

ラオス人民民主共和国
森林セクター能力強化プロジェクト
終了時評価報告書

平成26年6月
(2014年)

独立行政法人国際協力機構
地球環境部

環境
J R
14-154

ラオス人民民主共和国
森林セクター能力強化プロジェクト
終了時評価報告書

平成26年6月
(2014年)

独立行政法人国際協力機構
地球環境部

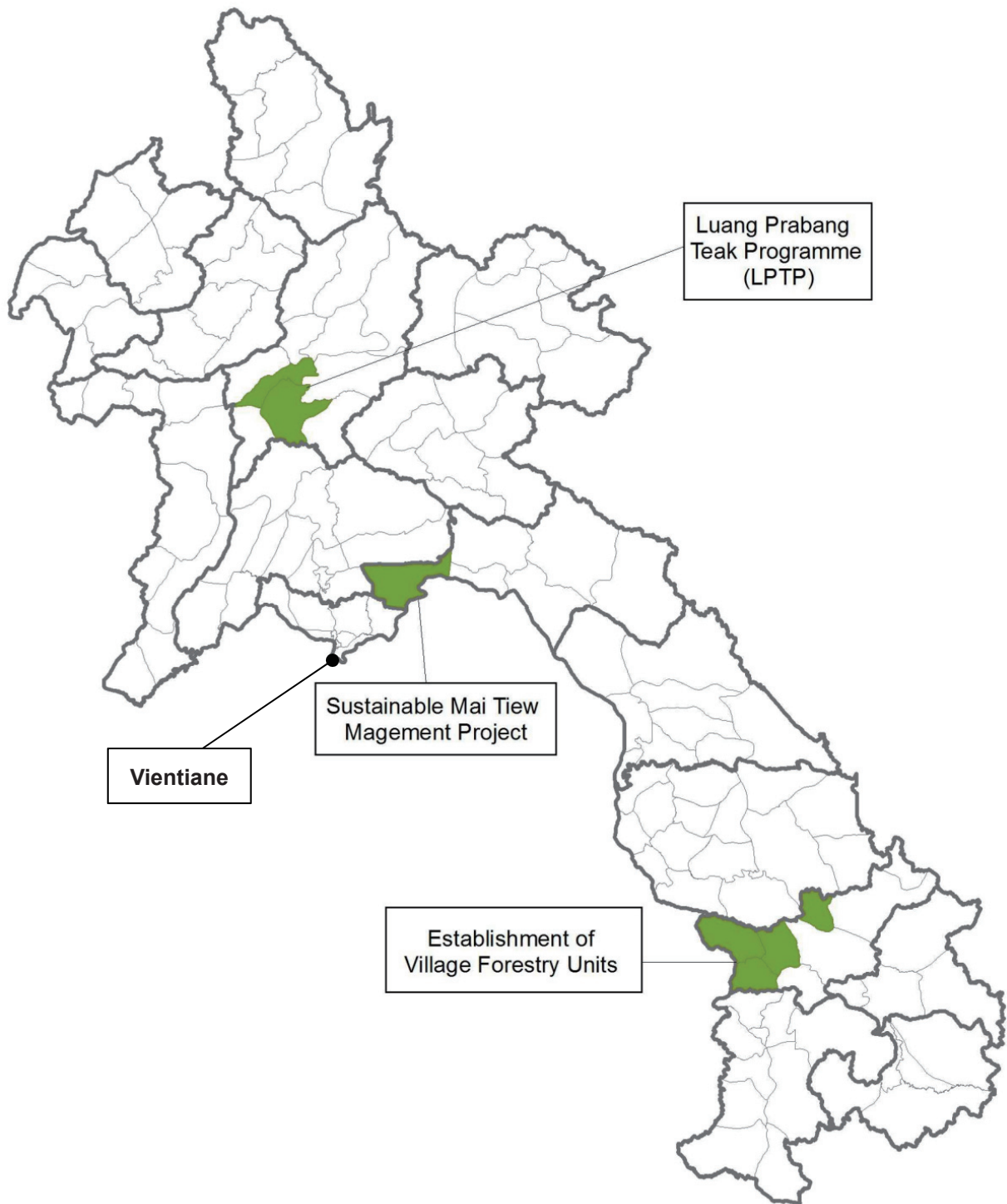
目 次

第1章 評価の概要.....	1
1-1 調査の背景.....	1
1-2 調査の目的.....	2
1-3 調査団の構成.....	2
1-4 プロジェクトの概要.....	2
1-5 調査日程.....	3
1-6 評価方法.....	3
第2章 プロジェクトの進捗.....	4
2-1 投入の実績.....	4
2-2 活動の実績.....	5
2-3 成果の実績.....	5
2-3-1 成果1の実績.....	5
2-3-2 成果2の実績.....	8
2-4 プロジェクト目標の実績（事業終了時まで達成予定）.....	10
2-5 上位目標の実績見込み（事業終了から3年から5年以内に達成予定）.....	11
2-6 ターゲットグループと対象地.....	12
2-7 実施プロセスと枠組み.....	12
2-7-1 プロジェクト関係者と利害関係者間の意思疎通と調整.....	12
2-7-2 資料作成と報告.....	12
2-7-3 広報.....	13
2-7-4 他事業との連携.....	13
2-7-5 環境社会配慮.....	13
2-8 効果発現に貢献した要因.....	13
2-9 問題点及び問題を惹起した要因.....	13
第3章 評価結果.....	14
3-1 妥当性 高い.....	14
3-2 有効性 やや高い.....	14
3-3 効率性 やや高い.....	14
3-4 インパクト 顕著な負のインパクトは認められず、正のインパクトはやや高い.....	15
3-5 持続性 やや高い.....	15
第4章 結論.....	16
第5章 提言.....	17
第6章 教訓.....	19

添付資料リスト

- 添付資料 01 協議議事録 (Minutes of Meetings)
- Attached Document: Main Points Discussed
- Revised PDM (Version 04)
- 添付資料 02 Joint Terminal Evaluation Report (合同終了時評価報告書 - 英文)
Annex 01 Schedule of Joint Terminal Evaluation Mission
Annex 02 Project Design Matrix (Version 03)
Annex 03 Evaluation Grid
Annex 04 List of People Interviewed during Joint Terminal Evaluation
Annex 05 Assignment of Japanese Experts
Annex 06 List of Equipment and Machinery procured by the Project
Annex 07 Allocation of Local Activity Cost by JICA
Annex 08 Key Deliverables of Project
Annex 09 List of Participants for Training in Japan
Annex 10 List of Counterpart Personnel
- 添付資料 03 収集資料リスト
- 添付資料 04 団員所感

プロジェクトの位置図
(パイロット・プロジェクトの位置)



写 真



聞き取り調査の様（天然資源環境
省森林資源管理局）



C/P 機関（農林省林野局）との協議



合同終了時評価報告書の署名

略 語 表

略語	英語	日本語
ACIAR	Australian Center for International Agricultural Research	オーストラリア国際農業研究センター
APO	Annual Plan of Operation	年間活動計画
AWP	Annual Work Plan	年間活動計画
C/P	Counterpart	カウンターパート
CliPAD	Climate Protection through Avoided Deforestation	森林減少の回避による気候変動防止プロジェクト
COP	Conference of the Parties	締約国会議
DAFO	District Agriculture and Forestry Office	郡農林事務所
DFRM	Department Forest Resource Management	森林資源管理局（天然資源環境省）
DOF	Department of Forestry	(農林省) 林野局
DOFI	Department of Forestry Inspection	林野監査局
FCPF	Forest Carbon Partnership Facility	森林炭素パートナーシップ基金
FIP	Forest Investment Program	森林投資プログラム
FS2020	Forestry Strategy to the Year 2020 of Lao PDR	森林戦略 2020
FSCAP	Forestry Sector Capacity Development Project	森林セクター能力強化プロジェクト
FSIP	Forest Strategy 2020 Implementation Promotion Project	森林戦略実施促進プロジェクト
FSSWG	Forest Sub-Sector Working Group	森林セクター・サブワーキンググループ
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit	ドイツ国際協力公社
IAGR	Informal Advisory Group on REDD	REDD に関する非公式な提言グループ
JCC	Joint Coordination Committee	合同調整委員会
JICA	Japan International Cooperation Agency	国際協力機構

LPTP	Luang Prabang Teak Program	Luang Prabang チーク事業
MAF	Ministry of Agriculture and Forestry	農業林業省（農林省）
MM	Man-Month	作業工数（人月）
MONRE	Ministry of Natural Resources and Environment	天然資源環境省
MoV	Means of Verification	データ入手手段
NFIS	Capacity Development Project for Establishing National Forest Information System for Sustainable Forest Management and REDD+	持続可能な森林経営及び REDD+ のための国家森林情報システム構築に係る能力向上プロジェクト
NRESWG	Natural Resources and Environment Sector Working Group	天然資源環境セクター作業部会
NRO	National REDD Office	国家 REDD 事務所
NRTF	National REDD Taskforce	国家 REDD タスクフォース
PAFO	Provincial Agriculture and Forestry Office	県農林局
PAREDD	Participatory Land and Forest Management Project for Reducing Deforestation in Lao PDR	森林減少抑制のための参加型土地・森林管理プロジェクト
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
PO	Plan of Operations	活動計画
PONRE	Provincial Office for Natural Resource and Environment	県天然資源環境事務所
R/D	Record of Discussions	討議議事録
REDD	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries	開発途上国における森林減少・劣化に由来する排出の削減
REDD+	Reducing Emissions from Deforestation and Forest Degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries	開発途上国における森林減少・劣化等に由来する排出の削減等（開発途上国における森林減少・劣化に由来する排出の削減並びに森林保全、持続可能な森林経営及び森林炭素蓄積の増加の役割）
R-PP	Readiness Preparation Proposal	REDD+準備段階用準備提案書
SFM	Sustainable Forest Management	持続可能な森林管理

Sida	Swedish International Development Cooperation Agency	スウェーデン国際開発協力庁
SOP	Standardized Operational Procedures	標準作業手順書
SUFORD	Sustainable Forestry and Rural Development Project	持続可能な森林管理・地域開発プロジェクト
TOR	Terms of Reference	業務指示書
VFU	Village Forestry Unit	森林管理に係る村落組織

評価結果要約表

1. 案件の概要		
国名：ラオス人民民主共和国	案件名：森林セクター能力強化プロジェクト(FSCAP)	
分野：森林・自然環境保全	援助形態：技術協力プロジェクト	
所轄部署：地球環境部 森林・自然環境保全第1課	協力金額（評価時点）：335百万円（終了時評価時点での予定）	
協力期間	(R/D)：2010年10月 ～2014年9月(4年間)	先方関係機関：ラオス国農林省林野局（DOF）
	(延長)：	日本側協力機関：農林水産省林野庁
	(フォローアップ)：	他の関連協力：なし
1-1 協力の背景		
<p>ラオス人民民主共和国（以下、「ラオス」と記す）の森林被覆率は1940年代には70%以上であったが、2002年には41.5%まで低下した。このため、2005年8月、ラオス政府は森林の保全回復及び貧困削減への森林セクターの貢献を目標とし、146項目の具体的な行動提案からなる森林戦略2020（FS2020）を採択した。この戦略では、2020年までに森林被覆率を70%まで回復し、持続可能な木材生産や消費の創出等を計画している。</p> <p>国際社会では地球温暖化対策として開発途上国における森林減少・劣化に由来する排出の削減等（REDD+）が議論されているが、ラオス政府はこれを森林セクター管理能力の強化と歳入改善、及び地域住民の生計向上に資する有望な手段ととらえて取り組みを加速させている。</p> <p>国際協力機構（JICA）はラオスの森林保全分野の協力において、REDD+の制度構築を目指した政策支援、REDD+の地域レベルでの実証活動、REDD+の実施を見据えた国家森林資源モニタリングのための無償資金協力（施設建設、機材供与、技術支援）及び技術協力を実施している。ポスト京都議定書の枠組みの中で国際的にREDD+が議論されており、ラオスにおいてREDD+に係る活動を実施することは、日本の気候変動対策にも資するものであり、JICAによる協力の実施意義は大きい。</p> <p>ラオスでは世界銀行、フィンランド、ドイツなどが森林セクターの支援活動を実施しているなか、ドナー調整の枠組みである森林サブセクター作業部会（FSSWG）の共同議長を日本（JICA）が務めるなど、日本は同国の森林保全やREDD+の活動の中心的なドナーであり、今後も日本を中心とした活動支援がラオス政府から期待されている。2006年4月から2010年9月までJICAが実施した「森林戦略実施促進プロジェクト（FSIP）」ではFS2020の効果的な実施とモニタリングを支援し、森林法の改正、村落土地・森林利用権利関係法令集の整備・普及、土地・森林利用計画及び分配に関するマニュアルの開発等が行われ、ラオス政府から高い評価を受けた。しかし、それらの運用規則や技術指針の策定、現場レベルでの実務遂行体制の構築はまだ不十分であり、農林省林野局（DOF）の更なる能力向上が必要な状況である。</p> <p>また、主に水力発電、鉱山開発や植林地開発等への外国直接投資によってラオス経済が急速な伸びを示すなか、その影響で土地・森林の利用形態が大きく変化しており、現状に即した森林の保全と持続的利用のための対策が急務となっている。</p> <p>このような背景のもと、ラオス政府はFSIPの終了後、FSIPで行ったFS2020の実施とモニタリングに加えて、新たな課題に対応するための能力強化を目指す技術協力として、「森林セクター能力強化プロジェクト（FSCAP）」を日本政府に要請した。</p> <p>本プロジェクトはFSIPの成果を引き継ぎ、日本・JICAの他の協力を包括するプログラム協力の推進役・司令塔としての機能をもつことが求められている。上記要請を受けて、JICAは2010年6月に詳細計画策定調査を実施、協力のフレームワークを形成しラオス政府と合意した。同調査の結果を踏まえ、両国政府は協議内容を討議議事録（R/D）に取りまとめ、2010年8月31日に署名した。本プロジェクトは、DOFをカウンターパート（C/P）機関として、2010年10月1日から2014年9月30日の4年間の予定で実施されており、現在、3名の長期専門家（チーフアドバイザー、REDD+/ドナー協調、森林管理/業務調整業務）を派遣中である。</p> <p>プロジェクト終了前に、本終了時評価調査が実施された。</p>		

1-2 協力内容

(1) 協力期間

2010年10月～2014年9月（4年間）

(2) 対象地

ラオス全体

(3) ターゲットグループ

下記を含む森林セクターの中央、県、郡レベルの行政：

- 農業林業省林野局（DOF）
- 天然資源環境省森林資源管理局（DFRM）

(4) 上位目標

ラオスにおいて、持続可能な森林管理が促進される。

(5) プロジェクト目標

森林戦略2020及び気候変動戦略（REDD+）の実施が促進される。

(6) 成果：

1. REDD+を含む森林セクター管理のための政策策定、制度設計能力に係るDOFの能力が向上する。
2. 関連戦略・計画（森林戦略2020、気候変動戦略、農林省5カ年計画）において優先度の高い政策を実施管理するための林野局の能力が向上する。

1-3 投入（終了時評価調査時点）

日本側：

- 合計120.00MMの日本人専門家の派遣：
 - ・ チーフアドバイザー/林業政策 47.00MM
 - ・ 森林管理/業務調整 48.50MM
 - ・ REDD+/ドナー協調 24.00MM
 - ・ プロジェクト・サイクル・マネジメント（PCM）研修 0.50MM
- 資機材供与：約25,000ドル相当
- 在外事業強化費：約87,000ドル
- 本邦研修：17名

相手国側：

- プロジェクトディレクターとプロジェクトマネージャーの任命
- 首都ビエンチャンにおけるプロジェクト執務室の提供とその維持管理費
- ローカルコスト：スウェーデン国際開発協力庁（Sida）の余剰資金から275,695ドルを拠出

2. 評価調査団の概要

調査者	日本側メンバー：		
	氏名	分野	所属
	宍戸 健一	総括	JICA 地球環境部 次長兼森林・自然環境グループ長
	井上 幹博	森林保全	林野庁 林政部木材産業課 海外森林資源情報分析官
	三戸森 宏治	評価計画	JICA 地球環境部 森林・自然環境保全第一課
	辻 新一郎	評価分析	日本工営株式会社 環境技術部 参事
	相手国側メンバー：		
	氏名	所属	
	Mr. Oukham Phiathep	Deputy Director General, Department of Planning and Cooperation, Ministry of Agriculture and Forestry	
	Ms. Saymonekham Mangnomek	Deputy Director General, Department of International Cooperation, Ministry of Planning and Investment	
Mr. Phousith Phoumavong	Senior Officer, Department of Agriculture Extension and Cooperative, Ministry of Agriculture and Forestry		
Mr. Bouneua Khamphilavanh	Senior Technical Staff, Department of Planning and Cooperation, Ministry of Natural Resources and Environment		

調査の期間	2014年2月15日～3月12日	評価の種類	終了時評価
3. 評価結果の概要			
3-1 実績の確認			
<p>投入：投入はおおむね予定どおりに実施され、投入された専門家や資金、資機材は適切に活用されて維持された。両国間で合意された R/D に沿って日本側とラオス側が事業実施に必要な投入を行ったことから、投入の実績は計画どおりであったといえる。</p> <p>活動：実際の状況に則して柔軟に事業活動を行い、活動の実績はおおむね計画どおりであったといえるが、活動 1-5「森林セクターへの既存の資金源確保の仕組み（例：森林開発基金）の改善の検討を行う」は実施しなかった。</p> <p>成果 1：おおむね達成された。プロジェクトの支援により、FSSWG や国家 REDD+タスクフォース (NRTF) などの森林セクターにとって重要な制度機構の管理運営能力が向上した。一方、事業期間中に DFRM に新たな REDD 課が設立されたため、NRTF が改組され REDD+推進のための能力向上に遅れがみられた。また、プロジェクトの支援で作成したいくつかの法規法令や指針の素案は、継続支援されなかった。</p> <p>成果 2：中程度達成された。FS2020 のレビューを通じて、FS2020 の実施に貢献し、国家レベルで実施に携わる職員の能力向上に寄与した。成果 2 は、現場レベルの政策実施能力の向上が含まれているところ、こうした分野における能力向上に対するプロジェクトとラオス側の投入は限られており、支援を始めたものの、適切に終了することができなかったケースもあるため、事業の貢献は限られていた。</p> <p>プロジェクト目標：おおむね達成された。本プロジェクトは、能力向上を通じて、FS2020 や気候変動戦略の実施に必要な仕組みや基盤、制度機構を強化し、それらの実施を推進することを意図していた。FS2020 のレビューや FSSWG の定期協議の支援、NRTF の改編・整備などを行い、計画実施の仕組みや体制が強化されたため、プロジェクト目標はおおむね達成されたといえる。</p> <p>上位目標：本事業の詳細計画策定時及び事業期間中に、上位目標の指標とデータ入手手段 (MoV) が最終化されていなかったため、終了時評価調査団が適当な指標と MoV を提言し、その達成見込みを評価した。現在の外部条件などを考慮すると、提言した指標は全体として達成可能である。上位目標の達成のためには、ラオス側の更なるコミットメントと能力向上が重要となる。</p>			
3-2 評価結果の要約			
1) 妥当性- 高い			
<p>日本及びラオスの関連重要政策は、中間レビュー時から大きな変更はなく、プロジェクトはラオスに対する日本の国別援助方針に合致している。気候変動の緩和に関する重要な活動として、森林セクターの適切なガバナンスと REDD+の推進は、国際・国内的にその重要度が増しており、これらの事業の有用性が高まっている。また、ラオス森林行政の再編 (DFRM の創設) にあたり、事業の必要性がより増した。事業の計画は適切であったが、プロジェクト・デザイン・マトリックス (PDM) 上、モデル活動の目的が不明確で、焦点を当てる政策分野が曖昧であった。PDM の論理的構造を更に手直すと良かった。</p>			
2) 有効性- やや高い			
<p>プロジェクトは、関連 5 年計画の実施のための仕組みや制度機構の強化に寄与し、FSSWG の運営に対する支援や FS2020 のレビュー、NRTF の再編と機能強化、県農林業事務所年次計画策定支援、他ドナーとの協議の主導などを通じて重要課題に対処した。特に、プロジェクトが事務局を務める森林セクターの FSSWG は、国家円卓会議制度のもとに数多くあるサブセクター作業部会の中でも、最も活動的で効果的であると世界銀行から評価された。</p> <p>また、2011 年に始まった森林行政の再編成の支援を行い、Protection Forests や Conservation Forests の管理、FSSWG の議長、REDD+の国家レベルでの調整などの責任と権限を DOF から引き継いだ DFRM が天然資源環境省 (MONRE) の中に創設されたことを受け、その整備を支援した。新しい森林行政の体制は、更なる強化と整備が必要であるが、プロジェクトの支援とファシリテーションにより、DOF から DFRM への責任・権限移譲が促進されたことがうかがえた。</p>			

