</i> conducts <i>what</i> , <i>how</i> , <i>when</i> and <i>where</i> . Prepare charts if necessary.
8. Expected outputs from activities	Detailed description of the expected outputs of the activities, with timeframe and quantitative indicators (if possible)
9. Equipment and cost needed for activities	1 Equipment and cost needed for overall activities (1) Equipment and cost procurable by the villagers (2) Equipment and cost requested to the Province (Project)
10. Profile of village/district	* See attached (to be prepared) * Population, households, ethnicity, size of the area, main industry, income level, etc.

Criteria and Steps of the Model Sites Selection

2 to 4 villages Targeted in the First 2 years

The role of Model Sites has two holds; i) to provide a venue for extensionists to practice their theoretical and technical skills necessary for participatory extension work; and ii) to exhibit the Project output such as integrated production and income generating activities and sustainable forest resource utilization and management techniques. The selection of the Model Sites will be done in the following steps using the criteria below.

1. Steps

1st Step to choose 8 potential sites according to the following two types of criteria.

2nd Step to conduct a thorough socio-economic survey and the current situation of extension activities in the potential community, and choose 2 to 4 Model Sites through the discussion within the Project Team

2. Criteria

	Sub-sector	Type 1	Type 2
Socio-economic criteria	Donor Projects	• No major assistance from donors on-going in the Site and the District	• No major assistance from donors on-going in the Site and the District
	Land Allocation and Land Use Plan (LA/LUP)	• LA/LUP completed	• LA/LUP yet to be done, and where Project would be able to plan land utilization - as a Model - in a certain part of village for demonstration purpose
	Access	• Relatively good access to road and market • Accessible during wet season • JICA Experts are accessible	• Varied access to road and market • Accessible during wet season
	Village Organization	• Unity as a community (good record of farmer group operation, good leadership of village authority)	
	Income Generation potential	• With marketable forest products and commercial commodity that can provide income generation potential • No involvement in drug and other major cash crop production	• With marketable forest products and commercial commodity that can provide income generation potential • No involvement in drug and other major cash crop production
	Poverty	• Consideration to, but not necessarily limited to, NPEP poor districts	
	Migration	• No major Migration plan in the past and the future	
Extension	Extensionists	• DAFO staff, committed for extension, is in-charge	• Availability of committed DAFO staff in extension work
	Extension Outreach	• Extension staff's frequent visits is possible	
	Key Farmer	• Availability of key farmers in the Village	• Availability of key farmers in the Village

Annex 6: Terms of Reference (TOR) for Japanese Experts

6-1: Long Term Experts

6-1-1 Chief Advisor

1. Summary description of the position

- (1) Job Title: Chief Advisor
- (2) Assignment: Long-term expert dispatched from JICA for the technical cooperation
- (3) Period: FY 2003 to FY 2008 (divided by 2 terms)
- (4) Location of the Office:
Project Administrative Support Office (NAFES), Luang Prabang Field Office (PAFES).
- (5) Main locations of activities:
 - LPB Field Office.
 - Afforestation Center.
- (6) Responsibility:
s/he will take the overall responsibility in project management, and in providing technical guidance for the implementation of project activities as stipulated in the Plan of Operations.

2. Job Description

(1) Responsibilities:

To conduct the following actions in collaboration with the counterpart officers.

1) Responsibilities:

- Overall management of project implementation and operation.
- Advices to C/P agencies for achieving the purpose of the project and sustainability.
- Coordination and discussion with target provincial and district authority.
- Report to JCC on the progress of the project and technical transfer.
- Coordination with other Projects and Experts through Joing Programme Coordinating Committee
- Technical advices and management of AFEC

(2) Main Counterparts:

- Project Director
- Project Manager
- Provincial Managers
- AFEC Manager

6-1-2 Programme Coordinator

1. Summary description of the position

- (1) Job Title: Project Coordinator
- (2) Assignment: Long-term expert dispatched from JICA for the technical cooperation
- (3) Period: FY 2003 to FY 2008 (divided by 2 terms)
- (4) Location of the Office:
Project Administrative Support Office (NAFES), Luang Prabang Field Office (PAFES).
- (5) Main locations of activities:
 - Project offices.
- (6) Responsibility:
S/he will take the overall responsibility in providing assistance for the implementation of project activities.

2. Job Description

(1) Responsibilities:

To conduct the following actions in collaboration with the counterpart officers.

1) Responsibilities:

- Baseline data and information collection on development issues in the livelihood improvement sector
- Formulate Programme Workplan with Lao counterpart, and assist formulation and follow-up of JICA projects in the concerned sector
- Communicate and coordinate with participating projects and experts for facilitating joint activities and information exchange
- Facilitate donor coordination in livelihood improvement sector
- Monitoring of Programme activities
- Manage Programme budget

(2) Main Counterparts:

- Project Manager
- Provincial Managers
- AFC Manager

6-1-3 Project Coordinator

1. Summary description of the position

- (1) Job Title: Project Coordinator
- (2) Assignment: Long-term expert dispatched from JICA for the technical cooperation
- (3) Period: FY 2003 to FY 2008 (divided by 2 terms)
- (4) Location of the Office:
Project Administrative Support Office (NAFES), Luang Prabang Field Office (PAFES).
- (5) Main locations of activities:
 - Project offices.
- (6) Responsibility:
S/he will take the overall responsibility in providing assistance for the implementation of project activities.

2. Job Description

(1) Responsibilities:

To conduct the following actions in collaboration with the counterpart officers.

1) Responsibilities:

- Assist Chief advisor in managing Project budget and communication and coordination with in and outside Project
- Grasp the progress of Project implementation status
- Assist provide public relation and other information on the Project
- Provide administrative support for Project implementation
- Coordinate with Programme Coordinator in Programme activity implementation

(2) Main Counterparts:

- Project Manager
- Provincial Managers
- AFC Manager

6-1-4 Community Development

1. Summary description of the position

- (1) Job Title: Community Development
- (2) Assignment: Long-term expert dispatched from JICA for the technical cooperation
- (3) Period: FY 2003 to FY 2008 (divided by 2 terms)
- (4) Location of the Office:
Project Administrative Support Office (NAFES), Luang Prabang Field Office (PAFES).
- (5) Main locations of activities:
 - Project Sites in target provinces.
- (6) Responsibility:
S/he will take the overall responsibility in providing technical guidance for the implementation of community development related project activities as stipulated in the Plan of Operations.

2. Job Description

- (1) Responsibilities:
To conduct the following actions in collaboration with the counterpart officers.
 - 1) Responsibilities:
 - Offer technical support on extension activities in agriculture, livestock raising and fishery
 - Provide technical advices on village group organizing and community development initiatives
 - Provide equipment for production and assistance to credit scheme operation
 - Guide the formulation of community support activities implementation guideline, and its updates
 - Plan and initiate farmer to farmer exchange and extension activities
 - Advice collecting market information for income generating activities
- (2) Main Counterparts:
 - Project Counterparts
 - Technical officers in related Departments in MAF and provincial technical officers.

6-1-5 Training and Extension

1. Summary description of the position

- (1) Job Title: Training and Extension
- (2) Assignment: Long-term expert dispatched from JICA for the technical cooperation
- (3) Period: FY 2003 to FY 2008 (divided by 2 terms)
- (4) Location of the Office:
Project Administrative Support Office (NAFES), Luang Prabang Field Office (PAFES).
- (5) Main locations of activities:
 - Project Sites in target provinces.
 - Afforestation Center.
- (6) Responsibility:
S/he will take the overall responsibility in providing technical guidance for the implementation of training and extension related project activities as stipulated in the Plan of Operations.

2. Job Description

(1) Responsibilities:

To conduct the following actions in collaboration with the counterpart officers.

1) Responsibilities:

- Advices on the preparation and implementation of Training Master Plan
- Assistance to training needs assessment of government institution and local residents.
- Overall assistance to preparation of training curriculum, implementation plan, and texts and materials.
- Trainer resource identification and management for all training programme.
- Gender sensitization in the Project operation and consideration to the poor
- Assist preparing extension method and delivery mechanism
- Production of manuals in concerned subsectors

(2) Main Counterparts:

- Project Counterparts
- AFC training management officer

6-1-6 Participatory Resource Management

1. Summary description of the position

- (1) Job Title: Participatory Forest Management
- (2) Assignment: Long-term expert dispatched from JICA for the technical cooperation
- (3) Period: FY 2003 to FY 2008 (divided by 2 terms)
- (4) Location of the Office:
 - Project Administrative Support Office (NAFES), Luang Prabang Field Office (PAFES).
- (5) Main locations of activities:
 - Project Sites in target provinces.
- (6) Responsibility:
 - S/he will take the overall responsibility in providing technical guidance for the implementation of participatory forest resource management related project activities as stipulated in the Plan of Operations.

2. Job Description

- (1) Responsibilities:
 - To conduct the following actions in collaboration with the counterpart officers.
 - 1) Responsibilities:
 - Guide villagers and extension staff to understand land utilization and management situation.
 - Facilitate preparation for guidelines of village land utilization
 - Assist preparation of forest and forest resources utilization and management plan
 - Promote extension activities at village level
 - Advice information collection and coordination on agriculture products and NTFP resources
 - Assist preparation of manuals in concerned subsectors
- (2) Main Counterparts:
 - Project Counterparts
 - Technical officers in related Departments in MAF and provincial technical officers.

6-2: Short Term Experts

TOR of short-term Experts will be developed according to necessity

Annex 7: Terms of Reference (TOR) for the Core Project Counterparts

7-1 Project Director

1. Summary description of the position

- (1) Main Tasks: Responsible for the overall project implementation.
- (2) Person to be assigned: Director of NAFES
- (3) Period: FY 2003 to FY 2008
- (4) Location of the Office: Project Administrative Support Office (NAFES)
- (5) Main location of activities: NAFES, Vientiane

2. Job Description

To conduct the following actions in collaboration with the JICA Chief Adviser:

- Prepare annual project workplan and submit to the Project Steering Committee.
- Approve the appointments of project counterparts assigned by institutions, agencies and departments involved in project implementation at the central level.
- Organize and co-chair (together with the JICA Chief Adviser) regular meetings with project personnel, to monitor project's progress and to provide necessary guidance on project implementation.
- Ensure effective co-ordination among the institutions, agencies, and departments involved in project implementation at the central level.
- Ensure the timely delivery of Project input (Equipment, facilities, and budget) by the Government of Laos agreed in the Record of Discussion (R/D).
- Take necessary actions to ensure that the policy advice and operational manuals submitted by Project to be approved and incorporated into the existing system.

7-2 Project Manager

1. Summary description of the position

- (1) Main Tasks: Responsible for the implementation of all field activities and training ensuring close collaboration between the Project and other on-going projects.
- (2) Person to be assigned: Senior staff of NAFES, Chief of Afforestation Center
- (3) Period: FY 2003 to FY 2008
- (4) Location of the Office: Administrative Support Office (NAFES), Field Office (Luang Prabang), Afforestation Center
- (5) Main location of activities: Luang Prabang, Afforestation Center

2. Job Description

To conduct the following actions in collaboration with the JICA Chief Adviser and JICA Experts.

- Prepare and submit monthly workplan of the Project to the Central Project Team based on the Plan of Operations (PO).
- Regularly report to the Central Project Team regarding the training activities.
- Assign staff for each PO Activities, and prepare the Terms of Reference (TOR) for each staff.
- Lead the provincial counterpart team and AFC management team in designing, implementing, and monitoring activities of the Project as per the workplan.
- Hold technical meetings with technical staff for provincial project team.
- Ensure the Project extension and training approach is well coordinated with other projects.
- Ensure that necessary guidance is provided by the concerned MAF technical departments
- Regularly exchange information on the respective activities with other related agencies and institutions.
- Lead the Project Team in compiling research results into reports and manuals as per the Plan of Operations.
- Ensure that relevant information at the Provincial level (e.g., policies, programs and projects implemented in the Province) is provided to the PMU in a timely manner.
- Take necessary measures to solve problems faced by the Project in project implementation.

7-3 Provincial Coordinators (6 Provinces)

1. Summary description of the position

- (1) Main Tasks:
- Responsible for project implementation at the provincial level
 - Coordinate and collaborate with other provincial organizations to ensure smooth project operations.
- (2) Person to be assigned: Director of Provincial Agriculture and Forestry Extension Service or Provincial Agriculture and Forestry Office
- (3) Period: FY 2003 to FY 2008
- (4) Location of the Office: Provincial Office (PAFES or PAFO)
- (5) Main location of activities: PAFES or PAFO office where Project Counterparts are located

2. Job Description

To conduct the following actions in collaboration with Project Manager, the JICA Chief Adviser and JICA Experts to:

- Prepare and submit monthly workplans of Central and Provincial project team based on the Plan of Operations (PO).
- Regularly report to the Central Project Team regarding the on-farm trial activities.
- Assign staff for each PO Activities, and prepare the Terms of Reference (TOR) for each staff.
- Lead the Provincial Counterpart Team, implementing, and monitoring field activities of the Project as per the workplan.
- Hold technical meetings with provincial staff.
- Ensure that information related to project activities is provided to local authorities in a timely manner.
- Ensure co-operation and collaboration of local authorities for smooth implementation of on-farm trials.
- Take necessary measures to solve constraints faced by the Project in conducting activities at the Provincial level.