プロジェクトでは、各種の研修プログラムやセミナー、ワークショップ、国際スタディーツアー（ベトナムなど）、日常的な指導などの実施を通じて、C/Pの能力向上を支援した。向上した能力により、「プロジェクト目標」の達成が促進された。一方、REDD+の推進に関する能力向上は、森林行政の再編成や、連携予定であった世界銀行の森林炭素パートナーシップ基金（FCPF）事業の開始が遅れたことにより遅延した。また、実証活動の「プロジェクト目標」達成に対する効果が不明であった。

3) 効率性- やや高い

全般的に、日本人専門家や携行機材、供与資機材、事業費などの投入はおおむね適正に活用され、想定されていた成果がおおむね達成された。プロジェクトはC/Pの組織と職員の能力向上に確実に貢献した。事業活動は他のドナー事業などと十分に調整しながら実施され、情報共有や意見交換、活動の共同実施・出資などが頻繁に行われた。その結果、関連事業との相乗効果・シナジーが生まれ、プロジェクトのリソースや技術的投入が効率的に活用された。

一方、一部の事業活動は、妥当な帰結を見ないものもあり、事業全体の目的や成果との整合性が取れないものもあった。例えば、プロジェクトでは実証活動の教訓をもとに、森林管理に係る村落組織（VFU）設立の指針（案）の草稿を支援し、林地境界確定の指針（案）策定や学校における環境教育活動なども実施したが、それらは継続されず、プロジェクトにおける位置づけの整理が進まなかった。これらは、プロジェクト実施期間中に森林行政が再編成されたことや、事業活動に対してDOFやプロジェクト側に計画的なアプローチが不足していたことなどが一因と考えられる。現場レベルのパイロット活動の実施を通じて県・郡レベルのC/Pの能力は向上したものの、パイロット活動の結果がモデルや政策、仕組みとして昇華、主流化し、プロジェクト全体の目標の達成することは確認ができなかった。

4) インパクト- やや高い 顕著な負のインパクトは認められず、正のインパクトはやや高い

環境や社会的弱者の社会経済・文化に対する顕著な負のインパクトはみられなかった。プロジェクトの「上位目標」は持続可能な森林経営（SFM）の推進であるところ、国際的に認知されているSFMの主題分野である「法体系と政策、制度枠組みの整備」に寄与し、ラオスでSFMを促進する基盤作りを確実に支援し、正のインパクトが認められた。

優先政策課題は時とともに変化することを勘案し、事業実施に柔軟性を持たせるためにREDD+関連の課題以外はプロジェクトで焦点を当てる政策課題をPDM上明確にしていない。その結果、PDMにある指標の表現の一部に明確さを欠くものもあり、「上位目標」の指標は設定されなかった。中間レビューまでPDMが改訂されることはなく、事業実施の目的の焦点が定まらなかった点は否めない。例えば、「効率性」で述べられた通り、開始はされたが継続されず、事業目的に繋がる合理的な結論に達しなかった活動が散見された。プロジェクトが特定の政策課題に焦点を当て、パイロット・プロジェクトを政策レベルで主流化する試みをしていれば、可視的な事業インパクトがさらに増したと予想される。

5) 持続性 - 中程度に高い

プロジェクトでは、事業の成果の持続性を担保する基礎となる組織や制度、職員の能力などを強化した。他ドナーのラオス森林セクターにおける現時点でのコミットメントを考慮すると、支援はしばらく継続すると思われる。現在の状況が継続するようであれば、ラオス森林セクターにおけるプロジェクトの成果は継続的に活用され、重要となり続けるであろう。

また、森林セクターにおける気候変動の問題は、国際的・国内的に重要度を増しており、ラオス政府は将来もこうした課題へ対応することが求められる。ラオスでは、主要な温室効果ガスは森林セクターから排出されているものの、ラオス政府の森林行政に対する予算は、持続的な森林管理を実現するうえで限定的である。したがって、森林管理に必要なリソースを持続的に創出するうえで、REDD+に潜在性を見出している。そうした意味で、プロジェクトの成果はラオスの森林セクターで重要な意味を持ち続けることが予想される。

一方、事業の途中で森林行政が大幅に再編され、多くの職員が異動するなど、行政の不安定さが垣間見られた。将来再びこうしたことが起こる可能性も排除できず、プロジェクト活動を安定して継続するうえでのリスクを内在しているといわざるを得ない。また、事業の成果を持続する活動の費用を捻出するためには、ラオス側の財政能力を更に強化する必要がある。パイロット活動の持続性は不明で、その持続性を担保するためにも、パイロット・プロジェクトの教訓を政策や予算措置に反映させるべきであった。

3-3 効果発現に貢献した要因

JICA ラオス事務所が共同議長を務める FSSWG が事業開始当初から設立されており、FS2020 も制定され、事業実施中に大臣令により NRTF が創設されるなど、効果的な事業実施に必要な基本的な制度体系がラオス側によって整備された。日本政府が実施した先行事業により必要資機材や車両などが購入され、それらを有効活用することができた。ラオス政府により、DOF の庁舎内に適切なプロジェクト執務空間が提供された。

3-4 問題点及び問題を惹起した要因

Protection Forests と Conservation Forests を所轄するため、2011 年に MONRE 下に創設された DFRM と、農林省 (MAF) にある DOF の間の詳細な所掌分担は当初不明な点が多く、明確化の必要があった。権限の移管や職員の異動に伴い、重要な組織的経験や知見、資料などが失われた。REDD+推進や FSSWG の運営、FS2020 のモニタリングなどの役割や管轄の分担に関して、DOF と DFRM の間で合意を形成するのに時間を要し、新しい職員の能力向上にも時間がかかっている。

3-5 結論

プロジェクトは、森林行政の再編成や C/P の変化に柔軟に対応し、想定されていた成果をおおむね上げることができた。FSSWG の運営や FS2020 のレビュー、REDD+の推進、関連機関の年次計画策定支援、パイロット・プロジェクトなどを具体的なツール・手段として、日本人専門家とローカルコンサルタントによる日常的な指導を通じて C/P の能力向上に貢献した。プロジェクトが支援した研修プログラムやワークショップも全体として効果を上げており、これらの貢献はラオス側から高く評価されている。したがって、プロジェクトの実施は満足できるものであったと結論づけることができる。

プロジェクトは、県レベルでは年次計画策定の支援を行い、中央レベルでは FS2020 のレビューのためのタスクフォースを設立して、レビューに必要なデータ収集や FSSWG での協議のファシリテーション、フォローアップを行うことで、関連 5 年計画や FS2020、年次計画の実施を行うラオス側当局の制度機構や協議の場、仕組みなどを強化した。比較的小きなラオスの森林セクターに多くのドナーが支援を行っている特殊事情のなかで、参加型の手法を採用し、各関係者が同じテーブルに集い、調整しながら協調することをプロジェクトが主導した。ラオスの森林セクター関係者の中でプロジェクトの存在感が大きい点は特筆に値する。積極的な広報や出版などがあれば、市民社会などにも存在感が及んだであろう。これらの実績は、関係者と C/P の協力のもとに実現した。DFRM の創設とそれに伴う森林行政の再編は、プロジェクトが更なる実績を上げるうえで障害となったが、REDD+に関する事案も含め、DOF の一部の役割と責任を DFRM へ移管することを支援し、プロジェクトの存在意義が増す結果になった。パイロット・プロジェクトや一部の法規法令強化支援などが妥当に帰結する必要がある、特定の政策課題に焦点を当てていれば、さらに可視的なインパクトを生むことができたであろう。

3-6 提言 (当該プロジェクトに関する具体的な措置、提案、助言)

<プロジェクトに対して>

1) FS2020 のレビュー

進行中の FS2020 のレビューを更に推し進め、次期の関係 5 年計画や第 8 次国家社会経済開発計画の策定に間に合うようにすること。

2) 国家 REDD+戦略の策定に対する継続支援

DOF と DFRM の調整を通じて、NRTF の強化を継続し、今後策定が想定される国家 REDD+戦略に関して関係者が同等の理解を確立するよう、事業終了まで支援すること。また、FCPF コンサルタントの業務指示書 (TOR) に対して、REDD+の推進に関連している他の JICA 事業の意見を取りまとめること。

さらに、REDD+の推進に対するプロジェクト支援のプロセスと結果、教訓などを、他事業の参考となるよう資料に取りまとめること。

3) パイロット・プロジェクトのフォローアップ

プロジェクトで支援した、現場レベルでのパイロット活動の取り組みを適切にモニターし、事業終了までに帰結させること。

4) プロジェクト成果の広報と可視化

下記の主題に関して、事業活動を今一度精査して分析し、総括して冊子や技術手引書などに取りまとめて出版し、最終ワークショップ時などを通じて広く配布すること。

- i) FS2020 の進捗に関するレビューのプロセスと結果
 - ii) 私有林の推進や中山間地における生計向上、村落林の適正管理に関するパイロット・プロジェクトからの教訓と政策提言
 - iii) プロジェクトで採用した能力向上手法
- 上記を事業終了までに完了するために必要に応じてローカルコンサルタントを雇用についても検討し、他ドナー事業との連携も視野に入れること。

5) 財政機構の強化

他ドナーが既に行った調査などを参考として、ラオスの森林セクターにおける財政機構や制度の現状に関する概要を取りまとめ、課題の特定と対策の考察を行い、完了報告書に含めること。

<相手国側に対して>

6) 森林セクターにおける継続した能力向上

事業成果の持続性を担保するため、DFRM や DOF の REDD 課を含む関連部局に適切な質と数の職員を配置し、十分な予算を配分して森林管理と REDD+推進の能力を強化すること。頻繁な職員の異動を避け、継続性を確保し、職員の知識と経験、技術が適正に共有される体制を取ること。

7) 森林セクターの継続的な制度機構整備

ラオス政府は早急に国家 REDD 事務所 (NRO) を設立すること。また、各種林地の境界確定に関する指針を正式に定め、境界を確定すべきである。ラオス政府は改訂森林法を早急に最終化し、正式な承認過程を完了すること。

8) FS2020 のレビュー結果の活用

ラオス政府は、FS2020 のレビュー結果を、次期関連 5 年計画や第 8 次国家社会経済開発計画を含む計画、政策に反映させるべきである。

<日本側に対して>

9) プロジェクトの教訓の活用

本プロジェクトからの教訓を次期事業の計画に取り込むこと。ラオスの森林セクターで協調するドナーグループの一員として、他ドナーや C/P から期待され、プロジェクトが今まで担ってきた FSSWG 事務局等の役割に配慮する必要がある。

3-7 教訓 (当該プロジェクトから導き出された他の類似プロジェクトの発掘・形成、実施、運営管理に参考となる事柄)

1) 適切な PCM

REDD+等国際社会の議論により大きく影響を受けるものをプロジェクト対象とする場合、状況の変化に柔軟に対応する必要があると同時に、適切な事業モニタリングと評価のための指標を設定すべきである。柔軟性と明確さの両方を実現するために、定期的な合同調整委員会 (JCC) の開催や、PDM や活動計画 (PO) の周期的な見直しを実施することが重要である。また、事業計画時や実施期間中に、必要に応じて C/P 組織や職員の追加・変更を検討することも重要である。

2) インパクトの担保

プロジェクト前半に実施した活動が引き継がれず、活動の位置づけが明確でないものがあつた。事業計画時に優先政策課題を特定し、プロジェクトの焦点を明確にし、それを共有することが必要である。また、作業部会やタスクフォース、非公式審議グループなどの調整機能は、その運営を適正に管理すれば、事業の相乗効果を創出し得る。

3) パイロット活動の目的の明確化

モデル活動の結果が汎用性のあるモデルや実行可能な方法論などに取りまとめられ、政策に主流化されるまでに至らなかった。現場レベルのモデル活動を事業に含める場合は、それが合理的な結果と成果につながるかを、事業計画時に特に留意すべきである。

4) REDD+のための教訓

REDD+推進のプロセスを適正に記録し、目に見える成果や資料を作成することが重要である。REDD+推進に関連する利害関係者は多様なため、適正な調整は不可欠で、それらの利害関係者全体が、REDD+推進における課題につき共通理解を持っている必要がある。そのためには、NRTF のような多機関による協議の場を強化し、定期的に会合を開催することを支援する意義は大きい。

Terminal Evaluation Summary

1. Outline of the Project	
Country: Lao People's Democratic Republic	Project Title: Forestry Sector Capacity Development Project (FSCAP)
Issue/ Sector: Natural Environment Conservation	Cooperation Scheme: Technical Cooperation Project
Division in Charge: Forestry and Nature Conservation Division 1, Forestry and Nature Conservation Group, Global Environment Department	Total Cost: Approximately 335 million Japanese Yen (projected at the time of evaluation)
Period of Cooperation	(R/D): October 2010 – September 2014 (for four years)
	(Extension):
	(F/U) :
Country Partner Implementing Organization: The Department of Forestry (DOF), Ministry of Agriculture and Forestry (MAF), Government of Lao PDR	
Supporting Organization in Japan: Forestry Agency, Ministry of Agriculture, Forestry and Fishery	
Related Cooperation: None	
<p>1-1 Background of the Project</p> <p>Lao economy has been growing rapidly due mostly to the influx of foreign direct investments in hydropower, mining and plantation sectors. The robust regional growth also continues to contribute to the growth. As a result, landuse has changed significantly, and forest conditions degraded rapidly. Under the circumstance, the Government of Lao PDR, especially the Department of Forestry, Ministry of Agriculture and Forestry has introduced policies and legislation to protect the forests and improve the forest productivities based on the Forest Strategy 2020 and laws on forestry and wildlife. To bring the policies and legislation into concrete actions in the field, the capacity development are needed for the formulation of implementing rules, ministerial regulations and technical guidelines.</p> <p>In 2010, the Government formulated the National Strategy on Climate Change. Regarding the strategy, reducing emissions from deforestation and forest degradation and carbon stock enhancement (REDD+) has emerged as an important issue in the forestry sector. The Government considers the REDD+ mechanism as one of the promising means both to strengthen management capacity of stakeholders at all levels in the forestry sector and to improve local people's livelihood and their forest conservation activities, which lead to sustainable forest management. In order to prepare a REDD+ implementation mechanism, improved capacity and institutions are required for forest carbon assessment and monitoring, carbon tenure and benefit sharing, promotion and registration of local activities, and revenues distribution in line with international agreements and guidelines under United Nations Framework Convention on Climate Change (UNFCCC). In order to support forest management and planning and to facilitate implementation of key priority actions with respect to the Forestry Strategy 2020, the Forestry Strategy 2020 Implementation Promotion Project was implemented form 2006 to 2010 by Japan International Cooperation Agency (JICA). Although the project has made significant contributions to improvement of forestry sector, some activities needed further support. In view of this, the Government requested the Japanese Government to implement a new project, Forestry Sector Capacity Development Project (FSCAP) with a focus on capacity development of the forestry sector through the promotion of FS 2020 implementation between October 2010 and September 2014. Before its completion, the Joint Terminal Evaluation was undertaken. This Terminal Evaluation was undertaken</p>	
<p>1-2 Project Overview</p> <p>(1) Project Period October 2010 - September 2014 (4 years)</p> <p>(2) Target Area Lao PDR</p> <p>(3) Target Groups Forest sector administration at central/provincial/district level, including:</p>	

- Department of Forestry, Ministry of Agriculture and Forestry, and
- Department of Forest Resources Management (DFRM), Ministry of Natural Resources and Environment (MONRE)

(4) Overall Goal

Sustainable forest resources management in Lao PDR is promoted.

(5) Project Purpose

Implementation of Forestry Strategy 2020 (FS2020) and Strategy on Climate Change especially REDD+ is promoted.

(6) Outputs:

- Capacity of forest sector administration for formulating plans, policies, and institutional framework for forestry sector management including REDD+ is improved.
- Capacity of forest sector administration for managing implementation of selected strategic policies, which identified as high priority in the FS 2020, Climate Change Strategy, and the MAF 5 year plan, is improved.
-

1-3 Project Inputs (at the time of evaluation)

Japanese Side:

- Dispatch the total of 120.00 Man-Months of Japanese experts as:
 - 47.00 MM of Chief Advisor/ Forestry Policy
 - 48.50 MM of Forest Management/ Project Coordinator
 - 24.00 MM of REDD+/Aid Coordination Advisor
 - 0.50 MM of Project Cycle Management (PCM) Training
- Provision of equipment and machines: Approximately 25 thousand US dollar
- Local project support cost: Approximately 87 thousand US dollar
- Training in Japan: Seventeen C/P personnel

Laos Side:

- Appointment of Project Director and Project Manager
- Provision of an office space in Vientiane Capital and office running cost
- Allocated USD 275,695 as the counterpart fund, which was carried over from a previous project (Sida fund)

2. Overview of Evaluation Team

Members	Japanese Side:		
	Name	In Charge	Position and Organization
	Mr. Kenichi Shishido	Team Leader	Deputy Director General, Forestry and Nature Conservation Group, Global Environment Department, Japan International Cooperation Agency (JICA)
	Mr. Mikihiro Inoue	Forest Protection	Senior Policy Analyst for Overseas Forestry HWP Technology and Development Office, Wood Industry Division, Forest Policy Department, Forestry Agency, Ministry of Agriculture, Forestry and Fishery
	Mr. Koji Mitomori	Evaluation Planning	Forestry and Nature Conservation Division 1, Forestry and Nature Conservation Group, Global Environment Department, Japan International Cooperation Agency (JICA)
	Mr. Shinichiro Tsuji	Evaluation Analysis	Senior Consultant, Environmental Science and Engineering Department, Overseas Consulting Administration, Nippon Koei Co. Ltd.
	Laos Side:		
	Name	Position and Organization	
	Mr. Oukham Phiathep	Deputy Director General, Department of Planning and Cooperation, Ministry of Agriculture and Forestry	
	Ms. Saymonekham Mangnomek	Deputy Director General, Department of International Cooperation, Ministry of Planning and Investment	
Mr. Phousith Phoumavong	Senior Officer, Department of Agriculture Extension and Cooperative, Ministry of Agriculture and Forestry		
Mr. Bouneua Khamphilavanh	Senior Technical Staff, Department of Planning and Cooperation, Ministry of Natural Resources and Environment		
Period of Evaluation	Feb 15 - March 12, 2014	Type of Evaluation: Terminal Evaluation	

3. Overview of Evaluation Results

3-1 Achievements

Inputs: In general, the Inputs were made as per plans, and Inputs made were properly utilized and maintained. The Japanese and Lao sides provided necessary inputs as agreed in the Record of Discussion. Therefore, it could be concluded that the overall achievements of Inputs was **as planned**.

Activities: The project adjusted its activities in accordance with the actual situation and implemented the activities **mostly as planned**, except the activity 1-5 “To facilitate the discussion for enhancing funding mechanisms including Forestry and Forest Resource Development Fund (FDF)”, which was not undertaken.

Output 01: Overall, the Output 1 was **mostly achieved**. It should be noted that an important institutional capacity for the forestry sector, i.e., Forestry Sub-Sector Working Group (FSSWG) and NRTF, were managed and operationalized properly as a result of project inputs. The capacity building initiatives for the promotion of REDD+ were delayed due to the restructuring of NRTF and creation of a new REDD Division at DFRM after the creation of DFRM during the project. A number of legislations and guidelines were prepared through project support but not followed up. They were not approved officially yet.

Output 02: Through the review of FS2020, the project contributed to the management of FS2020 implementation and capacity building of concerned officers at the national level for implementation. While Output 2 was related to the capacity building for the actual implementation on the ground, the project's contribution was limited, as the capacity building inputs from the project and Lao side were limited for implementation and not followed through in some cases, even though initiated. Therefore Output 2 was **fairly achieved**.