JICA Preparatory Study for Forest Management & Livelihood Improvement**PCM Problem Analysis Workshop
(Problem and Stakeholder Analysis)**

Novotel conference room

25 August 2003

1. Overview

This Project Cycle Management workshop for project planning is to identify stakeholders and problems in agriculture, forest management, and extension sector with 15-20 participants. Participants are expected to think, exchange views, and put ideas on board to make a better project plan. The finding of the workshop will be reflected in the formulation of a draft master plan of the project.

* An interpreter will assist participants to speak out and write down ideas in English.

2. Time Table: Start from 8:30 am

8:30 (20 min)	Self-introduction – Ice breaking game
8:50 (15 min)	What's PCM
9:05 (10 min)	What's Stakeholder Analysis and Problem Analysis Process
9:15 (1h15 min)	Workshop: Stakeholder analysis
10:30	~Tea Break~
10:45 (1h30 min)	Workshop: Problem analysis
12:30	Lunch Break (provided for participants)
13:30 (1h30 min)	Workshop: Needs analysis
15:00	~Tea Break~
15:15 (1h15 min)	Needs analysis continued
16:30 (15 min)	Summary of the workshop finding
16:45	Finish!

**JICA Preparatory Study for Forest Management and Community Support
Field Study to Northern Provinces (30/8/2003-12/9/2003)**

Program of the PCM Workshop

**in Xieng Ngeun Agriculture Forestry Training Center
Luangprabang Province**

9 September 2003

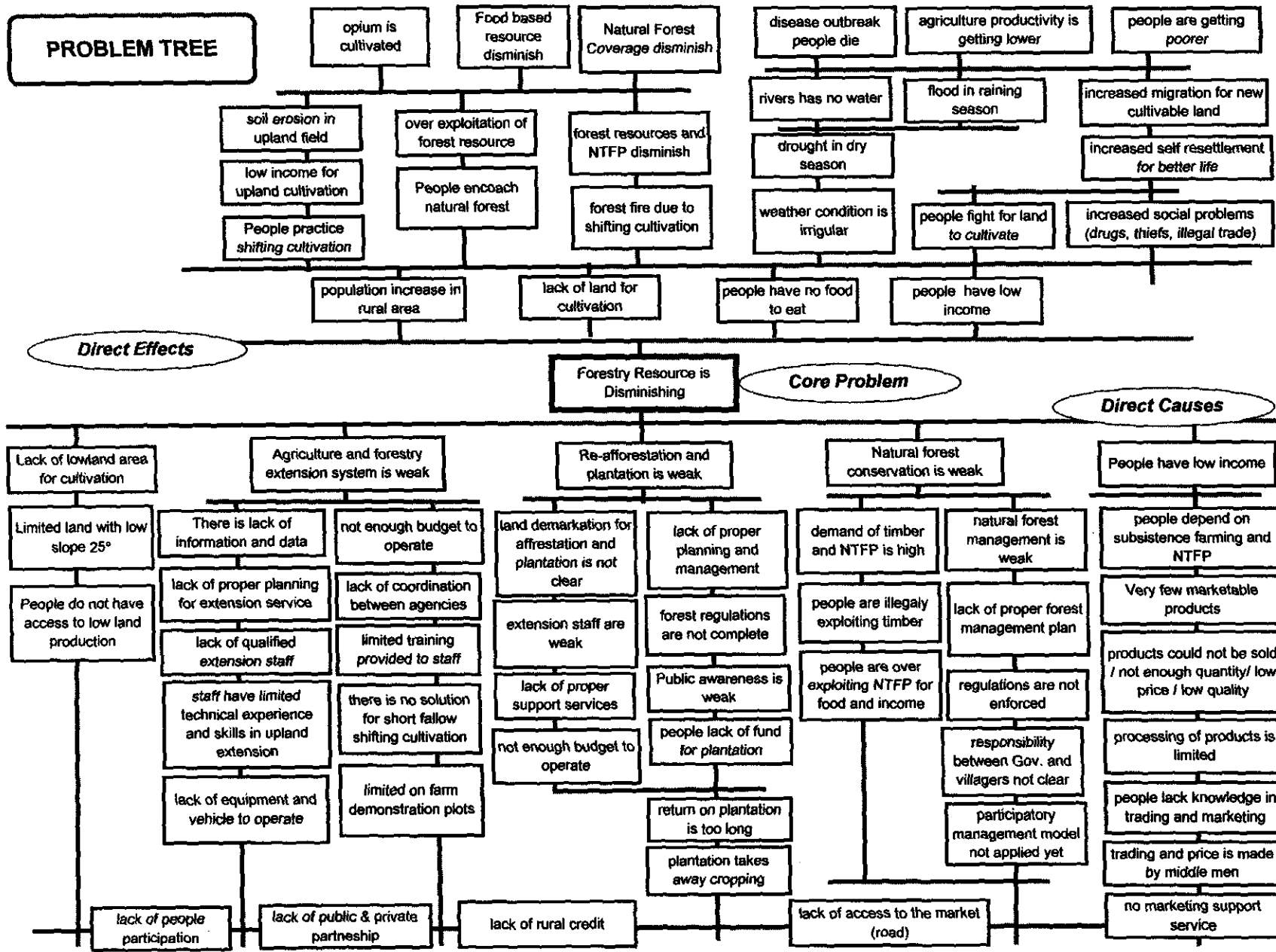
1. Overview and Objective

The objective of this second PCM workshop for provincial and district personnel is to identify the awareness and understanding of the provincial stakeholders' in sustainable forest resource utilization and management, and to adding a more practical view point to the result of the first PCM workshop invited primarily central personnel in MAF. The finding of the PCM workshop will be considered in the elaboration of the draft master plan of the project, in particular activities meeting farmers' practical needs.

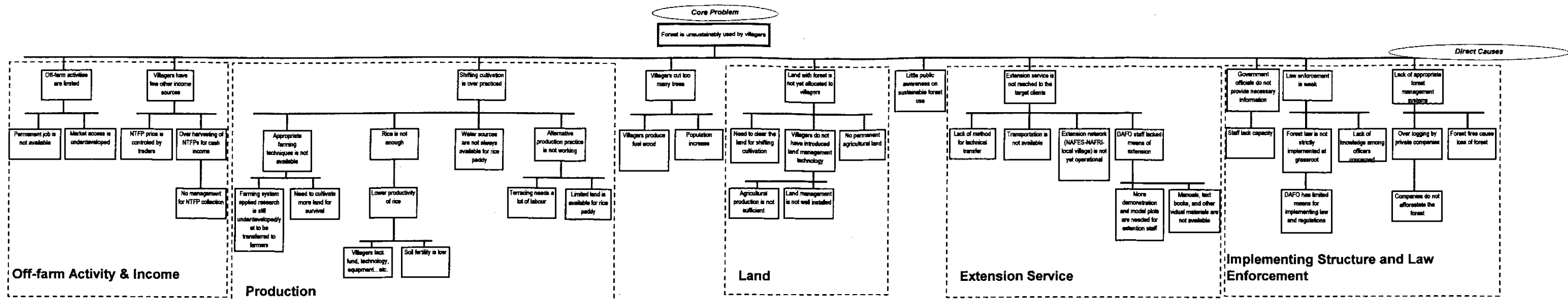
Mr. Oudet Souvannavong from Mixai Techno will moderate the workshop in English and in Lao.

2. Time Table (tentative)

Time	Description	Person in charge
8:00	Registration	Luangprabang PAFSO
8:30	Opening Ceremony Objective of the workshop	By Head of Luangprabang PAFSO and JICA Study Team Leader
9:00	Self introduction of the participants Introduction to PCM workshop	Mr. Oudet/Moderator
9:30	Stake holders analysis	Mr. Oudet/Moderator
10:00	Coffee break	Training Center
10:00	Problem analysis / elaboration of problem tree	Mr. Oudet/Moderator
12:00	Lunch break	Training Center
13:30	Breaking ice games	
14:00	Objective Analysis / define alternative development actions/project	Mr. Oudet/Moderator
15:00	Coffee break	Training Center
15:15	Objective analysis continued / prioritization	Mr. Oudet/Moderator
16:00	Conclusion and summary of the workshop	Mr. Oudet/Moderator
16:30	Closing of the workshop	Representative from MAF



PROBLEM TREE



Annex 8 PCM Central Workshop: Stakeholder Analysis

25/08/2003

Beneficiaries	Negative Affected Groups	Decision Makers	Implementing Agencies	Supporting Groups
<input type="checkbox"/> Villagers <input type="checkbox"/> People <input type="checkbox"/> NAFES <input type="checkbox"/> Decision makers (MAF) <input type="checkbox"/> Government <input type="checkbox"/> DAFO <input type="checkbox"/> Provincial offices (Admin. Office) <input type="checkbox"/> DOF staff <input type="checkbox"/> Foresters (PAFO) <input type="checkbox"/> Owner forestry (Private forestry) <input type="checkbox"/> Owner forestry (private company) <input type="checkbox"/> Timber company (if tree increase) <input type="checkbox"/> Villagers group <input type="checkbox"/> District officers	<input type="checkbox"/> Timber company <input type="checkbox"/> Logging company <input type="checkbox"/> Villagers (livestock) <input type="checkbox"/> Wood processing factories <input type="checkbox"/> Land owners <input type="checkbox"/> Tree planters	<input type="checkbox"/> Rangers (DAFO) <input type="checkbox"/> PAFO <input type="checkbox"/> PASF/staff PAFES <input type="checkbox"/> NAFES <input type="checkbox"/> DAFO <input type="checkbox"/> Government Organizations <input type="checkbox"/> Villagers <input type="checkbox"/> MAF <input type="checkbox"/> DOF	<input type="checkbox"/> PAFES <input type="checkbox"/> NAFES <input type="checkbox"/> DAFO <input type="checkbox"/> Villagers <input type="checkbox"/> Villagers Groups /Organizations <input type="checkbox"/> Villagers Forest Volunteer (some villages)	<input type="checkbox"/> NGOs <input type="checkbox"/> Government <input type="checkbox"/> DOF <input type="checkbox"/> MAF <input type="checkbox"/> Donors <input type="checkbox"/> JICA <input type="checkbox"/> NAFRI

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NAFES

Basin Information	Weakness	Strength	Opportunity	Threats	
<input type="checkbox"/> Transfer of A&F Technologies to Farmers <input type="checkbox"/> 4 Divisions <input type="checkbox"/> 4 Extension Centers <input type="checkbox"/> Integrated Project	<input type="checkbox"/> Lack of qualified staff <input type="checkbox"/> Coordination with PAFES <input type="checkbox"/> Extension network not completed until DAFO <input type="checkbox"/> Limited budget <input type="checkbox"/> Limited support to strengthen capacity mainly at local level <input type="checkbox"/>	<input type="checkbox"/> Network is established up to provincial level <input type="checkbox"/> Role&Responsibility established <input type="checkbox"/> Clear Mandate to support farmers <input type="checkbox"/> Extension Network at provincial level	<input type="checkbox"/> Linkage NAFES and NAFRI <input type="checkbox"/> A number of experienced staff	<input type="checkbox"/> Budget <input type="checkbox"/> Inappropriate extension approach <input type="checkbox"/> Farmers awareness	

DAFO

Basic information	Weakness	Strength	Opportunities	Threats
<ul style="list-style-type: none"> <input type="checkbox"/> Planning, Budgeting <input type="checkbox"/> Provide assistance to farmers <input type="checkbox"/> Transferring Technology to villagers <input type="checkbox"/> High Education (staff) <input type="checkbox"/> Can know and explain Lao Govt. policy <input type="checkbox"/> Demonstration in A.F. technology <input type="checkbox"/> Extension workers 	<ul style="list-style-type: none"> <input type="checkbox"/> Limited knowledge and ability <input type="checkbox"/> Limited extension skills /capacity <input type="checkbox"/> Lacking number of staff <input type="checkbox"/> Lack of technical specialists <input type="checkbox"/> Mixed mandate Control and Extension <input type="checkbox"/> Poor working conditions <input type="checkbox"/> Lack of information <input type="checkbox"/> Inappropriate resource allocation <input type="checkbox"/> Lack of budget and equipment <input type="checkbox"/> Communication <input type="checkbox"/> Lack of transportation <input type="checkbox"/> Lack of agricultural input (material) <input type="checkbox"/> Languages and traditions <input type="checkbox"/> Inadequate implementation of mandate 	<ul style="list-style-type: none"> <input type="checkbox"/> Land, water, forestry <input type="checkbox"/> Land use management <input type="checkbox"/> Provide information notebooks <input type="checkbox"/> Close to villagers/families <input type="checkbox"/> Mandate clearly defined <input type="checkbox"/> Upgrade knowledge & skills of staff <input type="checkbox"/> GDP (Assistant staff DAFO) 	<ul style="list-style-type: none"> <input type="checkbox"/> Learning by doing <input type="checkbox"/> Management of Land allocation <input type="checkbox"/> Linkages staff & farmers <input type="checkbox"/> Increase of Subject Matter Specialist <input type="checkbox"/> To be extentionist 	<ul style="list-style-type: none"> <input type="checkbox"/> Personnel & budget allocation <input type="checkbox"/> Put the right man in the right job - Staffing