Project Purpose: The evaluation of Project Purpose was undertaken in view of the fact that the project supported the promotion of implementation in a manner to strengthen a “system”, “platform” or “institutional mechanism” for implementation through capacity building. FSCAP was a technical cooperation project, not financial cooperation, and the project did not support the implementation of Five-Year Plan directly. Project Purpose was **mostly achieved** as the “system” or “institutional mechanism” for implementation was strengthened through the FS2020 review exercise, regular meetings of FSSWG and streamlining of NRTF.

Overall Goal: During the initial planning and implementation of the project, Objectively Verifiable Indicators (OVIs) and their means of verification (MoV) for Overall Goal were not finalized officially. The Joint Terminal Evaluation Mission suggests the OVIs and MoV for FSCAP, along with the projection of achieving such goals. Overall, the suggested OVIs of Overall Goal are **achievable** in view of project progress at the time of Terminal Evaluation and Important Assumptions/ External Conditions/ Project Risks at present. In general, the commitment and further capacity building of Lao side would be the key for achieving the goal.

3-2 Summary of Evaluation Results

1) Relevance - **High**

The project was still in line with the Japanese Aid Program for Lao PDR. No major change in the policies of both Japanese and Lao Governments since the Mid-term Review regarding the support for the forestry sector in Laos (the evaluation of “Relevance” during the Mid-term review was “High”). Appropriate governance in the forestry sector and promotion of REDD+ had become increasingly important nationally and internationally as one of the relevant mitigation actions for climate change. The needs for this project became greater after the restructuring of forest administration in Laos, i.e., the creation of DFRM. The project design was appropriate in general, though the logical structure of PDM could have been fine-tuned further during the project. The objectives of pilot projects and focused policy areas were unclear in the PDM.

2) Effectiveness – **Moderately High**

The project contributed to the strengthening of a “system” and “institutional mechanism” for the implementation of relevant Five-Year Plans and addressing key issues through the handholding support for management of FSSWG, review of FS2020, restructuring and operationalization of NRTF and REDD offices, annual work planning for the provincial offices and leading a forum for development partners. It should be noted that FSSWG was officially recognized by the development partners as one of the most active and effective subsector working groups in the RTM, for which the project was the Secretariat.

The project also supported the streamlining of new administrative structure, i.e., the creation of DFRM under MONRE since 2011, which took over key responsibilities and authorities over the forest management in the country, including the management of protection and conservation forests, chairing FSSWG and coordination for REDD+. Although it was observed that the new administrative setup still required further strengthening, the interventions and facilitation by the project expedited the transition of roles and responsibilities from DOF to DFRM.

The project supported the capacity building of C/P organizations through a number of training programs, seminars, workshops, international exposures and daily handholding supports for the officers of C/P organizations. The enhanced capacity reinforced the achievement of Project Purpose. The capacity building regarding the REDD+ promotion was delayed because of the administrative restructuring and prolonged progress of FCPF launching, and the effectiveness of pilot activities to achieve the Project Purpose was

unclear.

3) Efficiency – **Moderately High**

Overall, the inputs from the project (Japanese experts, equipment, project operation cost, etc.) were utilized properly. Most Outputs were generated as expected. The project contributed to the capacity building of C/P organizations and officers. The project was implemented in a well-coordinated manner with other externally-funded projects, including information exchange of procurement, co-financing and collaboration in various activities. The resources and technical inputs were maximized because of the good collaboration and synergy effects among relevant projects.

Some of the project activities did not have logical conclusions and were not consolidated into the overall objectives and outcomes of the project. For instance, the project supported the drafting of guidelines on VFU establishment. The project also drafted a guideline for forest demarcation, and initiated environmental education programs at schools. Those initiatives were not followed through and not concluded properly. This was due partly to the restructuring of forest administration in the midst of project and lack of strategic approach in both DOF and FSCAP. Also, the project supported the implementation of pilot projects in the field. While the capacity of provincial staff members of C/P organizations may have been developed through the pilot projects, it was unclear how the pilot activities would have a logical conclusion that would be relevant to the overall project objectives, unless the result of pilot activities were consolidated as a model/ policy/ system and mainstreamed.

4) Impact – No major negative impact, and positive impact is **Moderately High**

The project had no major negative impact on environment or socio-economy of marginalized/ vulnerable people. The project contributed to the strengthening of one of the thematic areas for SFM, namely “legal, policy and institutional framework”. The project supported the continuous process of establishing sound foundation for promoting SFM in Laos.

Aside from the issue of REDD+, the original PDM avoided specifying key policy issues to be focused by the project to encompass flexibility for project implementation as the policy priorities tended to change from time to time. As a result, some OVIs were vaguely stated, and OVIs for Overall Goal were undecided. Unfortunately, the PDM was not revised until the Mid-term review, and the focuses of projects drifted to a great extent. For instance, the project focused on the village forest management and forest protection initially, which were not followed through during the latter part of project. Also, a plan for ensuring a meaningful impact out of pilot projects was unclear. The project impact could have been greater and more visible if the project had clearer focus on specific policy issues and strategy to mainstream the pilot initiatives in a larger policy platform.

5) Sustainability – **Moderately High**

The project strengthened the organizational, institutional and personnel capacities in the forestry sector in Laos, which would be the foundations for the sustainability of project outcomes. However, the risk was felt by the Terminal Evaluation Team for the disintegration of such project outcomes in future after witnessing the drastic structural changes in the forest administration and personnel transfers, which would lead to the discontinuation of project initiatives.

The financial capacity of Lao side still required further strengthening to bear the cost needed for the continuing activities and to ensure the sustainability of project outcomes.

In view of the current commitments of donor agencies, it was expected that their supports would continue to the forest protection in future. The outcomes of FSCAP were likely to remain important over times under the current trend in the forestry sector in Laos, assuming such trend would continue.

The issue of climate change became increasingly important in the forestry sector internationally and nationally, and the Government of Laos continued to address the issue of climate change in the forestry sector. Even though the most of greenhouse gas (GHG) emissions were derived from forestry sector in Laos, the Lao Government had limited resources for forest administration to achieve sustainable forest management. Therefore, REDD+ was seen to have potential for generating necessary resources for proper forest management. For this, the achievements of FSCAP were expected to have continuous significance in the forestry sector in Laos.

The continuity of pilot activities was uncertain, and the lessons learned from the pilot projects should be feed-backed to the policy development and budgetary supports for sustainability.

3-3 Factors Positively Affected the Results

The essential institutional arrangements were made by the Lao side for effective project implementation. For example, the FSSWG was in place from the beginning of project, for which JICA Laos Office was the co-chair. FS2020 was prepared prior to the project. The National REDD Taskforce was established through a Minister's Decision during the project. Necessary equipment, vehicles and other facilities had been procured by the previous and other ongoing and completed projects supported by the Japanese Government, which were utilized by FSCAP. Appropriate office space was provided to the project by the Lao Government within the campus of DOF.

3-4 Factors Negatively Affected the Results

At the initial stage, the responsibilities and authorities were not elaborated in details and needed to be clarified for both the Department of Forestry (DOF) under Ministry of Agriculture and Forestry (MAF) and DFRM after establishment of DFRM in 2011 under MONRE with the mandate of managing protection and conservation forests. Certain institutional memories and knowledge, as well as key documents had disoriented during the transition. The establishment of consensus required time between DFRM and DOF on the administrative demarcation on REDD+ promotion, FSSWG management and FS2020 monitoring, and the capacity building of a set of new staff members took time as well.

3-5 Conclusion

The project was able to adjust the changes in the forestry administration and C/P personnel and generated expected outcomes. The project contributed to the capacity building of C/P organizations and institutional strengthening through handholding support by the Japanese experts and local consultants engaged by the project, with specific tools as FSSWG, review of FS2020, REDD+ promotion, annual work planning of DOF and DFRM, pilot projects, etc. Those contributions were highly appreciated by the Lao side, and the training programs and workshops were also effective in general. Therefore, it could be concluded that the project was implemented as **satisfactory**.

The project reinforced the institutional mechanisms, platforms and system of the Lao authorities to implement their respective Five-Year Plan and advance FS2020 by supporting the AWP preparation at the provincial level, creating the review taskforce for FS2020, undertaking the data collection and analysis of FS2020 progress and supporting the management of FSSWG. The participatory approach brought concerned stakeholders on a same table and contributed to the coordinated effort for implementation. The presence of FSCAP was strong in the forestry sector community in Laos, which could have been extended to the public and civil society with more effort for publicity and documentation.

Those achievements were made possible through adequate communication among the concerned actors in the sector and support from the C/P organization. The restructure of forest management administration, i.e., the creation of DFRM was a drawback for the project, but it was also an opportunity for the project to display its significance. The project supported the transition of certain roles and responsibilities from DOF to DFRM, particularly regarding REDD+ related issues. Some activities as pilot projects and legislative support should have had logical conclusions, and more focus on specific policy issues could have generated more visible impact.

3-6 Recommendations (specific measures, proposals and advice to the project)

<To the Project>

1) Review of FS2020

The Project should accelerate the process of review and update of FS2020 so that the output of this process would be reflected in time for the preparation of the next five-year plans, including five-year plans of MAF, MONRE, DOF, DFRM and 8th NSEDP.

2) Continuing Support for the Preparation of National REDD+ Strategy

It is recommended that the project continue supporting the strengthening of NRTF, leveling off of

common understanding among the stakeholders over the forthcoming National REDD+ Strategy until the end of project and coordinating DOF and DFRM. The project should also compile the comments from other JICA-supported projects on REDD+ on the ToR of FCPF consultants.

It is also recommended to prepare a compilation of process documentation on the project support regarding the promotion of REDD+.

3) Follow-up of Pilot Projects

The initiatives at the field level through the pilot activities under the project need to be monitored properly and completed before the end of project.

4) Publicity and Visibility of Project Results

It is recommended to scrutinized, analyzed and synthesized the project activities and publish a series of booklets/ technical notes on the following subjects to be widely distribute through a wrap-up meetings or consolidation workshops:

- i) Process and result of review on the progress of FS2020
- ii) Key lessons learned from the pilot projects under the project for the promotion of private forest estate, livelihood improvement of forest-fringe villagers and proper management of village forests, along with key policy recommendations
- iii) Summary of capacity building activities under the project

To complete above before the end of project, the project may explore the possibility of engaging local consultants and collaborating with other externally-funded projects.

5) Strengthening of Financial Mechanism

It is recommended to include in the final report of the project the analysis on the current situation of financial mechanism for the forestry sector in Laos, as well as the identification of critical issues and recommendations, referring to the relevant previous studies and existing reports.

<To Lao Side>

6) Continuous Capacity Building for the Forestry Sector

It is urgent to develop further the capacity for forest management and REDD+ by assigning appropriate quality and quantity of staff members to the relevant sections in the forestry sector, including REDD Divisions in DFRM and DOF with adequate budget so that the sustainability of project outcomes would be ensured. The continuity of officers without frequent transfers and leave of absences should be ensured, and knowledge and skills should be shared among the officers.

7) Continuous Strengthening of Institution for the Forestry Sector

The Lao Government should officially establish the National REDD Office (NRO). Properly demarcated forest boundaries should continue in accordance with relevant guidelines. The Lao Government should finalize the revised Forestry Law as soon as possible and complete all the formal approval process.

8) Utilization of FS2020 Review Results

The Lao Government should reflect the updated FS2020 in relevant policies and plans, including the next five-year plans of MAF, MONRE, DOF and DFRM as well as 8th NSEDP, when possible and appropriate.

<To Japanese Side>

9) Utilization of Lessons Learned from the Project

The Japanese Government should incorporate the lessons learned from this project into the design of next phase projects. As a part of development partners in the forestry sector, JICA needs to consider the importance of its expected roles by the other development partners and C/P organizations.

3-7 Lessons Learned/ Reference to Other Projects

1) Proper Project Cycle Management

While the project needs to adjust and be flexible to the changes in the situations, it is important to

establish concrete and measurable indicators for project monitoring and evaluation. The project cycle management mechanism, such as regular JCC meeting and periodical review of PDM and PO should be undertaken. It is important to review and add/ modify, when necessary, the C/P organizations and personnel during the project planning and implementation so that necessary decisions can be made by appropriate authorities timely.

2) Ensuring Impact

To maximize the project impact, it is important to prioritize specific policy issues and establish focus in the project while designing. Also, it is essential to have effective coordination mechanisms (such as working groups, taskforces and informal advisory groups supported by FSCAP) and manage them properly to ensure multiple project impacts.

3) Clarifying the Objective of Pilot Activities

Small-scale pilot activities at the field level can be effective only when there is a strategic plan and potential for transforming the results into replicable models, doable methodologies, mainstreamed systems and/ or policy initiatives. A project designer should be extra cautious about ensuring the expected logical conclusions of field activities, if they will be included in a project.

4) Lessons learned for REDD+

It was learned that it was vital to document the process of REDD+ promotion and generate visible outputs/ documents. The stakeholders for the promotion of REDD+ were wide range, and proper coordination is indispensable. Also those stakeholders as a whole should have an adequate level of understanding over the issues of REDD+. For this, a project should assist the strengthening of multi-stakeholder platform for REDD+, such as NRTF, and ensure their regular meetings.

第1章 評価の概要

1-1 調査の背景

ラオス人民民主共和国（以下、「ラオス」と記す）の森林被覆率は1940年代には70%以上であったが、2002年には41.5%まで低下した。このため、2005年8月、ラオス政府は森林の保全回復及び貧困削減への森林セクターの貢献を目標とし、146項目の具体的な行動提案からなる森林戦略2020（Forestry Strategy to the Year 2020 of Lao PDR : FS2020）を採択した。この戦略では、2020年までに森林被覆率を70%まで回復し、持続可能な木材生産や消費の創出等を計画している。

国際社会では地球温暖化対策として開発途上国における森林減少・劣化に由来する排出の削減並びに森林保全、持続可能な森林管理及び森林炭素蓄積の増加の役割（Reducing Emissions from Deforestation and Forest Degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries : REDD+）が議論されているが、ラオス政府はこれを森林セクター管理能力の強化と歳入改善、及び地域住民の生計向上に資する有望な手段ととらえて取り組みを加速させている。

国際協力機構（Japan International Cooperation Agency : JICA）はラオスの森林保全分野の協力において、REDD+の制度構築を目指した政策支援、REDD+の地域レベルでの実証活動、REDD+の実施を見据えた国家森林資源モニタリングのための無償資金協力（施設建設、機材供与、技術支援）及び技術協力を実施している。ポスト京都議定書の枠組みの中で国際的にREDD+が議論されており、ラオスにおいてREDD+に係る活動を実施することは、日本の気候変動対策にも資するものであり、JICAによる協力の実施意義は大きい。

ラオスでは世界銀行、フィンランド、ドイツなどが森林セクターの支援を実施しているところ、ドナー調整の枠組みである森林サブセクター作業部会（Forest Sub-Sector Working Group : FSSWG）の共同議長を日本（JICA）が務めるなど、日本は同国の森林保全やREDD+の活動の中心的なドナーであり、今後も日本を中心とした支援活動がラオス政府から期待されている。2006年4月から2010年9月までJICAが実施した「森林戦略実施促進プロジェクト（Forestry Strategy Implementation Promotion Project : FSIP）」ではFS2020の効果的な実施とモニタリングを支援し、森林法の改正、村落土地・森林利用権利関係法令集の整備・普及、土地・森林利用計画及び分配に関するマニュアルの開発等が行われ、ラオス政府から高い評価を受けた。しかし、それらの運用規則や技術指針の策定、現場レベルでの実務遂行体制の構築はまだ不十分であり、農林省林野局（Department of Forestry : DOF）の更なる能力向上が必要な状況である。

また、主に水力発電、鉱山開発や植林地開発等への外国直接投資によってラオス経済が急速な伸びを示すなか、その影響で土地・森林の利用形態が大きく変化しており、現状に即した森林の保全と持続的利用にかかる対策が急務となっている。

このような背景のもと、ラオス政府はFSIPの終了後、FSIPで行っているFS2020の効果的な実施とモニタリングに加えて、新たな課題に対応するための能力強化を目指す技術協力として、「森林セクター能力強化プロジェクト（Forestry Sector Capacity Development Project : FSCAP）」の実施を日本政府に要請した。

本プロジェクトはFSIPの成果を引き継ぎ、わが国の森林セクター協力を包括するプログラム協力の推進役・司令塔としての機能をもつことが求められている。上記要請を受けて、JICAは

2010年6月に詳細計画策定調査を実施、協力のフレームワークを形成しラオス政府と合意した。

同調査の結果を踏まえ、両国政府は協議内容を討議議事録（Record of Discussions : R/D）に取りまとめ、2010年8月31日に署名した。本プロジェクトは、DOFをカウンターパート（Counterpart : C/P）機関として、2010年10月1日から2014年9月30日の4年間の期間で実施されており、現在、3名の長期専門家（チーフアドバイザー、REDD+/ドナー協調、森林管理/業務調整業務）を派遣中である。

1-2 調査の目的

今回の合同終了時評価の目的は下記のとおりである。

- (1) 事業計画時及び中間レビュー時点での計画と比較して、本プロジェクトの投入実績・活動の進捗状況等実施プロセス・管理方法を確認する。
- (2) 効果発現に貢献した要因、問題点及び問題を惹起した要因を確認する。
- (3) 『JICA 事業評価ガイドライン（改訂版）』に基づき、評価5項目（妥当性、有効性、効率性、インパクト、持続性）及び横断的視点（政策、技術、環境、社会・文化、組織制度・管理運営、経済・財政）からプロジェクトを評価する。
- (4) 評価結果をもとに、プロジェクトに関して事業の残り期間及び終了後に取りべき対策を提言する。
- (5) 他の類似案件の発掘・形成、実施、運営管理に参考となる教訓を抽出する。

1-3 調査団の構成

(1) 日本側メンバー

氏名	分野	所属
宍戸 健一	総括	JICA 地球環境部 次長兼森林・自然環境グループ長
井上 幹博	森林保全	林野庁 林政部木材産業課 海外森林資源情報分析官
三戸森 宏治	評価計画	JICA 地球環境部 森林・自然環境保全第一課
辻 新一郎	評価分析	日本工営株式会社 環境技術部 参事

(2) 相手国側メンバー

氏名	所属
Mr. Oukham Phiathep	Deputy Director General, Department of Planning and Cooperation, Ministry of Agriculture and Forestry
Ms. Saymonekham Mangnomek	Deputy Director General, Department of International Cooperation, Ministry of Planning and Investment
Mr. Phousith Phoumavong	Senior Officer, Department of Agriculture Extension and Cooperative, Ministry of Agriculture and Forestry
Mr. Bouneua Khamphilavanh	Senior Technical Staff, Department of Planning and Cooperation, Ministry of Natural Resources and Environment

1-4 プロジェクトの概要

プロジェクトの概要は、2013年10月の合同調整委員会（Joint Coordinating Committee : JCC）で承認されたプロジェクト・デザイン・マトリックス（Project Design Matrix : PDM）の最新バージョン（バージョン03）にある（添付資料02のAnnex 02）。その要旨は次のとおりである。

項目	説明
案件名	森林セクター能力強化プロジェクト(FSCAP)
協力期間	2010年10月～2014年9月(4年間)
対象地	ラオス人民民主共和国
ターゲットグループ	下記を含む森林セクターの中央、県、郡レベルの行政： - 農林省林野局(DOF) - 天然資源環境省森林資源管理局(DFRM)
上位目標	ラオス国において、持続可能な森林管理が促進される。
プロジェクト目標	森林戦略2020および気候変動戦略(REDD+)の実施が促進される。
成果	1. REDD+を含む森林セクター管理のための政策策定、制度設計能力に係るDOFの能力が向上する。 2. 関連戦略・計画(森林戦略2020、気候変動戦略、農林省5カ年計画)において優先度の高い政策を実施・管理するための林野局の能力が向上する。

1-5 調査日程

日程 2014年2月15日～3月12日

日程の詳細は、添付資料02のAnnex 01のとおりである。

1-6 評価方法

- (1) R/Dに基づき、先方政府との合同評価とした。日本側とラオス側で評価調査団メンバーを選定し、役割と責任を協議して決定した。
- (2) 評価グリッド(添付資料02のAnnex 03)を作成し、評価項目を特定するとともに、資料レビュー(収集資料リストは添付資料02)や質問票による聞き取り調査、現地視察・目視など、評価項目ごとの評価手法を決定した。グリッドをもとに質問票を作成した。質問票による聞き取り調査対象の面談者リストは添付資料02のAnnex 04にある。聞き取り調査結果の要約は添付資料03にある。
- (3) プロジェクトの実績を分析し、下記の評価5項目をもとに評価を実施した。
- (4) 現地調査期間中、合同評価調査団は、英文の合同評価報告書を作成し、日本側及びラオス側の総括が署名した。報告書は、2014年3月11日にプロジェクトのJCCに提出された。

評価項目	評価内容
妥当性 (Relevance)	プロジェクトの目標と、受益者の要望、対象国のニーズ、地球規模の優先課題及び援助関係者とドナーの政策との整合性の度合い。
有効性 (Effectiveness)	プロジェクトの目標が実際に達成された、あるいはこれから達成されると見込まれる度合い。PDMの成果の達成がプロジェクトの目標の達成につながったかの因果関係を明確にして判断する。
効率性 (Efficiency)	投入に対する成果(定性並びに定量的)を計測する。投入のタイミング、規模、内容などを整理して、資源が効率的に利用されたかを判断する。
インパクト (Impact)	開発援助によって直接または間接的に、意図的であるか否かを問わず生じる、肯定的、否定的及び一次的、二次的な効果。
持続性 (Sustainability)	プロジェクトが終了しても、開発援助による便益が継続するか。政策・制度・組織面、財政面、技術面、人員面などの観点を用いて、現時点の持続性の見通しから判断する。

第2章 プロジェクトの進捗

合同評価期間中に、資料レビューや聞き取り調査などで収集したデータや情報と、PDM や活動計画（Plan of Operations : PO）にある指標やスケジュールなどをもとに、プロジェクトの進捗を確認した。

2-1 投入の実績

投入はおおむね予定どおりに実施され、投入された専門家や資金、資機材は適切に活用されて維持された。両国間で合意された R/D に沿って日本側とラオス側が事業実施に必要な投入を行ったことから、投入の実績は**計画どおり**であったといえる。

日本及び相手国側の投入の結果に対する評価の要約は下記のとおりである。

投入	結果の要約
日本側: a. 日本人専門家 b. ローカルコンサルタント c. 供与資機材や車両、施設など d. 在外事業強化費 e. 研修やセミナー f. 本邦研修	(1) 合計 120.00 MM の日本人専門家の派遣（添付資料 02 の Annex 05） <ul style="list-style-type: none"> • チーフアドバイザー/林業政策 47.00 MM • 森林管理/業務調整 48.50 MM • REDD+/ドナー協調 24.00 MM • プロジェクト・サイクル・マネジメント（PCM）研修 0.50 MM (2) 全体として、日本人専門家の技術支援は事業実施に効果的に活用された。REDD+の推進のために、2012年10月から REDD+/ドナー協調専門家が追加投入された。 (3) 日本人専門家に加えてローカルコンサルタントを雇用し、各種調査や FS2020 のレビュー業務の補助などを行った。ローカルコンサルタントの活用は、C/P と現地語で意思疎通を図り、適切に調整するうえで有効であった。 (4) プロジェクトを通じて、事業実施に必要な約 25,000 ドル相当の資機材が供与された。（添付資料 02 の Annex 06）。先行事業で購入された車両を継続して使用した。これらの資機材や車両はおおむね適切に活用され、維持管理されていた。 (5) 事業終了までに、約 87,000 ドルの在外事業強化費を日本側が拠出する予定である（添付資料 02 の Annex 07）。また、主要な成果品は添付資料 02 の Annex 08 のとおりである。 (6) ドイツ国際協力公社（GIZ）が実施する森林減少の回避による気候変動防止プロジェクト（CliPAD）事業などとの協調出資などを通じて、各種の研修プログラムやワークショップ、セミナー、研修旅行の実施を支援した。 (7) 17名の事業関係者が本邦研修に参加した（添付資料 02 の Annex 09）。研修参加者は、学習内容を業務に活用していることを確認した。
相手国側: a. C/P 職員とその費用 b. プロジェクト執務室とその他の事務費用 c. その他の事業実施費用	(1) DOF はプロジェクトディレクターとプロジェクトマネージャーを任命した（添付資料 02 の Annex 10）。 (2) 省庁再編後（DFRM 設立後）、中間レビューで DFRM の職員 2 名がプロジェクトとのターゲットグループに追加され、C/P と同様の役割を担った。 (3) JICA と Sida が協調して実施した先行事業（FSIP）のスウェーデン国際開発協力庁（Sida）の余剰資金 275,695 ドルを活用し、C/P 職員の費用などを負担した。ラオス側のプロジェクト実施費用の合計負担額は不明

投入	結果の要約
	<p>であった。C/P の旅費や宿泊費はプロジェクト（日本側）が負担した。</p> <p>(4) 県レベルでは、パイロット事業を実施している3県の県農林局（PAFO）に担当職員がひとりずつ指定され、パイロット活動や現場レベルの研修活動などを支援した。</p> <p>(5) DOF は首都ビエンチャンに適切なプロジェクト執務室を提供し、その維持管理費（光熱費など）を負担した。</p>

2-2 活動の実績

実際の状況変化に則して事業活動を柔軟に実施し、活動の実績は**おおむね計画どおり**であったといえるが、活動1-5「森林セクターへの既存の資金源確保の仕組み（例：森林開発基金）の改善の検討を行う」は実施しなかった。

活動1-1は「次期農林省5カ年計画（2016-2020）の策定にとりかかる」であったが、2016年から2020年を対象とした次期5カ年計画の策定は、事業期間中に開始されず終了後に始まる見込みである。プロジェクトは、FS2020のレビューを支援し、その結果が将来次期5カ年計画に反映されることが期待される。

PDMの活動2-1であった「REDD+を含む森林セクターの戦略的優先事項を実施するために必要な法令及び運用細則を整備し、普及させる」は、中間レビューの結果、活動1-2へ移動することとなった。一方、活動2-3「森林への投資に係る企画/提案書の評価システムを整備する。」は、ラオス政府が森林利権の付与を一時停止する措置を取っていることから、2013年10月に開催されたJCCでの決定を受けて、PDMから削除された。

活動1-5「森林セクターへの既存の資金源確保の仕組み（例：森林開発基金）の改善、及びその他の追加的資金確保の仕組み〔例：環境機能支払（PES）〕の検討を行う」は、2013年10月に開催されたJCCの協議の結果、「森林セクターへの既存の資金源確保の仕組み（例：森林開発基金）の改善に関する協議をファシリテートする」と修文された。しかし、スウェーデン政府と世界銀行が協調して支援する持続可能な森林管理・地域開発プロジェクト（Sustainable Forestry and Rural Development Project：SUFORD）事業や、世界銀行が実施するラオス環境社会プロジェクト（Lao Environment and Social Projects：LENS）事業などが、森林セクターの歳入改善や生態系サービスへの支払い（Payment for Ecosystem Services：PES）の制度検討に取り組んでいるため、活動1-5は実施されなかった。

プロジェクトでは、POがJCCなどで公式に協議されることはなく、POに類似した年間活動計画（Annual Work Plan：AWP）を策定して、それに則って活動を実施した。

2-3 成果の実績

このセクションでは、PDMにある「成果」の指標ごとにプロジェクトの実績を評価した結果の概要をまとめた。

2-3-1 成果1の実績

成果1：REDD+を含む森林セクター管理のための政策策定、制度設計能力に係るDOFの能力が向上する。

成果1は全体として**おおむね達成された**。プロジェクトの支援により、FSSWGや国家REDD+

タスクフォース（National REDD+ Taskforce：NRTF）などの森林セクターにとって重要な制度・機構の管理運営能力が向上した。一方、事業期間中に DFRM が設立し、NRTF が改組され、DFRM 下に新たな REDD 課が作られたことにより、REDD+推進のための能力向上に追加作業が生まれ、遅れが生じた。また、プロジェクトの支援で作成したいいくつかの法規法令や指針の素案は、継続支援されず、制度化していない。

指標	主な実績
<p>1-1. 次期農林省 5 年計画（2016-2020）策定のために必要なデータ収集と関係者協議が行われる。</p> <p>「おおむね達成」</p>	<p>(1) 本報告書の 2-2 にあるように、次期 5 年計画は事業終了後に策定が開始する。</p> <p>(2) プロジェクトは、FS2020 の達成状況をレビューするために、ローカルコンサルタントを雇用して木材や非木材林産物の流通、代替作物の生産、マクロ経済データ、その他の統計情報など、林業セクター業績指標（Forestry Sector Performance Indicators：FSPI）に関連する詳細なデータを収集している。</p> <p>(3) データ収集の計画と手法・プロセスは、FSSWG で協議され、FSSWG メンバーのデータ収集に関する能力向上にもつながった。</p> <p>(4) 合同終了時評価時点では、データ収集が進行中で、2014 年 5 月に終了する予定である。収集されたこれらのデータは、次期 5 年計画策定にも有用となると予想される。</p> <p>(5) FS2020 のレビューを通じて、関係各機関にある既存データの不足と、その精度に問題があることが明らかとなった。国連商品貿易統計データベース（UNCOMTRADE）や国連食糧農業機関（FAO）などの国際機関のデータも活用している。</p>
<p>1-2. 必要な法令及び運用細則が整備される。</p> <p>「一部達成」</p>	<p>(1) ラオス政府は、ドイツ（GIZ）による CliPAD 事業の支援を受けて森林法の改訂に取り組んでおり、プロジェクトとしても改訂に関する協議会費の一部負担や改訂版のドラフトに対するコメントを行い貢献した。法務機関による精査など、改訂プロセスに時間を要しており、終了時評価の時点では、公開協議や県レベルの協議、意思決定者内部の協議などが進行中であった。改訂の最終化に関する期限は設定されていない。</p> <p>(2) Salavanh 県の 4 郡（Khongxedoh と Lakhonpheng、Vapi、Toumlan）において、40 の村落林ユニット（VFU）¹創始のフィールド活動の経験をもとに、2011 年に「VFU 創始に関する指針」の素案策定を支援した。指針案では、VFU を 3 つすべての林地区分で創始できるようにすることを意図していた。しかし、素案策定後間もなく、Protection Forests と Conservation Forests の所掌が新たに創設された DFRM に移管され、Production Forests の管轄は DOF に残ることとなり、策定された素案が新しい森林行政体制にそぐわないものとなった。スウェーデンと世界銀行の支援による SUFORD 事業で Production Forests における VFU 創始の指針を策定しており、2004 年に正式に承認されているなか、これを参考として Protection Forests と Conservation Forests における指針を別途策定するとみられている。</p> <p>(3) Luang Prabang のモデル地域における試みをもとに、「森林境界標と境界杭の設置プロセスと手法に係る指針（通達）」の素案が、プロジェクトの支援によって 2011 年に策定された。Protection Forests と Conservation Forests の境界確定の権限が DFRM に移管したため、素案の最終化と承認は実現しなかった。</p>

¹ 森林管理に係る村落組織

指標	主な実績
	<p>(4) 国家レベルや県レベルの協議を通じて、林野監査局（DOFI）の「森林法執行戦略」の素案策定を支援した。この素案は、2013年2月に「森林資源査察戦略活動計画」として正式に承認・公布された。しかし、DOFIの役割と権限がDOFとDFRM〔県レベルではPAFOと県天然資源環境事務所（PONRE）〕に2分され、このPOは実施されていない。</p>
<p>1-3. 林野局職員による県森林課職員を対象とした県レベルの活動計画策定への指導が行われる。</p> <p>「おおむね達成」</p>	<p>(1) 年間活動計画（APO）策定に関するワークショップを北部地域と南部地域でそれぞれ1回ずつ実施し、17のすべての県で実地研修を支援した。</p> <p>(2) 2011年にMAFの5カ年計画が始まり、PAFOが国家計画をもとに独自の5カ年計画とAPOを策定する必要があったので、PAFO職員に対する研修やワークショップを支援した。17県すべてのPAFOが5カ年計画とAPOを策定した。</p> <p>(3) APOとそのレビューに関する能力が一部の職員に身に付いたことを確認した。</p>
<p>1-4. 国家REDDタスクフォースが活動的である。</p> <p>「おおむね達成」</p>	<p>(1) プロジェクトはローカルコンサルタントを雇用し、REDD準備計画（R-PP）の枠組みマトリックスと森林投資プログラム（FIP）の補助資料策定を支援した。R-PPは世界銀行に提出されて承認され、FIPも部分的に承認された。</p> <p>(2) プロジェクトの支援により、NRTFの会合はDOFのもとで3回開催された。</p> <p>(3) 責任と権限がDOFからDFRMへ委譲される間、NRTFは約1年半の間休止状態であった。プロジェクトの支援により、2014年1月に初めてDFRMのもとで第1回目のNRTF会合を開催し、NRTFは再び活性化した。</p> <p>(4) NRTFの会合が1年半停止していた間、関係ドナーやラオス側の重要な政策決定者が参加する「REDDに関する非公式な提言グループ（IAGR）」をプロジェクトが主導し、REDD推進に必要な活動に関する協議を継続した。</p> <p>(5) 再スタートしたNRTFの委任事項〔業務指示書（Terms of Reference：TOR）〕草稿とメンバーの再構成を支援した。DFRM下のNRTFの有効性は今後注視を要する。</p> <p>(6) NRTFの事務局として、2012年にDFRMにREDD課が設立された。2013年7月から常勤の課長が任命され、能力向上を支援している。</p> <p>(7) 国家REDD事務所（NRO）とその作業部会の委任事項（TOR）の素案作成を支援した。NROはまだ正式には設立されていないが、REDD関連の国の窓口となる予定である。行政令などによるNROの正式な設立は、森林行政の再編により遅延している。</p> <p>(8) CliPADと共同で3日間のREDD+研修を実施した。また、DOFとDFRMの各REDD課に対して日常的な技術支援を行った。</p> <p>(9) 国際的・国内的に要求される会合の開催や関係機関との調整、意思決定、活動実施などに関する能力を、各REDD課（特にDFRMのREDD課）が強化する必要があることを確認した。</p> <p>(10) プロジェクトは、世界銀行の森林炭素パートナーシップ基金（FCPF）の円滑な立ち上げを支援する予定である。FCPFの援助協定は数カ月以内に署名される見通しである。</p>
<p>1-5. 森林セクター・サブワーキンググループ</p>	<p>(1) FSSWGの事務局として、年に2回～4回の会合開催を支援し、議事次第や協議記録、参考資料の作成などをサポートした。FSSWGに</p>

指標	主な実績
<p>の会合が定期的に実施される。</p> <p>「達成」</p>	<p>は、60名以上が参加することもあった。国家円卓会議制度のもとに数多くあるサブセクター作業部会の中でも、FSSWGは最も活動的で効果的であると世界銀行に公式に認められている。</p> <p>(2) 国家円卓会議は、国連開発計画（UNDP）と世界銀行に支援されているラオス政府の制度で、セクター横断的なアプローチを国家開発に導入し、それをドナーが支援することを意図している。首相府が議長となっている最高機関の国家円卓会議を頂点として、各セクター・サブセクターでラオス側とドナー側が同席する作業部会が作られる階層となっている。FSSWGは、天然資源環境セクター作業部会（NRESWG）のもとに置かれたサブセクター作業部会である。各作業部会は、主要なドナー代表者とラオス側の共同で管理運営され、JICA ラオス事務所はFSSWGの共同議長を務めている。FSSWGの議長はDOFの局長が務めていたが、現在はDFRMの局長が務めている。</p>
<p>1-6. 国際・地域会議/セミナー等への出席する林野局職員が、事前準備と事後報告を行う。</p> <p>「達成」</p>	<p>(1) プロジェクトに関係する職員がワルシャワでの気候変動枠組み条約締約国会議（COP19）や本邦研修、その他の気候変動・REDD 関連国際・地域会議に参加することを支援した。参加者はプレゼンテーションを事前に準備し、帰国後は報告書やPOを策定した。</p> <p>(2) 日本人専門家がラオスでの各種ワークショップやセミナーの議事次第や議事録を準備する折に、C/P職員も協力し、そのやり方などを学んだ。</p> <p>(3) プロジェクトでは、中央と地方の職員の英語と文書作成の研修を支援した。</p>
<p>1-7. 年間研修計画に沿って、研修が実施される。</p> <p>「達成」</p>	<p>(1) 上記の指標 1-3と1-6にあるとおり、APOで計画されてJCCが承認した研修プログラムの実施を支援し、研修の実績は毎年JCCに報告された。研修はおおむね年次計画とおりに実施された。</p> <p>(2) 職員は、FS2020のレビューや本邦研修、国際会議などへの参加を通じて森林セクターの国際的な潮流を把握し、各課題を国際的な視点から分析する能力を身につけたことを関係者へのヒアリングを通じて確認した。</p> <p>(3) ラオス国立大学（NUOL）の協力のもと、PAFOやPONRE、郡農林事務所（DAFO）の職員を対象とした提案書作成研修とモニタリング評価研修をXiengkhouang県とVientiane県、Champasak県、Bokeo県、Oudomxay県、Sekong県で実施した。</p>

2-3-2 成果2の実績

成果2：関連戦略・計画（森林戦略2020、気候変動戦略、農林省5カ年計画）において優先度の高い政策を実施管理するための林野局の能力が向上する。

FS2020のレビューを通じて、FS2020の実施に貢献し、国家レベルで実施に携わる職員の能力向上に寄与した。成果2は、現場レベルの政策実施能力の向上が含まれているところ、こうした分野における能力向上活動の実施に対するプロジェクトとラオス側の投入は限られており、支援を始めたものの適切に完了することができなかったケースもあるため、事業の貢献は限られた。したがって、成果2は**中程度達成された**。

指標	主な実績
2-1. 広報・啓発活動が実施される。 「一部達成」	(1) Luang Prabang 県 Luang Prabang 郡の Ban Doung 村と Nabong 村の二つの小学校をモデルとして選択し、DOF 青年団と学校の間で覚書を交わした。学校における植林とその維持管理を支援し、生徒の啓発活動を試みた。本活動に関する記録の管理が十分に行われておらず、活動は単発で終わっている。
2-2. 農林省 5 年計画 (2011-2015) における森林セクター関連政策実施のモニタリング結果が報告される。 「おおむね達成」	(2) 指標 1-3 に記述がある APO 策定時に、前年度の APO のモニタリングとレビューも同時に行い、関係者と共有された。
2-3. 年間研修計画に沿って、県森林課職員を対象とした研修が実施される。 「達成」	(1) 指標 1-3 で記述がある研修プログラムに加えて、農林省国家農林普及局 (NAFES) の協力を得て、ビエンチャン県の職員を対象とした土地利用計画と参加型森林管理に関する研修を 2011 年に実施した。いずれも年間研修計画に沿って実施された。 (2) 県レベル職員の能力が向上したことを終了時評価調査で関係者への聞き取り調査を通じて確認した。
2-4. パイロット活動の成果が普及する。 「一部達成」	(1) 現場レベルの人的・資金的リソースが限られており、終了時評価時点では試行事業は未完了であった。また、パイロット事業の中央レベルでのモニタリングや政策支援も限定的であったため、この指標の達成度は限定的と判断する。 (2) DOF や PAFO、the Forest Trust (TFT) と協働で、Luang Prabang チーク事業 (LPTP) をパイロット活動として実施した。 (3) LPTP の主な成果は以下のとおりである。 <ul style="list-style-type: none"> • Luang Prabang 県におけるチーク林経営農家組織の開発手法に関する調査を実施した。 • Xiang-Ngeun 郡と Luang Prabang 郡内の 4 村で 5 つの持続的チーク林生産組織を形成した。 • LPTP クラスタ管理計画と地図を作成した。 • 220ha に対する 164 の森林管理計画を策定した。 • 3 村の 90 世帯が参加している、森林管理協議会 (FSC) の集団認証を獲得 (さらに 95 世帯が参加予定) した。 • 60%高い価格で木材を販売 (目標は 100%高い価格) した。 • 30ha のターゲットのうち、25ha を保護価値の高い森林 (HCV) として登録した。 • LPTP のデータベースを開発した。 • 森林減少抑制のための参加型土地・森林管理プロジェクト (PAREDD) やオーストラリア国際農業研究センター (ACIAR) などと調整し、LPTP の活動と成果をモニタリングした。 • 持続的チーク林経営農家組織メンバーへの研修を実施した。 • LPTP の経験をもとに、各種フィールド技術ガイドと標準作業手順書 (SOP) を作成した。 • 中央レベルで、2013 年 12 月に LPTP の評価と成果の普及ワークショップを実施し、フィールド技術ガイドと SOP を配布した。 • 2014 年 6 月に県レベルの普及ワークショップを開催することを計画している。 (4) Salavanh 県の Khongxedoh 郡、Lakhonpheng 郡、Vapi 郡、Toumlan 郡