06

ラオス森林管理・住民支援プロジェクト

プロジェクト・ドキュメント (案)

2003年12月

国際協力機構 (JICA)

略語表

ADB	Asian Development Bank	アジア開発銀行
AFEC	Agriculture and Forestry Extension Center (former Afforestation Center)	農林業普及センター（前造林センター）
AQIP	Aquaculture Improvement and Extension Project	養殖改善普及計画プロジェクト
C/P	Counterpart	カウンターパート
CSP	Community Support Programme	住民支援活動
DA	Department of Agriculture	農林省農業局
DAFO	District Agriculture and Forestry Office	農林省郡農林事務所
DLF	Department of Livestock and Fisheries	農林省畜水産局
DOF	Department of Forestry	農林省林業局
DOI	Department of Irrigation	農林省灌漑局
EU	European Union	欧州連合
FORCAP	Forest Conservation and Afforestation Project	森林保全・復旧計画プロジェクト
FSG	Farming System Generalist	一般農業システム普及員
GDP	Gross Domestic Products	国内総生産
GOJ	Government of Japan	日本政府
GOL	Government of Lao PDR	ラオス政府
GTZ	German Organization for Technical Cooperation	ドイツ技術協力公社
HH	Household	世帯
JCC	Joint Coordinating Committee	合同調整委員会
LEAP	Lao Extension for Agriculture Project	ラオス農業普及プロジェクト
LECS	Lao Expenditure and Consumption Survey	ラオス消費・支出調査
MAF	Ministry of Agriculture and Forestry	農林省
MOFA	Ministry of Foreign Affairs	外務省
NAFES	National Agriculture and Forestry Extension Service	普及局
NAFRI	National Agriculture and Forestry Research Institute	農林研究所
NGOs	Non-Governmental Organizations	NGOs
NPEP	National Poverty Eradication Paper	国家貧困撲滅ペーパー
NTFP	Non-timber Forest Products	非木材林産物
ODA	Official Development Assistance	政府開発援助
OJT	On the Job Training	OJT
PAFES	Provincial Agriculture and Forestry Extension Service	県農林事務所普及課
PAFO	Provincial Agriculture and Forestry Office	県農林事務所
PCM	Project Cycle Management	プロジェクトサイクルマネジメント
PDM	Project Design Matrix	プロジェクトデザインマトリックス
R/D	Records of Discussion	討議議事録
SIDA	Swedish International Development Agency	スウェーデン開発協力
SMS	Subject Matter Specialist	技術的テーマ専門普及員
VARDP	Vientiane Province Agriculture and Rural Development Project	ビエンチャン県農業開発プロジェクト
WB	The World Bank	世界銀行

第一章 プロジェクト実施の背景

1-1 当該国の社会情勢等

ラオスは全人口の8割が農林業を含む第一次産業に従事し、また農林業はGDP全体の5割を占める重要な産業である。特に林業は国家経済上、地方住民の生計上、極めて重要な位置をしめている。森林法による森林の定義によれば、森林とはラオスの主要輸出品目である木材を提供するものとされている。その一方で森林は農村部の人々にとって、重要な食料源であり、現金収入源でもある。更にラオスでは国家貧困削減計画（National Poverty Eradication Plan: NPEP）を策定しており、その中で森林や農業生産振興分野は貧困削減との関連で注目されていることから、貧困層向けの取り組みという面でも期待されている。

1-1-1 土地に関する制度の概要

(1) 土地の所有

ラオス国憲法は、土地はラオス国民総体の財産で、国が個人等の利用、譲渡及び相続を法に基づき保証するとしている（第15条）。具体的には土地法において個人等による所有（公式には長期利用権の取得）、譲渡、相続を定めている。農地は他の住宅地と同様に、個人所有、譲渡、及び相続が認められている。また、県土地部局において登記及び土地証書の発行を行っている。農地を含む土地の他用途への転用は郡当局の許可が必要とされている。新規の農地については個人等が3年間の仮証書の発行を郡から受け、この期間耕作が行われた場合には登記及び土地証書の発行を申請することが出来るとされている。

(2) 土地税

農地を含むすべての土地の所有者（正確には利用権所有者）は土地税を支払う義務がある。税率は地域（都市等）及び土地の種類毎に定められている。なお、米耕作地（焼畑を含む）については税率が初の重量で定められており、山岳地域における税率は、水田 18kg/ha、固定焼畑 14kg/ha、移動焼畑 15kg/ha となっている。

1-1-2 森林及び森林資源管理・利用に関する制度の概要

(1) 森林に関する基本制度

森林に関する基本制度は96年に制定された森林法（以下「法」）に定められているが、林地及び天然の森林はラオス国民総体の財産で国が代表してその管理を行い、また、個人、団体、組織等へ利用のための配分を行うとされている（法第5条）。植林された木は植林者に帰属する（同上）。

森林法では、森林を次の5種類に区分し、定義及び管理の概要を示している。それは、保護林（水源等の保護）、保全林（生物多様性の保全）、生産林（木材の生産）、再生林（天然力による森林への回

復)及び荒廃林(個人等への植林、放牧、農業用のための配分)である。しかしながら、区分の基準は明確にされていない。また、各森林区分毎の指定・管理等に関する規則(農林省令)は、保全林及び生産林に関しては作成されており、両森林区分の指定・管理が進められている。しかし、農地・道路等他の土地区分も含む区域として指定されており、指定地域内での土地利用調整が更に必要となっている。

(2) 村落林の位置付け

農民等による慣習的利用については、村落内森林において、自家用の木材の伐採、自家用の特用林産物の採取が認められているが、具体的な規則は村落毎に定めることとされている(森林法第28, 30及び63条)。森林法においては、村落林という用語は使われているが、村落林そのものの定義や権利関係は定められていない。村落林は土地・森林分配事業の中で村落と郡及び隣接村との合意として村落界と併せてその範囲や区分が定められているが、生産林など森林法に基づき指定される区域内に存する場合の指定目的と、村による利用との調整関係が明確でない、国(県、郡を含む)と企業等間の借地契約が土地法に基づき行われる場合、借地対象地に村落の土地・森林が含まれていても法的対抗手段がないばかりか、補償等の規定も無いなどの問題がある。

(3) 村落林・特用林産物の利用・管理

村落の利用・管理については農林省令(2001年535号)に定められているが、現実には、土地・森林分配事業を通じて村落林の範囲、その区分(森林法5区分)、区分毎の利用規則が郡と村落との合意として定められている。しかし、現実の区分毎の配分は利用を規制する区分(保護林、保全林等)が殆どを占め、村民の利用に供する生産林は極僅かと言われている。