指標	主な実績
	<p>において、40 の VFU 設立の試行活動を実施し、村落地図を作成した。</p> <p>(5) Bolikhamsai 県の Thaphabat 郡で、Mai-Tiew (<i>Cratoxylon formosum</i>) と呼ばれる樹種を活用した白炭の生産と販売の支援をパイロット活動として行った。炭生産の持続性を担保するために、Mai-Tiew 植栽と村落森林管理計画策定を支援し、制限付き伐採・採取の実現を目指している。</p> <p>(6) パイロット事業の教訓をモデルとして取りまとめ、情報を普及する計画があるが、具体的な日程や手法は未定である。</p>
2-5. FS2020 の実施がレビューされる。 「達成」	<p>(1) プロジェクトで雇用したローカルコンサルタントを活用して、FS2020 のレビューを担当するタスクフォースを立ち上げて運営した。</p> <p>(2) 指標 1-1 の通り、収集したデータをもとに、FS2020 のレビューを支援した。</p> <p>(3) レビューは参加型で実施され、FSSWG 会合時にレビューの進捗や中間報告をおこない、結論概要（案）を配布して FSSWG メンバーからのコメントを求めた。</p> <p>(4) 最終報告書（案）は、2014 年 5 月に関係当局へ提出される予定である。</p>
その他	<p>(1) 日本が支援した森林情報管理プログラム（FIM）、森林保全プログラム（FPP）、PAREDD、持続可能な森林経営（SFM）及び REDD+ のための国家森林情報システム構築に係る能力向上プロジェクト（NFIS）などの関連事業の調整を主導し、これらの事業の連絡協議会を設立して情報共有や情報発信を実施した。</p>

2-4 プロジェクト目標の実績（事業終了時までに達成予定）

プロジェクト目標：森林戦略 2020 及び気候変動戦略（REDD+）の実施が促進される。

本プロジェクトは、関連する 5 年計画の実施に必要な資金を直接支援したわけではない。プロジェクトでは、能力向上を通じて FS2020 や気候変動戦略の実施に必要な仕組みや基盤、制度機構を強化し、実施を推進することを意図していた。したがって、元来の指標に加え、そうした観点をもとに「プロジェクト目標」の達成度確認を行った。FS2020 のレビューや FSSWG の定期協議の支援、NRTF の改編・整備などを行い、計画実施の仕組みや体制が強化されたため、プロジェクト目標は**おおむね達成された**といえる。

指標	主な実績
農林省 5 年計画（2011-2015）のうち、森林セクター関連のプログラムが実施される。 「おおむね達成」	<p>(1) 成果 1 と 2 は、計画や政策、制度の策定能力とそれらの実施能力に関することであるなか、前セクションに記述したとおり、それらの能力の向上がヒアリング等とおして確認された。向上した能力は、実施体制や仕組みの強化に寄与した。</p> <p>(2) CliPAD や SUFORD、PAREDD、NFIS、開始予定の FCPF などの関連ドナー事業の間で、緊密な意思疎通と連携が標準の規範となっていることを確認した。FSSWG や NRTF、IAGR、FS2020 レビュータスクフォースなどの協議の場をプロジェクトが主導することで、こうした規範強化に大きな役割を果たした。</p> <p>(3) 森林行政の再編時、DOF と DFRM の役割と権限の分担に関する両局の協議を仲介し、新たな行政体制の構築に貢献した。一方、新し</p>

指標	主な実績
	<p>い体制は更なる改善と能率化が必要である。</p> <p>(4) 農林省 (MAF) は、DAFO 内に District Forestry Unit を創設し、現場レベル (村クラスター毎) に Range Office を創設した。これらは、「Sam-Sang」と呼ばれる国家地方分権化政策の一部である。二つの新たな組織の設立により、森林行政が住民により近くなり、その有効性が向上した。プロジェクトが支援した現場レベルの協議がこうした組織改新に寄与した。</p> <p>(5) 指標 1-3、1-7、2-2、2-3 にあるとおり、5 年計画や APO の策定やレビューの現場支援を通じて、PAFO などの地方レベルの行政能力が向上し、中央と地方の意思疎通も強化された。一方、省庁再編後の地方レベルの行政は中央以上に混乱し、更なる整備が必要である。</p> <p>(6) 指標 1-5 にあるとおり、プロジェクトは FSSWG の運営を支援し、関連 5 年計画の実施に関する重要な意思決定が FSSWG で行われた。また、国家円卓会議の仕組みは、全体としては多くの改善の余地があるなか、FSSWG は円卓会議制度が適正に機能する一例を示した。</p> <p>(7) 農林省 (DOF) 5 年計画の重要課題のひとつが REDD+ の推進であるが、先の指標 1-4 の通り、プロジェクトはラオスにおける REDD+ 推進の組織制度を強化した。</p> <p>(8) FS2020 には、農林省 5 年計画に関連する目標や行動計画が多く含まれており、FS2020 レビューの主導を通じて、結果的に 5 年計画の実施に寄与した。また、CliPAD が実施している森林分野の能力ニーズ分析にも協力した。</p> <p>(9) FS2020 のレビューの結果が次期の 5 年計画 (2016-2020) に反映されれば、更に大きな成果となる。</p>

2-5 上位目標の実績見込み (事業終了から 3 年から 5 年以内に達成予定)

上位目標：ラオス国において、持続可能な森林管理が促進される。

本事業の詳細計画策定時及び事業期間中に、上位目標の指標とデータ入手手段 (Means of Verification : MoV) が最終化することはなかった。2013 年 10 月に開催された JCC でプロジェクト側から指標と MoV を提案したが、合意を見なかった。そこで、終了時評価調査団が適当な指標と MoV を提言し、その達成見込みを評価した。調査団が提案した指標と MoV、その達成見込みの評価は以下のとおりである。

提案する指標	提案するデータの入手手段	達成見込みの評価
1. FS2020 が参加型のプロセスを通じて更新 (修正、改訂、期間延長など) される。	<ul style="list-style-type: none"> - 更新された FS2020 - 各種議事録 	<p>(1) FS2020 の更新方法に関して、関係者の間で既に協議が始まりつつある。</p> <p>(2) FS2020 とその評価分析手法に関して、関係当局は更に理解を深める必要がある。</p>
2. FS2020 の進捗が中央と地方レベルで定期的にモニターされる。	<ul style="list-style-type: none"> - モニタリング活動に関する資料 - 中央・地方レベルで FS2020 のモニタリングに参加した関係者への聞き取り調査 	<p>(1) 同上</p>

提案する指標	提案するデータの入手手段	達成見込みの評価
3. 更新されたFS2020が次期関連5カ年計画策定時に参照される。	- 次期関連5カ年計画 - 関連5カ年計画策定に関与した関係者への聞き取り調査	(1) ラオス政府の最重要政策のひとつである、2020年までに森林被覆率を70%以上にす る目標への対策がFS2020に示されてい る。 (2) 次期5カ年計画策定までにFS2020の更新 作業が完了するか、不透明である。
4. FS2020のレビューの結果が、国家REDD戦略策定時の協議に反映される。	- 国家REDD戦略 - 関連する議事録 - 聞き取り調査	(1) DFRMはFCPFの支援を受けて戦略を準備 する予定である。ただし、戦略策定に関す る具体的な期限などは未定。 (2) ラオスのREDD関連の組織制度は、今後 更に強化される必要がある。

現在の外部条件などを考慮すると、提言した指標は全体として**達成可能**である。上位目標の達成のためには、ラオス側の更なるコミットメントと能力向上が重要となる。

2-6 ターゲットグループと対象地

2012年9月の中間レビュー時に開催されたJCCによって、DFRMが正式にターゲットグループのひとつに加えられ、議事録（ミニッツ）が関係当局によって署名された。

Luang Prabang 県のチーク林推進と Salavanh 県の VFU 設立に加えて、Bolikhamsai 県で持続的な白炭生産販売を支援するパイロット活動を開始した。Bolikhamsai 県では既に白炭の生産販売を行った実績があり、こうした対象地の選定は合理的で適正であったといえる。

Luang Prabang 県は、技術協力 PAREDD の対象地にもなっているなか、二つの事業の役割分担を活動毎に行った。

2-7 実施プロセスと枠組み

2-7-1 プロジェクト関係者と利害関係者間の意思疎通と調整

日本人専門家同士緊密に意思疎通を行い、日本人専門家と C/P は同じ庁舎に事務所を構えていたため、日常的にコミュニケーションをとった。

事業開始当初、PCM 研修専門家が派遣されたにも関わらず、第1回目のJCCは2012年の中間レビュー時まで開催されなかった。第1回目のJCCを事業開始後6カ月以内に開催し、プロジェクトの枠組みや詳細活動計画、優先事項などを協議して、PDM や PO のバージョン 01、APO などを策定・承認すべきであった。

プロジェクトディレクターが長期間不在で、その間 DOF の次長がプロジェクトディレクターの代理を果たした。プロジェクトマネージャーは2回交代し、現在のプロジェクトマネージャーは3人目である。

2-7-2 資料作成と報告

日本人専門家は半年ごとに実施運営総括表を作成し、任期ごとに業務完了報告書を作成して提出した。プロジェクトの成果品は執務室で適正に管理され、C/P と共有されている。プロジェクトでは各種の議事録（R/D）などを準備・管理した。ローカルコンサルタントを活用して調

査報告書を作成したケースもあった。

一方、主要な研修プログラムやワークショップ、セミナーなどに関する自己評価や参加者による評価などが実施されないことが多く、報告書が作成されていないものもあった。また、一般的に現場レベルのパイロット活動に関する資料・記録が不足していた。

2-7-3 広報

プロジェクトでは、公式ウェブサイトやソーシャル・ネットワーキング・サービス（Social Networking Service：SNS）などは作成せず、定期的なニュースレターも発行しなかった。作成した小冊子や技術報告書などの数も少ない。COPのような国際イベントで、プロジェクトの成果や情報を発信すると良かった。

2-7-4 他事業との連携

本報告書の前セクションに記述があるとおり、他のドナー事業と適切に調整・連携しながら事業を実施した。

2-7-5 環境社会配慮

事業実施に起因する顕著な環境・社会影響はなかった。パイロット・プロジェクトでは、女性の積極的な参加が促された。ラオス国の森林管理体制を強化することで、プロジェクトは環境保全に貢献した。

2-8 効果発現に貢献した要因

JICA ラオス事務所が共同議長を務める FSSWG が事業開始当初から設立されており、FS2020 も制定され、事業実施中に大臣令により NRTF が創設されるなど、事業実施に必要な基本的制度体系がラオス側によって整備された。

また、日本政府が実施した環境プログラム無償事業で必要資機材や車両などが購入され、それらを有効活用することができた。ラオス政府により DOF の庁舎内に適切なプロジェクト執務空間が提供された。

2-9 問題点及び問題を惹起した要因

Protection Forests と Conservation Forests の管理を所轄する天然資源環境省（Ministry of Natural Resources and Environment：MONRE）下の DFRM と、MAFにある DOF の間の詳細な所掌分担は2011年の行政再編当初は不明な点が多く、明確化の必要があった。権限の移管や職員の異動に伴い、重要な組織的経験や知見、資料などが失われた。REDD+推進や FSSWG の運営、FS2020 のモニタリングなどの役割や管轄の分担に関して、DOF と DFRM の間の合意形成に時間を要し、新しい職員の能力向上にも時間を要している。

第3章 評価結果

評価5項目に基づく評価結果の要約は以下のとおりである。

3-1 妥当性 高い

- (1) 日本及びラオスの関連重要政策は、中間レビュー時から大きな変更はなく（中間レビュー時の「妥当性」に関する評価は「高い」であった）、プロジェクトはラオスに対する日本の国別援助方針にも合致している。
- (2) 気候変動の緩和に関する重要な活動として、森林セクターの適切なガバナンスと REDD+の推進が国際的・国内的に重要視されており、本事業の必要性が高まっている。
- (3) また、ラオス森林行政の再編（DFRMの創設）にあたり、本事業のような政策支援型事業の必要性が増加した。
- (4) 事業の全体計画は適切であったが、PDMの論理的構造を更に手直しすると良かった。PDM上、事業で焦点を当てる政策分野があいまいで、パイロット・プロジェクトの目的も不明確であった。

3-2 有効性 やや高い

- (1) 本報告書のセクション2-4にあるように、関連5カ年計画の実施のための仕組みや制度機構の強化に寄与し、FSSWGの運営に対する支援やFS2020のレビュー、NRTFの再編と機能強化、PAFOの年次計画策定支援、他ドナーとの協議の主導などを通じて重要課題に対処した。特に、プロジェクトが事務局を務める森林セクターのFSSWGは、国家円卓会議制度のもと数多くあるサブセクター作業部会の中でも、最も活動的で効果的であると世界銀行が評価した。
- (2) また、2011年に始まった森林行政再編の支援を行い、MONREの中にDFRMが創設されたことを受け、その整備を促した。新しい森林行政の体制は更なる強化と整備が必要であるが、プロジェクトの支援とファシリテーションにより、DOFからDFRMへの責任・権限移譲が促進されたことがうかがえた。
- (3) プロジェクトでは、各種研修プログラムやセミナー、ワークショップ、国際スタディツアー（ベトナムなど）、日常的な指導などの実施を通じて、C/Pの能力向上を実現した。向上した能力により、「プロジェクト目標」の達成が促進された。
- (4) 一方、REDD+の推進に関する能力向上は、森林行政の再編や連携予定であった世界銀行のFCPF事業の開始遅延などにより滞った。また、パイロット活動が「プロジェクト目標」達成に発揮した効果が不明であった。

3-3 効率性 やや高い

- (1) 全般的に、日本人専門家や携行機材、供与資機材、事業費などの投入はおおむね適正に活用され、セクション2-3にあるとおり、想定していた成果をおおむね達成し、C/P組織の能力向上に貢献した。
- (2) 事業活動は、他のドナー事業と十分に調整しながら実施され、情報共有や意見交換、活動の共同実施・出資などが頻繁に行われた。その結果、関連事業との相乗効果・シナジーが生まれ、プロジェクトのリソースや技術的投入が効率的に活用された。
- (3) 一方、一部の事業活動は、妥当な帰結を見ないものもあり、事業全体の目的や成果との整合性が取れないものもあった。例えば、プロジェクトの教訓をもとにVFU設立の指針（案）の草稿を支援し、林地境界確定の指針（案）策定や学校における環境教育活動などを実施したが継続されず、結論に達することはなかった。これらは、プロジェクト実施期間中に森林行政が再編されたことや、事業活動に対してDOFやプロジェクト側に計画的なアプローチが不

足していたことが一因と考えられる。

- (4) 現場レベルのパイロット・プロジェクトを通じて、県・郡レベルの C/P の能力は向上したものの、結果をモデルや政策、仕組みとして系統化し、主流化されてこそ、プロジェクト全体の目標達成につながるといえる。

3-4 インパクト 顕著な負のインパクトは認められず、正のインパクトはやや高い

- (1) 環境や社会的弱者の社会経済・文化に対する顕著な負のインパクトはみられなかった。
- (2) プロジェクトの「上位目標」は SFM の推進であるところ、国際的に認知されている SFM の主題分野である「法体系と政策、制度枠組みの整備」に寄与し、ラオスで SFM を促進する基盤づくりを確実に支援した。以上は、正のインパクトと評価できる。
- (3) 優先政策課題は時とともに変化することを勘案し、事業実施に柔軟性を持たせるため、REDD+関連の課題以外はプロジェクトで焦点を当てる政策課題を PDM 上明確にしなかった。その結果、PDM にある指標の表現に明確さを欠くものもあり、「上位目標」の指標は設定されなかった。また、中間レビューまで PDM が改訂されることはなく、事業の焦点が定まらなかった点是否めない。例えば、「効率性」で述べたとおり、開始はされたが継続されず、事業目的につながる合理的な結論に達しなかった活動が散見された。プロジェクトが特定の政策課題に焦点を当て、パイロット・イニシアティブを政策に主流化する試みをしていれば、可視的な事業インパクトがさらに増したと予想される。

3-5 持続性 やや高い

- (1) プロジェクトでは、事業成果の持続性担保の基礎となる組織や制度、職員の能力などを強化した。
- (2) 他ドナーのラオス森林セクターにおける現時点でのコミットメントを考慮すると、支援がしばらく継続すると思われる。現在の状況が継続するようであれば、ラオス森林セクターにおける本プロジェクトの成果は継続的に活用され、重要となり続ける。
- (3) 森林セクターにおける気候変動の課題は、国際的・国内的に重要度を増しており、ラオス政府はこうした課題へ対応することがより一層求められる。ラオスでは、主要な温室効果ガスは森林セクターから排出されているが、ラオス政府の森林行政に対する予算は限定的である。したがって、森林管理に必要なリソースを持続的に創出するうえで、REDD+に潜在性を見出している。そうした意味で、プロジェクトの成果は、ラオス森林セクターで重要な意味を持ち続けることが予想される。
- (4) 一方、事業の途中で森林行政が大幅に再編され、多くの職員が異動するなど、行政の不安定さが垣間見られた。将来再びこうしたことが起こる可能性も排除できず、プロジェクト活動を安定して継続するうえでのリスクを内在しているといわざるを得ない。
- (5) また、事業成果を持続する活動の費用を捻出するためには、ラオス側の財政能力を更に強化する必要がある。パイロット活動の持続性は不明で、持続性を担保するためにもパイロット活動の教訓を政策や予算措置に反映させるべきであった。

第4章 結論

プロジェクトは、森林行政の再編やC/Pの変化に柔軟に対応し、想定されていた成果をおおむね上げることができた。FSSWGの運営やFS2020のレビュー、REDD+の推進、関連機関の年次計画策定支援、パイロット・プロジェクトなどを具体的なツール・手段として、日本人専門家とローカルコンサルタントによる日常的な指導を通じてC/Pの能力向上に貢献した。プロジェクトが支援した研修プログラムやワークショップも全体として効果を上げており、これらの貢献はラオス側から高く評価されている。プロジェクトの実施は**満足できる**ものであった。

プロジェクトは、県レベルでは年次計画策定の支援を行い、中央レベルではFS2020のレビューのためのタスクフォースを設立して、レビューに必要なデータ収集、FSSWGでの協議のファシリテーションやフォローアップを行うことで、関連5カ年計画やFS2020、年次計画の実施に必要な制度機構や協議の場、仕組みなどを強化した。比較的小さなラオスの森林セクターに多くのドナーが支援を行っている特殊事情のなかで、参加型の手法を採用し、各関係者が同じテーブルに集い、調整しながら協調することをプロジェクトが主導した。ラオスの森林セクター関係者のなかで、プロジェクトの存在感が強く感じられている。積極的な広報や出版などがあれば、より広くラオス国内外にも認知されたであろう。

これらの実績は、関係者とC/Pの協力のもとに実現した。DFRMの創設とそれに伴う森林行政の再編は、プロジェクトが更なる実績を上げるうえで障害となったが、REDD+に関する事案も含め、DOFの一部の役割と責任をDFRMへ移管する過程をプロジェクトが支援し、プロジェクトの存在意義が増す結果になった。パイロット・プロジェクトや一部の法規・法令強化支援などが妥当に帰結する必要がある、また特定の政策課題に焦点を当てていれば、更に目に見えるインパクトを生むことができたであろう。

以上から、本プロジェクトはプロジェクト期間で終了することが適当である。

第5章 提言

(当該プロジェクトに関する具体的な措置、提案、助言)

〈プロジェクトに対して〉

(1) FS2020 のレビュー

進行中の FS2020 のレビューを更に推し進め、次期の関連 5 年計画や第 8 次国家社会経済開発計画の策定に間に合わせること。

(2) 国家 REDD+戦略の策定に対する継続支援

DOF と DFRM の調整を通じて NRTF の強化を継続し、今後策定が想定される国家 REDD+戦略に対して関係者が同等の理解を持つように事業終了まで支援すること。また、FCPF コンサルタントの TOR に対して、REDD+の推進に関連する他の JICA 事業の意見を取りまとめること。

さらに、REDD+の推進に対するプロジェクト支援のプロセスと結果、教訓などを、他事業の参考となるよう資料に取りまとめること。

(3) パイロット・プロジェクトのフォローアップ

プロジェクトで支援した現場レベルでのパイロット活動の取り組みを適切にモニターし、事業終了までに可能な限り帰結させること。

(4) プロジェクト成果の広報と可視化

下記の主題に関して、事業活動を今一度精査して分析し、総括して冊子や技術手引書などに取りまとめて出版し、最終ワークショップなどを通じて広く配布すること。

i) FS2020 の進捗に関するレビューのプロセスと結果

ii) 私有林の推進や中山間地における生計向上、村落林の適正管理に関するパイロット・プロジェクトからの教訓と政策提言

iii) プロジェクトで採用した能力向上手法

上記を事業終了までに完了するために、必要に応じてローカルコンサルタントを雇用する可能性を模索し、他ドナー事業との連携も視野に入れること。

(5) 財政機構の強化

他ドナーが既に実施した調査などを参照して、ラオスの森林セクターにおける財政機構や制度の現状に関する概要を取りまとめ、鍵となる課題を特定して対策を考察し、業務完了報告書に含めること。

〈相手国側に対して〉

(6) 森林セクターにおける継続した能力向上

DFRM や DOF の REDD 課を含む関連部局に対して適切な質と数の職員を配置し、十分な予算を配分して森林管理と REDD+推進の能力を更に強化し、事業成果の持続性を担保すること。頻繁な職員の異動を避け、継続性を確保し、職員の知識と経験、技術が適正に共有される体制を取ること。

(7) 森林セクターの継続的な制度機構整備

ラオス政府は早急に国家 REDD 事務所 (National REDD Office : NRO) を設立すること。また、各種林地の境界確定に関する指針を正式に定め、境界確定を更に推進すべきである。ラオス政

府は改訂森林法を早急に最終化し、正式な承認過程を完了すること。

(8) FS2020 のレビュー結果の活用

ラオス政府は、FS2020 のレビュー結果を次期関連 5 年計画や第 8 次国家社会経済開発計画を含む計画や政策に反映させること。

<日本側に対して>

(9) プロジェクトの教訓の活用

本プロジェクトからの教訓を次期事業の計画に取り込むこと。ラオスの森林セクターにおいて、協調し合っているドナーグループの責任ある一員として、プロジェクトが今まで担い、他ドナーや C/P が期待している重要な役割を考慮すること。

第6章 教訓

(当該プロジェクトから導き出された他の類似プロジェクトの発掘・形成、実施、運営管理に参考となる事柄)

(1) 適切な PCM

REDD+等国際社会の議論により大きく影響を受けるものをプロジェクト対象とする場合、状況の変化に柔軟に対応する必要があると同時に、適切な事業モニタリングと評価のための指標を設定すべきである。柔軟性と明確さの両方を実現するために、定期的な JCC の開催や、PDM や PO の周期的な見直しを実施することが重要である。また、事業計画時や実施期間中に、必要に応じて C/P 組織や職員の追加・変更を検討することも重要である。

(2) インパクトの担保

プロジェクト前半に実施した活動が引き継がれず、活動の位置づけが明確でないものがあった。事業計画時に優先政策課題を特定し、プロジェクトの焦点を明確にし、それを共有することが必要である。また、作業部会やタスクフォース、非公式審議グループなどの調整機能は、その運営を適正に管理すれば、事業の相乗効果を創出し得る。

(3) パイロット活動の目的の明確化

モデル活動の結果が汎用性のあるモデルや実行可能な方法論などに取りまとめられ、政策に主流化されるまでに至らなかった。現場レベルのモデル活動を事業に含める場合は、それが合理的な結果と成果につながるかを、事業計画時に特に留意すべきである。

(4) REDD+のための教訓

REDD+推進のプロセスを適正に記録し、目に見える成果や資料を作成することが重要である。REDD+推進に関連する利害関係者は多様なため、適正な調整は不可欠で、それらの利害関係者全体が、REDD+推進における課題につき共通理解を持っている必要がある。そのためには、NRTF のような多機関による協議の場を強化し、定期的に会合を開催することを支援する意義は大きい。

添 付 資 料

- 添付資料 01 協議議事録 (Minutes of Meetings)
- Attached Document: Main Points Discussed
- Revised PDM (Version 04)
- 添付資料 02 Joint Terminal Evaluation Report (合同終了時評価報告書 - 英文)
- Annex 01 Schedule of Joint Terminal Evaluation Mission
 - Annex 02 Project Design Matrix (Version 03)
 - Annex 03 Evaluation Grid
 - Annex 04 List of People Interviewed during Joint Terminal Evaluation
 - Annex 05 Assignment of Japanese Experts
 - Annex 06 List of Equipment and Machinery procured by the Project
 - Annex 07 Allocation of Local Activity Cost by JICA
 - Annex 08 Key Deliverables of Project
 - Annex 09 List of Participants for Training in Japan
 - Annex 10 List of Counterpart Personnel
- 添付資料 03 収集資料リスト
- 添付資料 04 団員所感

MINUTES OF MEETINGS
 BETWEEN JAPAN INTERNATIONAL COOPERATION AGENCY
 AND
 AUTHORITIES CONCERNED OF THE GOVERNMENT OF
 THE LAO PEOPLE'S DEMOCRATIC REPUBLIC
 ON
 JAPANESE TECHNICAL COOPERATION
 FOR
 FORESTRY SECTOR CAPACITY DEVELOPMENT PROJECT IN LAO P.D.R

With regard to Record of Discussion agreed and signed on 31 August 2010, the Joint Terminal Evaluation (hereinafter referred to as "the Evaluation") for the Forestry Sector Capacity Development Project in Lao P.D.R (hereinafter referred to as "the Project") was conducted from 15 February to 11 March 2014.

Based on the recommendation of the Evaluation, and the approval at 3rd Joint Coordinating Committee held in 11 March 2014, Japan International Cooperation Agency (hereinafter referred to as "JICA") and Lao authorities concerning approved on the matters referred to in the document attached hereto.



Mr. Koichi Takei
 Chief Representative
 Laos Office
 Japan International Cooperation Agency



Vientiane 11 March 2014

Mr. Khamphay Manivong
 Acting Director General
 Department of Forestry
 Ministry of Agriculture and Forestry

THE ATTACHED DOCUMENT

Main Points Discussed

1. Result of Joint Terminal Evaluation

The final evaluation report was distributed to the JCC members (see "Attachment"), and the summary of evaluation result was presented by the Joint Terminal Evaluation Teams, along with a set of recommendations and lessons learned. Participants agreed on the proposal of the Joint Terminal Evaluation.

2. Revision of PDM (Project Design Matrix)

The team proposed revised PDM, which proposes Objectively Verifiable Indicators (OVIs) and Means of Verification (MoV) for Overall Goal. The JCC has accepted the recommendations and decided to adopt them (the revised PDM Version 04 is attached to this document).

3. Seamless Support to Forest Sub-Sector Working Group(FSSWG), review of Forestry Strategy 2020 and the National REDD Taskforce

JCC recognized that FSCAP had been playing important roles in coordinating concerned stakeholders in the forestry sector, supporting FSSWG, reviewing FS2020 and assisting the National REDD Taskforce. JCC confirmed that seamless support by JICA needs to continue beyond the project period, JICA expressed their commitment to continue its support.

END

Project Design Matrix (Version 04)

Date: 11 March 2014

Project Title: Forestry Sector Capacity Development Project

Duration: October 2010 – September 2014 (4 years)

Project Site: Lao PDR

Target Group: Forest sector administration at central/provincial/district level such as:

Department of Forestry, Ministry of Agriculture and Forestry;

Department of Forest Resources Management, Ministry of Natural Resources and Environment

Implementing Agency: Planning and Cooperation Division, Department of Forestry, Ministry of Agriculture and Forestry

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p>Overall Goal Sustainable forest resources management in Lao PDR is promoted.</p>	<p>1. FS2020 is updated (e.g., modified, revised and/or extended) through a participatory process. 2. The progress of implementation of FS2020 is monitored regularly at the national and sub-national levels. 3. The results of FS2020 review are referred to during the next Five-Year Planning. 4. The results of FS2020 review are reflected in the discussions during the preparation of the National REDD Strategy.</p>	<p>1. FS2020 itself, Minutes of meetings 2. Documents regarding the monitoring activities, Interview survey 3. Five Year Plan of concerned ministries, Interview survey with concerned stakeholders who participated in the Five-Year Planning and monitoring of FS2020 at the national and regional levels 4. The strategy itself, Minutes of meetings, Interview survey</p>	<p>- Basic policy of Government of Lao PDR on national socio-economic development does not change.</p>
<p>Project Purpose Implementation of Forestry Strategy 2020 (FS2020) and Strategy on Climate Change especially REDD+ is promoted.</p>	<p>The programs relevant to forestry sector, set by the MAF 5 year plan (2011-2015), are implemented.</p>	<p>Review of the MAF 5 year plan (2011-2015)</p>	<p>- FS2020 can meet the new development challenges emerged in the forestry sector.</p>
<p>Output 1. Capacity of forest sector administration for formulating plans, policies, and institutional framework for forestry sector management including REDD+ is improved.</p>	<p>1. The appropriate data collection and stakeholder consultation for the next 5 year plan are conducted. 2. Necessary legislation and guidelines are prepared. 3. Seminars/consultations for provincial staff about provincial action plan formulation are conducted. 4. National REDD Task Force (NRTF) is active.</p>	<p>1. Project reports 2. Prepared legislation and guidelines (e.g. law, decree, instruction) 3. Records of the seminars/consultations, Project reports 4. Minutes of NRTF meeting</p>	<p>- Forest sector administration staff whose capacity is improved continues to work. - Forestry sector stakeholders are not uncooperative toward FS 2020 implementation. - International donors continue</p>

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
	5. Forestry Sub-Sector Working Group (FSSWG) is held (at least twice a year). 6. Forest sector administration staff is able to prepare necessary documents for the workshop/meeting before participation and report after participation. 7. The training is held according to the annual work plan.	5. Minutes of FSSWG 6. Preparation documents and reports of the workshop/meeting, Project reports 7. Training records, Project reports	to support FS 2020 implementation. - No drastic change in the structure of forest sector administration.
<u>Output</u> 2. Capacity of forest sector administration for managing implementation of selected strategic policies, which identified as high priority in the FS 2020, Climate Change Strategy, and the MAF 5 year plan, is improved.	1. Awareness-raising activities are conducted. 2. Monitoring of the policy implementation in the forestry sector under the MAF 5 year plan is reported. 3. The training for provincial staff is held according to the annual work plan. 4. Outputs of the pilot projects are disseminated. 5. Implementation of FS2020 is reviewed.	1. Project reports Records and materials of the activities (e.g. publication, video, campaign) 2. Project reports 3. Training records, Project reports 4. Project reports 5. Report of the mid-term review for FS2020	
Narrative Summary	Inputs		Important Assumptions
	Japan	Lao PDR	
<u>Activities</u> (Output 1) 1-1. To facilitate formulation of the MAF 5 year plan 1-2. To facilitate formulation of necessary legislation and guidelines for implementing the strategic policies including REDD+ 1-3. To assist Provincial Forestry Section in formulating provincial action plan based on the MAF 5 year plan 1-4. To coordinate REDD+ related activities and prepare REDD+ implementation mechanism 1-5. To facilitate the discussion for enhancing funding mechanisms including Forestry and Forest Resource Development Fund (FDF) 1-6. To conduct stakeholder consultations such as FSSWG 1-7. To participate in international and regional workshops/meetings related to forestry issues 1-8. To organize relevant staff training to improve basic competence to conduct above-mentioned activities 1-9. To facilitate coordination of Japan's assistance (Output 2)	<u>Japanese Experts (long-term)</u> - Chief Advisor/ Forestry Policy - Forest Management/ Coordinator - REDD+ advisor <u>Japanese Experts (short-term)</u> <u>Training</u> Counterpart training in Japan or third country	<u>Counterparts</u> Project Director: - Director General, DOF Project Manager: - Director, Planning and Cooperation Division, DOF Staff of DOF, DFRM/MONRE <u>Facility, Machinery and Equipment</u> Two (2) rooms at DOF in Vientiane Municipality	- DOF and DFRM/MONRE staff who is engaged in the project activities continues to work for the Department

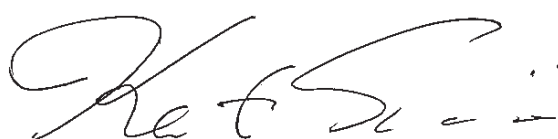
Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
2-1. To disseminate necessary legislation and guidelines for implementing the strategic policies including REDD+ 2-2. To manage, monitor and evaluate the implementation of the strategic policies including REDD+ 2-3. To organize training of Provincial Forestry Section in information analysis, reporting, and project proposal preparation 2-4. To implement pilot projects for income generation of rural community through forest activities		<u>Machinery and Equipment</u>	(including electricity, air conditioning, water supply and necessary telecommunication facilities)

Attachment

Joint Terminal Evaluation Report
on
Forestry Sector Capacity Development Project (FSCAP) in
Lao PDR

Vientiane, Lao PDR

March 11, 2014



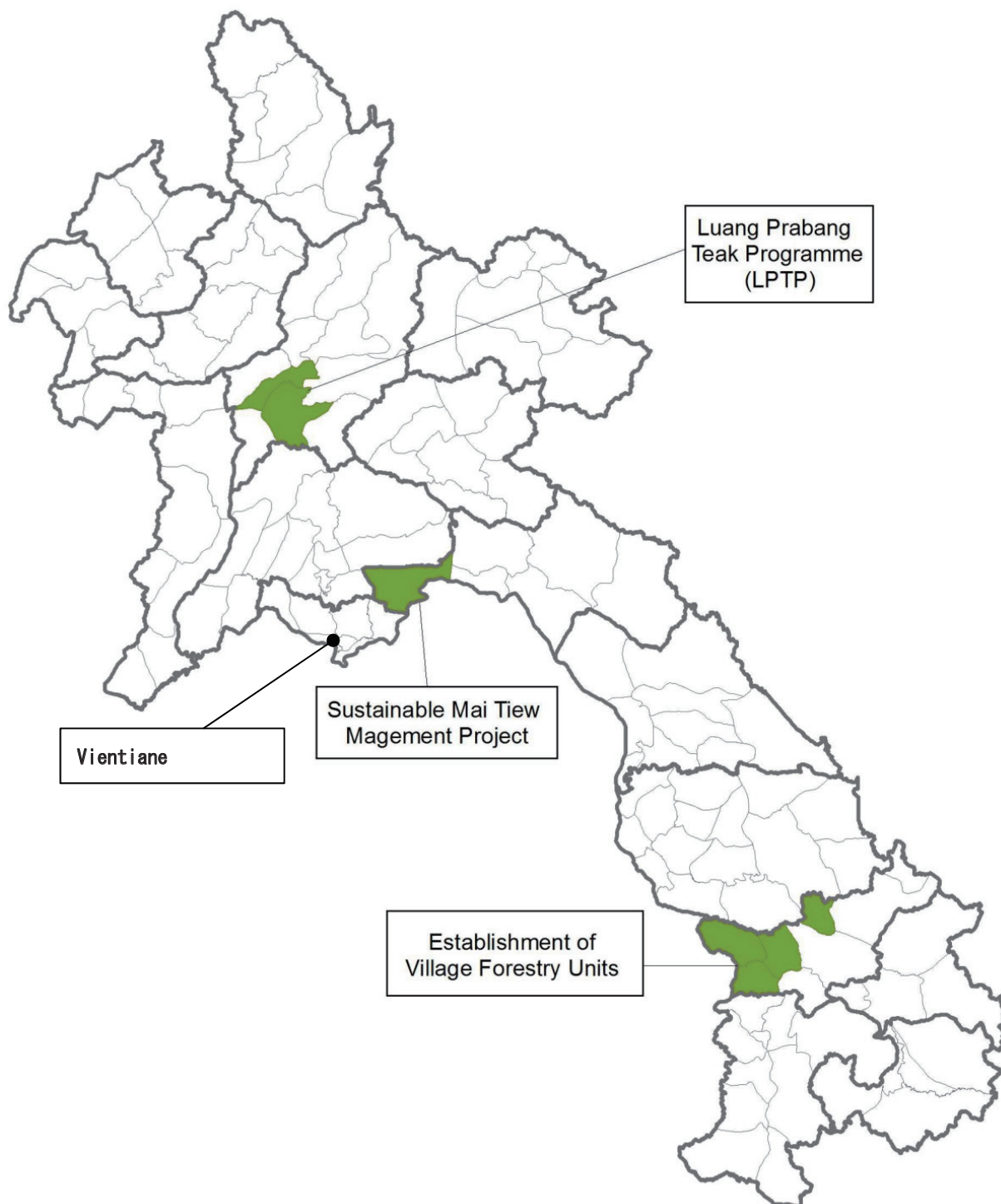
Mr. Kenichi Shishido
Leader
Japanese Terminal Evaluation Team, also
Deputy Director General, Forestry and
Nature Conservation Group, Global
Environment Department, Japan
International Cooperation Agency (JICA)



Mr. Oukham Phiathep
Leader
Lao PDR Terminal Evaluation Team,
also
Deputy Director General, Department of
Planning and Cooperation, Ministry of
Agriculture and Forestry, Lao PDR

Map

Locations of Pilot Projects



Abbreviations

ACIAR	Australian Center for International Agricultural Research
AWP	Annual work plan
C/P	Counterpart
CliPAD	Climate Protection through Avoided Deforestation Project
DFRM	Department of Forest Resources and Management
DG	Director General
DOF	Department of Forestry
DOFI	Department of Forest Inspection
FAO	Food and Agriculture Organization
FCPF	Forest Carbon Partnership Fund
FDF	Forestry and Forest Resources Development Facility
FIM	Forest Information Management Program
FPP	Forest Preservation Program
FS2020	Forestry Strategy to Year 2020 of Lao PDR
FSC	Forest Stewardship Council
FSCAP	Forestry Sector Capacity Development Project
FSIP	Forestry Strategy 2020 Implementation Promotion Project
FSPI	Forestry Sector Performance Indicators
FSSWG	Forestry Subsector Working Group
GHG	Greenhouse gas
HCV	High Conservation Value
HL RTM	High Level Round Table Meeting
IAGR	Informal Advisory Group on REDD
JCC	Joint Coordination Committee
JICA	Japan International Cooperation Agency
LENS	Lao Environment and Social Projects
LPTP	Luang Prabang Teak Program
MAF	Ministry of Agriculture and Forestry
MM	Man-month
MONRE	Ministry of Natural Resources and Environment
MOU	Memorandum of Understanding
MoV	Means of Verification
NAFES	National Agriculture and Forestry and Extension Service
NFIS	Capacity Development Project for Establishing National Forest Information System for Sustainable Forest Management and REDD+
NRESWG	Natural Resources and Environment Sector Working Group
NRO	National REDD Office
NRTF	National REDD Taskforce
NUoL	National University of Laos
OVI	Objectively verifiable indicator
PAFO	Provincial Agriculture and Forestry Office
PAREDD	Participatory Land and Forest Management Project for Reducing Deforestation
PCM	Project cycle management
PDM	Project design matrix
PES	Payment for Environmental (Ecosystem) Services

PO	Plan of Operations
PONRE	Provincial Office for Natural Resource and Environment
REDD	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
R-PP	Readiness Preparation Proposal
RTM	Round Table Meeting
SFM	Sustainable forest management
SOP	Standard Operation Procedure
SUFORD	Sustainable Forestry and Rural Development Project
TFT	The Forest Trust
ToR	Terms of Reference
TWG	Technical working group
UNCOMTRADE	United Nations Commodity Trade Statistics Database
UNDP	United Nations Development Program
UNFCCC	United Nations Framework Convention on Climate Change
VFU	Village Forest Unit

Table of Contents

1	Overview of Joint Terminal Evaluation	1
1.1	Introduction	1
1.2	Project Outline.....	1
1.3	Purpose of Joint Terminal Evaluation	2
1.4	Member of Joint Terminal Evaluation Mission.....	2
1.5	Evaluation Method	3
2	Project Achievements	4
2.1	Achievements of Inputs.....	4
2.2	Achievements of Activities	5
2.3	Achievements of Outputs	6
2.3.1	Achievements of Output 1	6
2.3.2	Achievements of Output 2.....	10
2.4	Achievements of Project Purpose (target to be achieved by the end of project).....	13
2.5	Anticipated Achievements of Overall Goal (target to be achieved 3-5 years after the project)	14
2.6	Target Groups and Area.....	16
2.7	Implementation Process and Framework	16
2.7.1	Communication and Coordination among Project Staff and Stakeholders	16
2.7.2	Documentation and Reporting.....	17
2.7.3	Publicity.....	17
2.7.4	Collaboration with Other Project/ Programs	17
2.7.5	Social and Environmental Consideration	17
2.8	Factors Positively Affected Results.....	17
2.9	Factors Negatively Affected Results	18
3	Evaluation Results	18
4	Conclusion	21
5	Recommendations.....	21
6	Lessons Learned/ Reference to Other Projects	23

List of Annexes

Annex 01	Schedule of Joint Terminal Evaluation Mission
Annex 02	Project Design Matrix (Version 03)
Annex 03	Evaluation Grid
Annex 04	List of People Interviewed during Joint Terminal Evaluation
Annex 05	Assignment of Japanese Experts
Annex 06	List of Equipment and Machinery procured by the Project
Annex 07	Allocation of Local Activity Cost by JICA
Annex 08	Key Deliverables of Project
Annex 09	List of Participants for Training in Japan
Annex 10	List of Counterpart Personnel

1 Overview of Joint Terminal Evaluation

1.1 Introduction

Lao economy has been growing rapidly due mostly to the influx of foreign direct investments in hydropower, mining and plantation sectors. The robust regional growth also continues to contribute to the growth. As a result, land use has changed significantly, and forest conditions degraded rapidly. Under the circumstance, the Government of Lao PDR, especially the Department of Forestry, Ministry of Agriculture and Forestry has introduced policies and legislation to protect the forests and improve the forest productivities based on the Forest Strategy 2020 and laws on forestry and wildlife. To bring the policies and legislation into concrete actions in the field, the capacity development are needed for the formulation of implementing rules, ministerial regulations and technical guidelines.