農林省令では、生産林においては自家用の木材採取は可能であるが、商業用の伐採は禁止されている。また、特用林産物については管理計画の策定及びその郡による承認を前提として、販売用の採取を認めている。しかしながら、特用林産物も国の資源という観点から木材と同様に中央から各県へ販売可能量の指示が出され、県・郡において販売を行っている。県・郡を通じて販売された特用林産物は指定された村落において採取されているが、村落自身による利用・販売もあり、特用林産物の資源管理は殆ど行われていないのが現状であり、特用林産物資源の枯渇は多くの農民が指摘している。

更に、特用林産物の販売は多くの中間業者が介在していること、殆どは加工されることなく原料のまま輸出されていることなどから村落での販売価格は極めて低いものとなっている。土地・森林分配事業を通じて村落林として分配された約670万haの土地の状況は不明であるが、以上のような状況から他の森林と同様に森林の減少また資源の減少・劣化が進んでいるものと考えられる。

1-2 土地・森林資源、生産高、生計の悪化

後述するように北部での主な農業生産形態は焼畑移動耕作であるが、北部ではこの休閑地が主体と考えられる土地が92年以降急増し、2002年には全体面積の60%に達している。また、北部では焼畑面積も全国レベルでは減少しているのに対して増加傾向にあり、これが全国平均を上回る森林面積急減の主要因と考えられている。

北部における土地・森林等天然資源の粗放な利用に依存した生産様式は、生産量・付加価値が低く生計は概して貧困状態にある。人口の増加及び天然資源の減少・劣化はともに著しく、資源の持続的な利用や保全に配慮したより生産性・付加価値の高い生産様式への転換が早急に行われなければ、生計の向上が図られないばかりか、収奪的な利用による資源の一層の劣化と生計の悪化という悪循環に陥る恐れも考えられる。

1-2-1 土地利用・森林面積の概要及び推移

衛星写真に基づくラオスにおける土地利用・森林面積の概要及び推移は次の表—1に示すとおりである。

表—1: 土地利用及び森林面積の推移

土地利用	全国				北部(割合)		
	1992年		2002年		1992年	2002年	
	面積	割合	面積	割合			
現状森林	11,168	47.1	9,825	41.5	36.3	27.9	
潜在森林	小計	8,949	37.8	11,152	47.1	56.2	66.6
	竹林	1,532	6.5	539	2.3	6.9	2
	休閑地等	6,791	28.7	10,096	42.6	45.5	60.4
	焼畑	626	2.6	517	2.2	3.7	4.1
その他樹木地	1,444	6.1	287	1.2	2.7	0.9	
農耕地	850	3.6	1,200	5.1	0.6	1.5	
その他	1,269	5.4	1,217	5.1	4.3	3.1	
合計	23,680	100	23,680	100	100	100	

資料：“Forest Cover and Land Use in Lao PDR”、農林省/Sida、1992年及び2002年

注：1)「現状森林」とは樹冠密度20%以上の森林に覆われた土地をいい、樹冠密度とは樹冠を地上に投影した面積が占める割合である。

2)「潜在森林」とは「現状森林」から樹冠密度が20%未満になった土地で、休閑地等とは焼畑耕作が放棄された休閑地及び伐採跡地である。焼畑耕作地もこの分類に含まれる。

3)「その他樹木地」とは森林の樹冠密度が20%以上になる可能性の無い乾燥地等の土地

4)「農耕地」は恒常的に農業生産(放牧草地を含む)が行われている土地

5)「その他」は上記以外の全ての土地

6)北部：ボンサリ、ルアンナムタ、ボケオ、ウドムサイ、ルアンブラバン、ファパン及びサヤブリの7県

土地の大部分は現状森林及び休閑地等を主体とする潜在森林であり、特に山岳地形が優勢な北部では土地の95%がこれらの植生で占められ、農耕地の割合はわずか1.5%と全国平均に比較しても極めて低い。また、現状森林面積は減少が著しく、全国レベルでも潜在森林がこれを上回り、北部では現状森林は土地全体の3割以下となっている。

1-2-2 森林の質の動向

森林の質を示すパラメーターとして上記調査における現状森林の樹冠密度と単位森林規模（個々の森林の大きさ）の推移を次に示す。

表-2：樹冠密度及び単位森林規模の推移

	樹冠密度		単位森林規模	
	70%未満	70%以上	1000ha 未満	1000ha 以上
1992年	71%	29%	12%	88%
2002年	92%	8%	46%	54%

資料：表-1に同じ。

樹冠密度70%以上の優良な森林は2002年には8%にまで減少し、また、まとまった面積(1000ha)を有する森林の割合も92年の88%から2002年には54%にまで急減しており、伐採の進行、焼畑、他用途への転換等により森林の劣化、細分化が進んでいる。

1-3 ラオス北部における農家生産・生計

農業センサス(98/99)によれば、全国世帯数の約84%にあたる66万8千戸が農家とされ、これらの殆どが米生産を行っているが、水田と焼畑による米生産状況を示したものが表-3である。焼畑を行っている農家数（水田作付けも行っている農家を含む）は、全国稲作作付農家数の42%となっているが、北部(7県)ではこの割合が75%にも達する。また、全国の焼畑農家のうち67%が北部地域に存している。同様に、北部では陸稲の作付面積が高い割合を占めている。以上のように、北部地域では移動耕作（焼畑）が主要な農業生産形態である。焼畑においては米と併せて主に家畜飼料用にトウモロコシ、キャッサバ、自家消費・販売用にサツマイモ、ゴマ、トウガラシ等も生産されている。

表-3 農家数及び稲作付面積（1998/99年）（農家数：千戸、面積：千ha）

	総農家数	稲作付農家数				稲作付面積			
		計	水田のみ	焼畑のみ	水田及び焼畑	計	雨期水田	焼畑	乾期水田(灌漑)
北部	238	228 (100)	54 (24)	124 (54)	49 (21)	212 (100)	71 (33)	135 (64)	7 (3)
全国	668	614 (100)	354 (58)	186 (30)	74 (12)	735 (100)	481 (65)	199 (27)	56 (8)

注：各欄下段の()内は稲作付農家数及び面積の計に対する割合(%)である。

米は主な農業生産物ではあるが、販売用に回る余裕はなく主な現金収入は家畜(牛、水牛、豚及び家禽類)と特用林産物の販売によるものである。全国家計調査(97/98年)によれば農業関係収入のうち家畜の販売によるものが30%、商品作物22%、野菜・果物13%、魚及び特用林産物が各11%となっている。これらは野菜生産等の多様化が進み比較的豊かなメコン川沿いの平地農業地帯を含む全国平均であり、山岳地帯である北部では家畜、特用林産物の割合がかなり高いと推定される。村落周辺の森林(二次林を含む)から採取される林産物は、薪炭材、家作材等の木材、タケノコ、ラタンの芽、木の葉・ハーブ、野生動物等の食糧、薬草等多種多様であり、これらは自家用に消費されるとともに貴重な現金収入源となっている。家畜、特に大家畜(牛、水牛)は多くの山岳地域農民にとって最も重要な現金収入源であるが、その飼育は二次林及び草地での放牧が主体である。