In 2010, the Government formulated the National Strategy on Climate Change. Regarding the strategy, reducing emissions from deforestation and forest degradation and carbon stock enhancement (hereinafter referred to as “REDD+”) has emerged as an important issue in the forestry sector. The Government considers the REDD+ mechanism as one of the promising means both to strengthen management capacity of stakeholders at all levels in the forestry sector and to improve local people's livelihood and their forest conservation activities, which lead to sustainable forest management. In order to prepare a REDD+ implementation mechanism, improved capacity and institutions are required for forest carbon assessment and monitoring, carbon tenure and benefit sharing, promotion and registration of local activities, and revenues distribution in line with international agreements and guidelines under United Nations Framework Convention on Climate Change (hereinafter referred to as “UNFCCC”).

In order to support forest management and planning and to facilitate implementation of key priority actions with respect to the Forestry Strategy 2020, the Forestry Strategy 2020 Implementation Promotion Project was implemented from 2006 to 2010 by Japan International Cooperation Agency (hereinafter referred to as “JICA”). Although the project has made significant contributions to improvement of forestry sector, some activities needed further support. In view of this, the Government requested the Japanese Government to implement a new project, Forestry Sector Capacity Development Project (hereinafter referred to as “FSCAP”) with a focus on capacity development of the forestry sector through the promotion of FS 2020 implementation between October 2010 and September 2014. Before its completion, the Joint Terminal Evaluation was undertaken. This Terminal Evaluation was undertaken as per the schedule shown in **Annex 01**.

1.2 Project Outline

The project outline is indicated in Project Design Matrix (hereinafter referred to as “PDM”) Version 3.0 approved in the Joint Coordination Committee (hereinafter referred to as “JCC”).

in October 2013 (**Annex 02**), summary of which is illustrated in the table below:

Item	Description
Project Name	Forestry Sector Capacity Development Project (FSCAP)
Project Period	October 2010 - September 2014 (4 years)
Target Area	Lao PDR
Target Group	Forest sector administration at central/provincial/district level, including: <ul style="list-style-type: none"> - Department of Forestry, Ministry of Agriculture and Forestry, - Department of Forest Resources Management, Ministry of Natural Resources and Environment
Overall Goal	Sustainable forest resources management in Lao PDR is promoted.
Project Purpose	Implementation of Forestry Strategy 2020 (FS2020) and Strategy on Climate Change especially REDD+ is promoted.
Outputs	<ol style="list-style-type: none"> 1. Capacity of forest sector administration for formulating plans, policies, and institutional framework for forestry sector management including REDD+ is improved. 2. Capacity of forest sector administration for managing implementation of selected strategic policies, which identified as high priority in the FS 2020, Climate Change Strategy, and the MAF 5 year plan, is improved.

1.3 Purpose of Joint Terminal Evaluation

The purposes of the Joint Terminal Evaluation are outlined as follows:

- a. To verify the accomplishments of the project activities, outputs and implementation processes, in comparison with the plans as PDM and Plan of Operations (hereinafter referred to as “PO”);
- b. To identify factors both positively and negatively affected the project;
- c. To evaluate the project in terms of the five evaluation criteria, i.e. Relevance, Effectiveness, Efficiency, Impact, and Sustainability;
- d. Based on the evaluation results, to make recommendations to be considered during the remaining project period and after the project completion;
- e. To consolidate lessons learned for formulation and implementation of future projects in the similar field and nature.

1.4 Member of Joint Terminal Evaluation Mission

a. Japanese Side

Name	In Charge	Position and Organization
Mr. Kenichi Shishido	Team Leader	Deputy Director General, Forestry and Nature Conservation Group, Global Environment Department, Japan International Cooperation Agency (JICA)
Mr. Mikihiro Inoue	Forest Protection	Senior Policy Analyst for Overseas Forestry HWP Technology and Development Office, Wood Industry Division, Forest Policy Department, Forestry Agency, Ministry of Agriculture, Forestry and Fishery, Government of Japan

Name	In Charge	Position and Organization
Mr. Koji Mitomori	Evaluation Planning	Forestry and Nature Conservation Division 1, Forestry and Nature Conservation Group, Global Environment Department, Japan International Cooperation Agency (JICA)
Mr. Shinichiro Tsuji	Evaluation Analysis	Senior Consultant, Environmental Science and Engineering Department, Overseas Consulting Administration, Nippon Koei Co. Ltd.

b. Lao Side

Name	Position and Organization
Mr. Oukham Phiathep	Deputy Director General, Department of Planning and Cooperation, Ministry of Agriculture and Forestry
Ms. Saymonekham Mangnomek	Deputy Director General, Department of International Cooperation, Ministry of Planning and Investment
Mr. Phousith Phoumavong	Senior Officer, Department of Agriculture Extension and Cooperative, Ministry of Agriculture and Forestry
Mr. Bouneua Khamphilavanh	Senior Technical Staff, Department of Planning and Cooperation, Ministry of Natural Resources and Environment

1.5 Evaluation Method

The evaluation method is illustrated briefly below:

- The mission members were selected for both the Japanese and Lao sides, and their roles and responsibilities were discussed and decided.
- The evaluation grid (**Annex 03**) was prepared to identify specific evaluation points and the data collection methods as literature review, interviews/ questionnaire survey and field visits/ observation. A set of questionnaires were prepared by the mission.
- The visits were made by the joint evaluation mission, and a series of interviews were conducted, along with the review of various relevant documents. The list of people interviewed is attached as **Annex 04**.
- The joint mission analyzed the project achievements/ accomplishments and evaluated the project in terms of five evaluation criteria as illustrated in the table below:

Criteria	Description
Relevance	An overall assessment of whether the Project Purpose and Overall Goal are in line with policy of both sides and with the partner country's needs.
Effectiveness	A measure of whether the Project Purpose will be achieved (at the end of the project). This is then a question of the degree to which the Outputs contribute to achieving the intended Project Purpose.
Efficiency	The measure of the production of Outputs (results) of the project in relation to the total resource inputs.
Impact	The positive and negative changes, produced directly and indirectly as the result of the project. Prospect of achievement of Overall Goal is also assessed.
Sustainability	An overall assessment of the extent to which the positive changes achieved by the project can be expected to continue (and further developed) after the completion of the project.

- e. The joint mission prepared the evaluation report with conclusion, recommendations and lessons learned.

2 Project Achievements

Though the document review and interviews during the Joint Terminal Evaluation, data and information were gathered and reviewed regarding the project accomplishment, and the project achievements were assessed vis-à-vis the planned inputs, scheduled activities indicated in the PO and Objectively Verifiable Indicators (hereinafter referred to as “OVI”) indicated in the PDM.

2.1 Achievements of Inputs

In general, the Inputs were made as per plans, and Inputs made were properly utilized and maintained. The Japanese and Lao sides provided necessary inputs as agreed in the Record of Discussion. Therefore, it could be concluded that the overall achievements of Inputs was **as planned**.

The results of assessment on project inputs from both Japanese and Lao sides are summarized in the table below:

Input	Evaluation Result
<u>Japanese Side:</u> a. Japanese experts b. Local consultants c. Equipment and vehicles provided and facilities constructed d. Project operation cost e. Training and seminars organized f. Training in Japan	<ul style="list-style-type: none"> ✓ The total of 120.00 Man-Months (hereinafter referred to as “MM”) of Japanese experts would be mobilized by the end of project (Annex 05), the detail of which is illustrated below: <ul style="list-style-type: none"> ➤ 47.00 MM of Chief Advisor/ Forestry Policy ➤ 24.00 MM of REDD+/Aid Coordination Advisor ➤ 0.50 MM of PCM Training ➤ 48.50 MM of Forest Management/ Project Coordinator ✓ Their technical inputs were maximized for the project implementation. REDD+/ Donor Coordination Advisor was added in October 2012 to support the promotion of REDD+. ✓ In addition to the Japanese experts, the local human resources as consultants were utilized for executing studies and monitoring and reviewing Forestry Strategy 2020. The local resources were useful for communicating Lao counterparts in the local language, and they were able to coordinate among relevant Lao departments. ✓ As listed in Annex 06, a set of equipment had been provided to the Lao side. A vehicle was purchased during the previous project and continued to be used by the FSCAP. It was observed that the equipment and vehicles provided were utilized and maintained properly. ✓ The Japanese side allocated the budgets for each fiscal year of the project operation as indicated in Annex 07. The key deliverables/ outputs of project were listed in Annex 08.

Input	Evaluation Result
	<ul style="list-style-type: none"> ✓ The project supported organizing a number of training programs, seminars and study tours through co-financing with other foreign-funded projects as the GIZ-supported Climate Protection through Avoided Deforestation Project (hereinafter referred to as “CliPAD” in some cases). ✓ Seventeen (17) counterpart (hereinafter referred to as “C/P”) personnel were sent to Japan for training (Annex 09). It was observed that the former trainees had been applying the learnings to their works.
<p><u>Lao Side:</u></p> <p>a. C/P personnel and their expenses</p> <p>b. Office space and other administrative expenses</p> <p>c. Project operation cost</p>	<ul style="list-style-type: none"> ✓ The Lao side assigned Project Director and Project Manager from the Department of Forestry (hereinafter referred to as “DOF”), Ministry of Agriculture and Forestry (hereinafter referred to as “MAF”) as indicated in Annex 10. ✓ The Lao side allocated USD 275,695 to the project as a counterpart fund in 2010, the source of which was carried over from the Sida fund during the Forestry Strategy 2020 Implementation Promotion Project (hereinafter referred to as “FSIP”). The Lao side shouldered the costs of C/P personnel, though the amount of expenses was unknown. The project also borne the costs for transportation and accommodation for the C/P personnel. ✓ After the creation of Department of Forest Resource Management (hereinafter referred to as “DFRM”), DFRM was officially included as a target group of the project since the Mid-Term Review in September 2012. Two officers from DFRM were playing the role of C/P personnel. ✓ The members of Forestry Sub-Sector Working Group (hereinafter referred to as “FSSWG”) were mobilized from wide range of Lao agencies and cooperated with the project. ✓ Similarly, National REDD Taskforce (hereinafter referred to as “NRTF”) and Taskforce for reviewing the Forestry Strategy to Year 2020 of Lao PDR (hereinafter referred to as “FS2020”) were created within the government, which also collaborated with the project. ✓ At the provincial level, one officer from each of the three pilot Provincial Agriculture and Forestry Offices (hereinafter referred to as “PAFO”) had been a focal person for the project, mainly for the piloting and regional level training programs and workshops. ✓ An appropriate project office space was provided by the Lao side with proper phone lines, Internet facilities and other necessary services.

2.2 Achievements of Activities

The project adjusted its activities in accordance with the actual situation and implemented the activities **mostly as planned**, except the activity 1-5 “To facilitate the discussion for enhancing funding mechanisms including Forestry and Forest Resource Development Fund (FDF)”, which was not undertaken.

Activity 1-1 was “To facilitate formulation of the MAF 5 year plan”. The Five Year Plan of MAF for 2011-2015 had already been prepared when the project started, and the next

five-year plan for 2016-2020 would most likely to be prepared after the project completion. The project supported the review of FS2020, the result of which would be reflected in the next MAF Five Year Plan 2016-2020.

The activity “To facilitate formulation of necessary legislation and guidelines for implementing the strategic policies including REDD+” (originally Activity 2-1) became the activity for Output 1 (Activity 1-2) based on the recommendation of the Mid-term Review in 2012. The activity “To develop an appraisal system for forestry investment proposals” (originally Activity 2-3) was excluded as a result of discussion during the second JCC meeting in October 2013 since the moratorium had been imposed on the forest concession during the project period.

Activity 1-5 “To improve the existing funding mechanism such as Forestry and Forest Resource Development Fund (FDF) and to identify additional funding mechanism for forestry sector such as Payment for Environmental Services (PES)” was revised as “To facilitate the discussion for enhancing funding mechanisms including Forestry and Forest Resource Development Fund (FDF)” during the second JCC in October 2013. Still, this activity was not undertaken because other externally-funded projects, namely the Sustainable Forestry and Rural Development Project (hereinafter referred to as “SUFORD”) supported by the Finnish Government and the World Bank, as well as Lao Environment and Social Projects (hereinafter referred to as “LENS”) funded by the World Bank had been working on the introduction of mechanism for revenue augmentation in the forestry sector and PES. Towards the later stage of the project, the focus shifted to the strengthening of overall institutional mechanisms in the forestry sector as FS2020, FSSWG and NRTF to make appropriate policy decisions, rather than focusing on specific policy subjects. The project activities focused on the related activities to those areas.

The project adopted its own format and mechanism for Annual Work Plan (hereinafter referred to as “AWP”). The format of AWP is similar to the PO of JICA. The official PO was never revised by the project or approved by JCC.

2.3 Achievements of Outputs

In this section, the assessment results on the achievements of project Outputs are summarized in relation to OVIs in PDM.

2.3.1 Achievements of Output 1

Output 1: Capacity of forest sector administration for formulating plans, policies, and institutional framework for forestry sector management including REDD+ is improved.

Overall, the Output 1 was **mostly achieved**. It should be noted that an important institutional capacity for the forestry sector, i.e., FSSWG and NRTF, were managed and operationalized properly as a result of project inputs. The capacity building initiatives for the promotion of REDD+ were delayed due to the restructuring of NRTF and creation of a new REDD Division at DFRM after the creation of DFRM during the project. A number of legislations and guidelines were prepared through project support but not followed up. They were not approved officially yet.

OVI	Major Achievement
<p>1-1. The appropriate data collection and stakeholder consultation for the next 5 year plan are conducted.</p>	<ul style="list-style-type: none"> ✓ As indicated in Section 2.2 of this report, the preparation of next five-year plan would start after the project. ✓ For the monitoring and review of work progress regarding the FS2020, local consultants were engaged by the project, who collected various data and information for the Forestry Sector Performance Indicators (hereinafter referred to as “FSPI”), including the data on production and trade of timber and non-timber forest products, production of alternative crops, macro-economic indices and other related statistics. The data collection was an intensive exercise and required dedicated people. Thus, the data collection was undertaken by the local consultants. ✓ The design and progress of data collection were discussed in the FSSWG meetings, which contributed to the capacity building of FSSWG members. The compilation and analysis of data were ongoing at the time of Terminal Evaluation and were expected to be completed by the end of May 2014. ✓ These data and information would be useful during the preparation next five-year plan 2016-2020. ✓ During the review exercise, it was found that the range and accuracy of data available were inadequate in relevant departments, including DOF, Department of Industry and Commerce, Ministry of Finance, Custom Office, Statistics Office, etc. The data available with international organizations, including the United Nations Commodity Trade Statistics Database (hereinafter referred to as “UNCOMTRADE”) and the Food and Agriculture Organization (hereinafter referred to as “FAO”) were utilized in addition.
<p>1-2. Necessary legislation and guidelines are prepared.</p>	<ul style="list-style-type: none"> ✓ Priority legislations and guidelines were prepared through the project support as indicated below but not approved officially. ✓ The Lao Government initiated the process of revising the Forestry Law with the support of German-funded CliPAD, and the project supplemented the effort by shouldering a part of costs for a series of consultation meetings and forwarding the comments on the draft revision. The revising process, including scrutinizing among legal authorities, had been taking time, and open consultations, provincial consultations and internal discussions were ongoing at the time of Terminal Evaluation. No specific timeframe was set for the finalization of revised Forestry Law. ✓ A draft guideline for “Village Forestry Unit (hereinafter referred to as “VFU”) Establishment” was prepared by the project in 2011 based on

OVI	Major Achievement
	<p>the field activities of establishing 40 VFUs in 4 Districts (Khongxedoh, Lakhonpheng, Vapi and Toumlan) at Salavanh Province supported by the project. The guideline intended to bring all three classifications of forestlands under the VFU. However, the jurisdictions over the protection and conservation forests were transferred to newly created DFRM, while the production forests remained with DOF. As a result, the draft guideline became less-relevant to the new administrative setup. SUFORD project prepared a guideline for VFU within the production forests, which was approved officially in 2004. A separate guideline was likely to be prepared for the protection and conservation forest based on the guideline of production forest</p> <ul style="list-style-type: none"> ✓ Also, a draft guideline (an administrative instruction) regarding Process and Methods of Installing Forest Demarcation Signs and Border Marking Poles was prepared by the project in 2011 based on the trial at the model areas in Luang Prabang. The guideline was yet to be approved officially as the responsibility of boundary demarcation for the protection and conservation forests were transferred to DFRM. ✓ The project supported the revising of “Forestry Law Enforcement Strategy” by the Department of Forest Inspection (hereinafter referred to as “DOFI”), after a series of consultation meetings at the national and provincial levels. In February 2013, the Forest Resources Inspection Strategy Action Plan was published by DOFI formally. However, the strategy action plan had not been implemented after the division of responsibilities on the forest inspection between DOFI and DFRM (and between PAFO and the Provincial Office for Natural Resource and Environment, hereinafter referred to as “PONRE” at the provincial level).
1-3. Seminars/ consultations for provincial staff about provincial action plan formulation are conducted.	<ul style="list-style-type: none"> ✓ Two workshops were held in the north and south regions, and on-the-job training was executed by the project in all 17 provinces. ✓ After the commencement of Five-Year Plan of MAF in 2011, all PAFOs were to prepare their own five-year plans and AWP based on the national plans. The project assisted organizing a series of workshops and training programs on planning for PAFO staff. All 17 provinces prepared their five-year plans and AWP. ✓ The Terminal Evaluation team observed that some officers became adequately capable in undertaking AWP and its review without external assistance.
1-4. National REDD Task Force (NRTF) is active.	<ul style="list-style-type: none"> ✓ NRTF was inactive for about one and a half year during the transition period from DOF to DFRM. It was re-vitalized through the support of project. ✓ Meetings of NRTF were held three times while under DOF with the support of FSCAP, and another meeting was organized in January 2014 under DFRM. ✓ The project engaged consultants to support NRTF for the preparation of a framework matrix for the Readiness Preparation Proposal (hereinafter referred to as “R-PP”) and supplemental notes on Forest Investment Programme (FIP). R-PP was finalized and submitted to the World Bank and approved thereafter. A part of FIP was also approved.