以上のように北部における生産・生計は二次林を含む森林に大きく依存しており、上記土地利用調査では現状森林または潜在森林と区分されている土地も、焼畑に備えての休閑地、特用林産物の採取、更には家畜の放牧の場として住民の生計維持に不可欠な資源として利用されている。

1-3-1 北部における生産・生計の動向

(1) 生産の動向

以上のように北部においては伝統的な生産・生計の基盤となっている森林の減少・劣化が著しく定着農業や付加価値の高い生産への転換が急務であり、政府も焼畑耕作から水田や商品作物耕作へ転換を図るための土地・森林分配(2-4-1参照)を進めてきているが、表-3及び表-4が近年の農業生産の動向を示したものである。

表-4 米の生産動向 (北部7県)

		1998	1999	2000	2001	2002
収穫面積 (1000ha)	水田(天水)	68.2	73.0	75.3	79.7	80.8
	水田(灌漑)	5.1	7.9	6.6	5.6	6.0
	焼畑	102.0	113.4	108.4	116.8	103.4
	計	175.4	194.3	190.2	202.1	190.3
生産量 (1000 t)	水田(天水)	239.1	241.3	243.8	265.9	292.6
	水田(灌漑)	18.5	26.7	23.1	20.2	22.7
	焼畑	165.8	183.9	184.9	207.7	184.3
	計	423.3	451.9	451.8	493.8	499.6
人口 (1000人)		1,620.6	1,661.0	1,702.7	1,754.4	1,802.9
人口一人当た	北部	261	272	265	281	277

り生産量(kg)	全国	337	413	422	434	437
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資料：農林省年次統計他

まず米であるが、土地の制約から水田の拡大ペースは鈍く、単位面積当たり収量の増加により総生産量は増大しているが、人口増加(98 - 02年 2.7%/年)も進んでおり、一人当たりの米不足状況にさしたる改善状況は見られないばかりか、全国平均との乖離が大きくなっている。

次に、不足する米等を購入するために必要な商品作物(家畜を含む)の生産動向は(表一5)、野菜類の生産に増大が見られる以外は、横ばい状態であり、一人当たりによれば減少傾向ともいえる状況である。近年、ハトムギ、ポーサー(楮の一種で樹皮から紙を生産)等の栽培が行われているが、これらは統計に含まれていないことから断定は困難であるが、焼畑からの転換が順調に進んでいる状況にはないと考えられる。

表一5：主要商品作物等の生産動向(北部7県) (単位：作物；1000ha、家畜：1,000頭)

作物等	1998年	1999年	2000年	2001年	2002年
トウモロコシ	25.2	24.2	23.9	23.1	25.4
イモ類	8.1	6.3	5.0	5.2	5.9
野菜類	8.5	14.7	25.8	25.1	17.5
ピーナッツ	6.9	6.0	5.4	5.9	5.9
サトウキビ	3.2	2.7	3.7	2.1	2.8
家畜(牛・水牛)	543	511	545	520	543

資料：農林省年次統計

(2) 生計の動向

生計の動向を示すデータとしては家計調査(92/93及び97/98)があり、それを用いて貧困率(一人当たり食料及び非食料必需品の消費量が貧困ラインを下回る人口の割合)が計算されているが、その結果は次の表のとおりである。

表一6：貧困率の推移 (単位：%)

地域/県	1992-93	1997-98	減少率
ビエンチャン特別市	24.4	12.2	12.2
北部	58.4	52.5	5.9
中部	39.5	34.9	4.6
南部	45.9	38.4	7.5
全国	45.0	38.6	6.4

注：最新の家計調査(02/03)の結果は2003年末公表の予定。

北部はラオスでも最も貧しい地域であり人口の半分以上が貧困ライン以下にある。また、貧困減少のペースも全国平均を下回っており、乖離が大きくなっている。

1-4 森林セクター・農業セクター・貧困削減の政策・戦略及び組織制度

1-4-1 貧困削減の政策・戦略

(1) 国家貧困削減計画(案)の概要
ラオス政府は国家貧困削減計画(NPEP)をとりまとめ、2003年9月に開催された第8回ドナー円卓会議に提出した。NPEPは2020年までに最貧開発途上国でなくなること及び貧困を解消することという国家開発目標を実現するための計画と位置付けられ、成長と開発に関する包括的な枠組みを提供するとともに、最貧困郡(47郡)における貧困状況の改善に重点を置いている。全国平均の貧困率は97年の39%から02年の30%(推計値)に大きく減少しているが、郡の間における乖離が拡大していることから、最貧困郡に焦点を絞ることとなったものである。

農林業分野は教育、医療など共に貧困削減に重要な四分野の一つとされ、貧困削減の観点から、農林業開発における最重要政策目的は、各世帯の食糧保証の改善、あるいはより一般的に、生活水準の改善である。本目標達成のために、NPEPでは3つの戦略的な方向性を提示している。

- 1) 農業をベースにした市場の拡大
- 2) 平地と丘陵地農業の差異の緩和
- 3) 持続可能な森林や流域管理の拡大。農業ビジョン、農業マスタープラン、森林戦略2020の本質がNPEPにおける農林業部門の中心をなす。

最貧困郡対策としては、郡職員や農民自身による貧困削減への取り組みの重要性及びそのための能力強化の必要性を強調している。また、各家庭、村落の収入向上活動を支援するために、他の公共投資計画を通じたプロジェクトへの支援に加え、ラオス政府は最貧困郡に対し、400億キップの予算配分を行った。この特別な開発基金は村落、郡の基金向けで、管理及び運営の詳細は準備中である。

1-4-2 普及制度の政策・戦略

(1) 普及体制の構築

ラオスにおける農林漁業普及は、計画経済体制の中で生産目標を達成するためのトップダウン型の農民へのアプローチが近年まで続き、農民の立場で農民の技術向上を目指す普及の考え方やそのための研究推進が農林省内で明確な政策となったのは1999年の農業戦略ビジョンにおいてである。その後、2000年に各局に分散していた研究組織を統一した農林総合研究所、2001年に各局の普及に関する部局を統一した農林普及局が設立されている。また、県レベルにおいてもすべての県農林局の中に普及部局が他の技術部局と並んで設立されている。しかしながら、現実に農民に接する郡レベルでは「郡レベルで行うことはすべてが普及」という考え方から郡農林事務所の組織は技術部門別の縦割りとなっている。

(2) 普及の実施

農業戦略ビジョンでは県レベルを分野別専門普及員、郡レベルを一般普及員として位置付け農民の技術的要請に応えることとされている。しかしながら、普及の考え方、普及手法等が普及員に伝達されていないばかりでなく、中央においても明確な方針・文書が未だ示されていない。現時点では、協力プロジェクトの支援を受けている場合を除き、普及活動が行われているとは言えない状況である。

(3) 農林省普及局

農林省には農林普及局が設置されており、総務、計画・協力及び技術3部が横断的な組織として置かれ、技術分野毎に普及センターが設置されている。最新のセンターである農林業トレーニングセンター（旧造林センター）はビエンチャン県に位置している。技術部は、1) 農林業普及に関する効果的なアプローチ、手法等の定義化、2) 農民用技術普及マニュアルの作成及び、3) 普及成果の評価等を行うこととされている。

森林関係では植林推進と焼畑安定化(土地・森林分配を担当)の二つのセンターがあるが、これらの農林普及局設置以前は林野局に所属していたものである。村落林の管理・経営に関する部局はおかれていない。特用林産物に関する組織は、農林総合研究所の林業研究センター内におかれている。

農林普及局の業務は農林省規則(2001年685号)に定められているが、主な業務は次のとおりである。

- 1) 党及び政府によって設定された目的及び目標を達成するために、農林業に関する戦略・計画に沿って農林業に関する普及及び啓蒙を行うこと。
- 2) 農林業生産の向上のために農林業普及に関する規則、手法及び政策を検討・制定すること。
- 3) 農林業研究の科学・技術成果を農民に普及・移転するとともに、農民による適用の成果、意見等を研究にフィードバックすること。
- 4) 新たな技術の適用に関する知識及び能力の向上のため県・郡普及職員、村落普及担当員及び農民に対する訓練を実施すること。

農林普及局が設置されてから2年程度しか経っていないことから、現在は上記の業務をどのように実施していくかが検討されている段階である。郡レベルでは、事務所の活動(普及活動)と農家の活動がすべて関係しているため、郡農林業事務所が依然、灌漑、収穫、家畜、林業等の分署ラインを残している。

従って、各技術普及センターの業務も設定された生産目標等についての県・郡への指導などが主体となっている。森林関係の二つのセンターの業務も以前と同様に大きな政策目標である植林の推

進と焼畑の安定化について各県への目標数値の割り当て、実施の指導等を行っている。

(4) 県農林普及課

県レベルでは農林局の中に他の技術部局と並んで農林普及課が設置されており、県農林普及部局の業務等は農林省規則(2002年第172号)に定められているが、主な業務は農林普及局と同様である。中央レベルと同様に、現時点では割り当てられた生産目標について達成手法の検討、郡の指導等が主体となっている。

(5) 郡農林事務所

郡レベルでは郡農林事務所が農民に直接技術指導等を行うこととされているが、特に普及部局は置かれていない。現時点では、郡農林事務所は技術部門別の生産目標(焼畑削減を含む)に関する村落の指導、各種統計の収集整理等が主な業務となっている。

1-4-3 森林セクターの計画・戦略

(1) 2020年森林戦略(案)の概要

2020年森林戦略は、第7回ラウンドテーブルミーティングの経過として、2000年9月以来策定作業が行われ、農林省第2次ドラフトが見直された後、2004年1月に政府により承認される見通しである。2020年森林戦略は、1991年の全国森林会議以降展開されてきた森林関連政策を新たな土地利用調査等の結果を基に見直し、今後の森林セクター開発の目的、基本政策及び重点事項、そして行動提案を示すものである。以下に、これらのうち上記の課題に関連する部分を示す。

(2) 森林セクター開発の目的

森林セクター開発と持続可能な森林管理は、まず、最貧開発途上国でなくなること、次に貧困を解消することという総合国家開発の目的を支援する上で重要な要素である。森林政策・管理の改善により、支援を受ける目的は貧困緩和である。貧困緩和に寄与するよう、達成されるべき同セクターの主な目的は、

- 1) 安定した水供給と自然災害防止を含む、地方における生計維持システムの重要な要素として健全かつ広範な森林を維持すること。
- 2) 家庭内での消費に加え、国内及び輸出向けに持続的な森林産物の供給を行い、直接、間接的な雇用の増大と共に、金銭的な収入及び外貨獲得の増大に寄与すること。
- 3) 様々な要因により危機に瀕している種及び生息環境の保全を図ること。

(3) 基本政策及び重点事項

こうした目標を達成するための基本政策及び重点事項として、以下が掲げられている。

1) 基本政策

- ・貧困削減のため村落による天然資源経営を強化すること。
- ・非持続的な特用林産物の採取及び輸出を規制し、住民による資源経営及び加工を推進すること。
- ・国家土地利用政策の策定並びにマクロ及び現場レベルでの土地利用計画の導入を図ること。

2) 重点事項

- ・森林管理に関する様々な関係者の責任の明確な定義と健全かつ透明な意思決定に留意しつつ森林管理・利用に関する法体系の整備・改善を行うこと。
- ・一層の市場メカニズムに基づきセクター効率性及び国際競争力の強化を図ること。
- ・地方分権及びボトムアップに基づく計画・実施への移行を完了するとともに、特に地方における能力向上を図ること。
- ・革新的な手法により森林に関する収益の最大化及び分配を図ること。

(4) 行動提案

村落林の管理・利用に関する主な行動提案は次の通りである。

- 1) 森林法において村落林の定義及び位置付けを明確にすること。
- 2) 特用林産物の収穫計画を村落土地利用計画の過程で村落によって策定される森林経営計画と関連付けること。
- 3) 土地・森林分配事業を村落の社会経済条件に応じて柔軟に実施し得るよう、事業の村民生活への影響という観点から見直すこと。
- 4) 土地・森林分配に替わる村民による土地利用計画制度の設立を村落土地・森林の法的位置付けに基づき検討すること。
- 5) 村民による持続的かつ公平な共同資源の利用、村落水源地の維持・復旧、現金収入増大等に焦点をおいた村落土地・森林経営計画の樹立を支援すること。
- 6) 郡農林事務所、モデル農家等を通じた、村民の要請に応じ、かつ世帯を単位とする普及及び情報提供システムを確立すること。
- 7) 村民グループによる特用林産物の経営、栽培、販売及び加工を支援すること。
- 8) 商品作物生産、特用林産物栽培・加工、畜産等への村民の投資を支援する小規模金融制度を確立すること。

1-4-4 農業セクターの政策・戦略