OVI	Major Achievement
	<ul style="list-style-type: none"> ✓ The project planned to continue to support smooth operationalization of Forest Carbon Partnership Facility (hereinafter referred to as “FCPF”) of the World Bank, grant agreement of which was expected to conclude within a few months at the time of Terminal Evaluation. ✓ The project supported the drafting of Terms of Reference of NRTF and its restructuring. The effectiveness of new NRTF was yet to be seen as they were still new at the time of Terminal Evaluation. ✓ The REDD Division was established at DFRM in 2012 as a secretariat of NRTF. A full-time director of REDD Division was assigned in July 2013, and the project provided handholding support. The project assisted the drafting of Terms of Reference of the National REDD Office (hereinafter referred to as “NRO”) and its set of technical working groups (hereinafter referred to as “TWGs”). ✓ NRO was to be established as a nodal office for all the REDD+ matters in the country, but the establishment was delayed because of the administrative restructuring and not completed officially without an administrative order. ✓ While the meeting for NRTF was on hold during the administrative restructuring, the project led the organization of an informal advisory group on REDD (hereinafter referred to as “IAGR”), represented by relevant donor programs and key decision makers of the Lao side to discuss about the REDD-related issues, including necessary steps for REDD process prior to the revitalization of NRTF. ✓ The project provided a series of training programs, including the 3-day national training program on REDD+ jointly organized with CliPAD. The project also provided handholding support to the REDD Divisions at DFRM and DOF. ✓ The Evaluation Teams observed that further capacity building was required for NRTF and REDD Divisions, especially for DFRM on organizing meeting, coordinating with various concerned agencies, making decisions and taking actions according to the international and national requirements on REDD and climate change.
<p>1-5. Forestry Sub-Sector Working Group (FSSWG) is held (at least twice a year).</p>	<ul style="list-style-type: none"> ✓ As the Secretariat, the project supported organizing meeting of FSSWG regularly (2-4 times a year), preparing agenda and necessary documents for the meeting and documentation. In some instance, more than 60 participants joined the FSSWG meeting. FSSWG was officially recognized by the development partners as one of the most active and effective subsector working groups in the country. ✓ FSSWG was a part of official institutional mechanism of the Lao Government, known as a “Round Table Meeting (hereinafter referred to as “RTM”) Process”. This was hosted by the Prime Minister’s Office and supported by the United Nations Development Program (hereinafter referred to as “UNDP”) to facilitate inter-sectoral approach for national development. A hierarchy of sector and subsector working groups was created under the apex body called the High-Level National Round Table Meeting (hereinafter referred to as “HL RTM”), and FSSWG was placed under the Natural Resources and Environment Sector Working Group (hereinafter referred to as “NRESWG”), which

OVI	Major Achievement
	reported to NRT. Working groups were managed jointly by the Lao Government and donor agencies, and donors were in a better position to coordinate among various line agencies as outsiders. JICA Laos Office was the co-chair of FSSWG (the chair was the Director General (hereinafter referred to as “DG”) of DOF, and then transferred to the DG of DFRM).
1-6. Forest sector administration staff is able to prepare necessary documents for the workshop/ meeting before participation and report after participation.	<ul style="list-style-type: none"> ✓ While the JICA experts supported the preparation of agenda and documentation of workshops/ meeting, the C/P personnel and other concerned officers of the Lao Government were involved in the preparation of workshops and meeting. ✓ While the project supported concerned officers to participate in COP 19 in Warsaw, training in Japan and other international visits on climate change and REDD+, the participants prepared their presentation materials before the events and drafted reports and action plans after their returns. ✓ The project supported training programs for forest officers at the central and local levels on English and writing skills.
1-7. The training is held according to the annual work plan.	<ul style="list-style-type: none"> ✓ As indicated in OVI 1-3 and 1-6 above, a number of training programs were supported by the project. The training programs were planned during the AWP and approved by JCC. The accomplishments were reported to JCC annually. ✓ Through the review of FS2020 and training in Japan, as well as participation to international conferences with the project support, the officers were exposed to the international trends in the forestry sector and would be able to analyze the issues from the international perspectives. ✓ Training programs on project proposal writing, evaluation and monitoring was organized for the staff members from PAFO, PONRE and DAFO of the Provinces of Xiengkhouang, Vientiane, Champasak, Bokeo, Oudomxay and Sekong in association with the National University of Laos (hereinafter referred to as “NUOL”)

2.3.2 Achievements of Output 2

Output 2: Capacity of forest sector administration for managing implementation of selected strategic policies, which identified as high priority in the FS 2020, Climate Change Strategy, and the MAF 5 year plan, is improved.

Through the review of FS2020, the project contributed to the management of FS2020 implementation and capacity building of concerned officers at the national level for implementation. While Output 2 was related to the capacity building for the actual implementation on the ground, the project’s contribution was limited, as the capacity building inputs from the project and Lao side were limited for implementation and not followed through in some cases, even though initiated.

Therefore Output 2 was **fairly achieved**.

OVI	Major Achievement
2-1. Awareness-raising activities are conducted.	<ul style="list-style-type: none"> ✓ Two primary schools were selected as models in Ban Doung village and Nabong village in Luang Prabang District. The Memorandums of Understanding (hereinafter referred to as “MOU”) between the school and DOF’s youth organization were signed. The MOU focused on collaboration, obligations of maintenance of the tree plantation at schools. FSCAP supported the youth organization to plant trees and raise awareness of students. The overall expected outcomes of this activity were unknown, and activity was not followed through and not replicated at other places.
2-2. Monitoring of the policy implementation in the forestry sector under the MAF 5 year plan is reported.	<ul style="list-style-type: none"> ✓ During the AWP preparation in the following year as indicated in OVI 1-3 previously, the AWP planning exercise were supported by the project, during which the accomplishments of AWP were reviewed also for the previous year.
2-3. The training for provincial staff is held according to the annual work plan.	<ul style="list-style-type: none"> ✓ In addition to the training programs indicated in OVI 1-3 previously, a training program on land use planning and participatory forest management was carried out by the National Agriculture and Forestry and Extension Service (hereinafter referred to as “NAFES”) of MAF in Vientiane Province to improve skills for provincial and staff members in 2011. ✓ The Terminal Evaluation team observed that the capacity of provincial officers was enhanced.
2-4. Outputs of the pilot projects are disseminated.	<ul style="list-style-type: none"> ✓ The achievements for this OVI were limited as the implementation of pilot projects were incomplete at the time of Terminal Evaluation due to the lack of financial and human resources at the field level, and the monitoring and policy initiatives were limited at the central level regarding the pilot projects. ✓ Luang Prabang Teak Program (hereinafter referred to as “LPTP”) was implemented as a pilot project jointly by the project, DOF, PAFO and the Forest Trust (hereinafter referred to as “TFT”). ✓ LPTP’s achievement included the followings: <ul style="list-style-type: none"> ➤ A study on options for the development of Teak Farmers’ Organization in Luang Prabang Province ➤ Formation of 5 sustainable growers organizations at 4 villages in the District of Xiang-Ngeun and Luang Prabang at the village level were formed ➤ Preparation of an LPTP Cluster Management Plan with maps ➤ Preparation of 164 forest management plans for 220 ha ➤ Acquisition of group certifications of Forest Stewardship Council (hereinafter referred to as “FSC”) for 90 households in 3 villages (additional 95 households were in the pipeline) ➤ Marketing of timber at 60% higher prices (target was a price that was 100% higher than the original) ➤ Registration of High Conservation Value (hereinafter referred to as “HCV”) for 25 ha out of 30 ha target ➤ Development of database for LPTP ➤ Coordination with other relevant projects as Participatory Land

OVI	Major Achievement
	<p>and Forest Management Project for Reducing Deforestation (hereinafter referred to as “PAREDD”), Australian Center for International Agricultural Research (hereinafter referred to as “ACIAR”), the Government of Australia and World Bank project</p> <ul style="list-style-type: none"> ➤ Provision of a series of training to the tree growers and officers ➤ Development of a series of field technical guides and Standard Operation Procedure (hereinafter referred to as “SOP”), based on the field experience of LPTP ➤ Monitoring and assessment of LPTP ➤ The project supported a workshop to evaluate achievements and to disseminate the results was held in December 2013 at the national level, at which the field technical guides were distributed. ➤ The project planned to support the organization of a provincial dissemination workshop in June 2014. <ul style="list-style-type: none"> ✓ The project also piloted the establishment of 40 VFUs in the Districts of Khongxedoh, Lakhonpheng, Vapi and Toumlan. The village mapping was undertaken. ✓ Another pilot activity was supported by the project for the production and marketing of white charcoal in Thaphabat District, Bolikhamsai Province using an indigenous tree called “Mai-Tiew”. To ensure the sustainability of existing white charcoal production, the project supported the Mai-Tiew plantation and preparation of village forest management plan to ensure quota-based harvesting. ✓ The project planned to consolidate the lessons learned from the piloting into a model and disseminate the information, though the schedule was not decided.
2-5. Implementation of FS2020 is reviewed.	<ul style="list-style-type: none"> ✓ A Taskforce for FS2020 was organized by the project, with the help of local consultants engaged by the project. ✓ The project assisted the monitoring and reviewing the progress of FS2020 based on the data and information collected as indicated in OVI 1-1 previously. ✓ The monitoring and review were undertaken in a participatory manner; a series of discussions were held during the FSSWG meetings on the progress, and interim findings and summary paper were presented to the FSSWG members for comments. ✓ The draft final report on the review would be submitted to concerned authorities by the end of May 2014.
Others	<ul style="list-style-type: none"> ✓ The project took initiatives to coordinate the relevant Japanese-supported projects, including Forest Information Management Program (hereinafter referred to as “FIM”), Forest Preservation Program (hereinafter referred to as “FPP”), PAREDD and Capacity Development Project for Establishing National Forest Information System for Sustainable Forest Management and REDD+ (hereinafter referred to as “NFIS”). Through the leadership of FSCAP, a liaison council was established for all Japan-funded projects, and information sharing among the members and information dissemination to the public were undertaken.

2.4 Achievements of Project Purpose (target to be achieved by the end of project)

Project Purpose: Implementation of Forestry Strategy 2020 (FS2020) and Strategy on Climate Change especially REDD+ is promoted.

From the outset, it should be noted that the evaluation of Project Purpose was undertaken in view of the fact that the project supported the promotion of implementation in a manner to strengthen a “system”, “platform” or “institutional mechanism” for implementation through capacity building. FSCAP was a technical cooperation project, not financial cooperation, and the project did not support the implementation of Five-Year Plan directly. Project Purpose was **mostly achieved** as the “system” or “institutional mechanism” for implementation was strengthened through the FS2020 review exercise, regular meetings of FSSWG and streamlining of NRTF.

OVI	Major Achievement
<p>1. The programs relevant to forestry sector, set by the MAF 5 year plan (2011-2015), are implemented.</p>	<ul style="list-style-type: none"> ✓ The enhancement of capacities in the two key areas indicated in Output 1 and 2, namely 1) the capacity for formulating plans, policies, and institutional framework and 2) the capacity for managing implementation, were observed as illustrated in the previous section of this report. The enhanced capacity contributed to the strengthening of implementation system and mechanism. ✓ The Joint Terminal Evaluation Team observed that close communication and collaboration had become a standard norm among relevant externally-funded projects, including CliPAD, SUFORD-SU, PAREDD, NFIS and forthcoming FCPF in the forestry sector in Laos. FSCAP had played a vital role in strengthen such a platform of collaboration by leading the FSSWG, National REDD Taskforce, IAGR, FS2020 Review Taskforce, etc. ✓ The forestry sector in Laos had gone through a drastic structural change in administration. A new department (i.e., DFRM) was created under the Ministry of Natural Resource and Environment (hereinafter referred to as “MONRE”), and the authority and jurisdiction over the forest management in protection and conservation forests, as well as the responsibilities for international commitments regarding REDD+, were transferred from DOF. FSCAP supported the communication between the two departments, clarification of detailed roles and responsibilities for both departments in a new setup and capacity building through training programs and daily handholding supports, especially for DFRM as a new organization. It was observed during the Terminal Evaluation that the project inputs expedited the process of new administrative setup, although the new structure still required further strengthening and streamlining. ✓ MAF created two new hierarchies of local forestry administration under PAFO, i.e. District Forestry Unit in DAFO (district level) and Range Office (village cluster level) to realize the national decentralization policy, namely “Sam-Sang (three builds)”. The establishment of two hierarchies brought the forest officers close to the

OVI	Major Achievement
	<p>community, and three-tier structure in the forest administration enhanced its effectiveness. FSCAP contributed to such institutional capacity development through supporting local consultation processes.</p> <ul style="list-style-type: none"> ✓ As illustrated in OVI 1-3, 1-7, 2-2 and 2-3 previously, the provincial line agencies, including PAFO, improved their skills through the project interventions in the preparation and monitoring of Five-Year Plans. As a result, it was believed that the coordinated planning procedure between the center and regions was also strengthened. ✓ At the provincial and district levels, the institutional mechanism for the implementation of Five-Year Plan needed to be streamlined after the administrative restructuring, i.e., the creation of DFRM. The impact of field-level pilot projects under FSCAP was unknown. ✓ As discussed in OVI 1-5 previously, the project supported the management of FSSWG. It was found that FSSWG made a number of key decisions relating to the implementation of the five-year plan and FS2020. While the RTM mechanism in the country as a whole required further improvement to enhance its effectiveness, FSSWG, together with NRESWG, showcased a good empirical evidence that it would work properly with adequate technical support from the development partner side. ✓ The project also supported the strengthening of institutional mechanism pertaining to REDD+. After DFRM took over the chairmanship of NRTF, the project assisted the coordination between DFRM and DOF through IAGR in collaboration with other donor programs. Expected roles of both DFRM and DOF were discussed among key stakeholders at IAGR. ✓ The review exercise for FS2020, which was endorsed by the Prime Minister as a highest policy framework and long-term guiding document for the forestry sector in the country, was managed by the project under the overall guidance of FSSWG and contributed greatly to the capacity building of concerned agencies and officers as illustrated in OVI 2-5 previously. The review results needed to be reflected in the strategy, together with the result of Capacity Needs Assessment, and FS2020 would be modified, revised and/or extended so that it would remain as relevant to the policies in the current national and international scenarios and present needs in the forestry sector. ✓ The Five-Year Plan 2016-2020 for the forestry sector and 8th National Socio-Economic Development Plan 2016-2020 would incorporate the progress of FS2020 and lessons learned from its review. The project impact would be significant when the project outcomes would be reflected in such plans.

2.5 Anticipated Achievements of Overall Goal (target to be achieved 3-5 years after the project)

Overall Goal: Sustainable forest resources management in Lao PDR is promoted.

During the initial planning and implementation of the project, OVIs and their means of verification (hereinafter referred to as “MoV”) for Overall Goal were not finalized officially. The project proposed a set of OVIs and MoVs during the JCC in October 2013, which was not accepted. Therefore, the Joint Terminal Evaluation Team attempted to suggest the OVIs.

The Joint Terminal Evaluation Mission suggests the following OVIs and MoV for FSCAP, along with the projection of achieving such goals:

Suggested OVI for Overall Goal	Suggested MoV	Projection for Achievement
1. FS2020 is updated (e.g., modified, revised and/or extended) through a participatory process.	<ul style="list-style-type: none"> - FS2020 itself - Minutes of meetings 	<ul style="list-style-type: none"> ✓ Discussions had already started among the concerned stakeholders during the project regarding the options for updating FS2020. The result of review on the progress of FS2020 would be the basis for the updating works. ✓ Concerned authorities in the forestry sector should further develop the profound understanding on the FS2020 and methodologies for monitoring and analysis.
2. The progress of FS2020 is monitored regularly at the national and sub-national levels.	<ul style="list-style-type: none"> - Documents regarding the monitoring activities - Interview survey 	<ul style="list-style-type: none"> ✓ Same as above
3. Revised FS2020 is referred to during the next Five-Year Planning.	<ul style="list-style-type: none"> - Five Year Plan of concerned ministries - Interview survey with concerned stakeholders who participated in the Five-Year Planning and monitoring of FS2020 at the national and regional levels 	<ul style="list-style-type: none"> ✓ FS2020 and its review addressed the issue of achieving the forest cover to become more than 70% of total landmass by year 2020, which was one of the key commitments of the Government. ✓ Whether the updating of FS202 could be completed before the next five-year planning or not was uncertain.
4. The results of FS2020 review are reflected in the discussions during the preparation of the National REDD Strategy.	<ul style="list-style-type: none"> - The strategy itself - Minutes of meetings - Interview survey 	<ul style="list-style-type: none"> ✓ DFRM, with the support of FCPF, was planning to develop the strategy. However, the timeframe of strategy development was uncertain. ✓ The capacity of REDD-related institutions in the country needed to be strengthened further to achieve this OVI.

Overall, the suggested OVIs of Overall Goal above are **achievable** in view of project progress at the time of Terminal Evaluation and Important Assumptions/ External Conditions/ Project

Risks at present. In general, the commitment and further capacity building of Lao side would be the key for achieving the goal.

2.6 Target Groups and Area

JCC meeting during the Mid-term Review in September 2012 decided to formally add DFRM as one of the key target groups, and recorded in the Minutes of Meetings duly signed by concerned authorities.

A new pilot site was selected in the Province of Bolikhamsai for the promotion of Mai-Tew plantation for the white charcoal production by villagers, in addition to Luang Prabang Province for the teak initiative and organization of VFUs in Salavanh Province. The white charcoal production was already emerging at Bolikhamsai Province, and it was deemed logical and appropriate to select the province for this intervention.

Luang Prabang Province was also the target area of another JICA-supported project (PAREDD), and demarcation between the two projects was made for specific activities.

2.7 Implementation Process and Framework

2.7.1 Communication and Coordination among Project Staff and Stakeholders

The Japanese experts communicated closely among themselves, and the experts and C/P personnel also communicated closely in a daily basis as they share the same office compound, although there was not established mechanism of regular meeting among the C/P and experts.

The first JCC was held during the Mid-term Review in 2012, and no JCC was organized during the first two years of project, in spite of the dispatch of a Japanese expert on Project Cycle Management (hereinafter referred to as “PCM”) for one month at the beginning stage of the project. JCC should have been held during the first six months to discuss overall project framework, plans and priorities and to prepare and approve the PDM version 01, PO version 01 and annual work plan.

Project Director was absent for some time, and the Deputy Director General was acting as Project Director in his absence. The position was still vacant at the time of Terminal Evaluation after the expiration of Project Director. Project Manager was replaced twice during the last three and a half years, and the current Project Manager was the third officer in position.

2.7.2 Documentation and Reporting

The Japanese experts prepared and submitted their progress and completion reports. Project outputs/ deliverables were maintained in the office and shared with C/P organizations. The project maintained various records of discussions.

The project generated reports, in some cases, by the local consultants. However, some reports on training programs, key workshops and seminars with the assessment by participants or self-evaluation were unavailable. The documentation of pilot activities at the field level appeared to be inadequate.

2.7.3 Publicity

The project developed no official website or social network site. The project published no regular newsletters, booklets or technical papers. The project could have disseminated the information about the project to the international communities during events as COP.

2.7.4 Collaboration with Other Project/ Programs

The project communicated closely with other donor-supported projects and coordinated properly.

2.7.5 Social and Environmental Consideration

No significant environmental and social concerns existed pertaining to the project implementation. For the pilot project, adequate participation of women was monitored and ensured. The project contributed to the environmental safeguard by strengthening the forest management system in the country.

2.8 Factors Positively Affected Results

The essential institutional arrangements were made by the Lao side for effective project implementation. For example, the FSSWG was in place from the beginning of project, for which JICA Laos Office was the co-chair. FS2020 was prepared prior to the project. The National REDD Taskforce was established through a Minister's Decision during the project.

Necessary equipment, vehicles and other facilities had been procured by the previous and other ongoing and completed projects supported by the Japanese Government, which were utilized by FSCAP. Appropriate office space was provided to the project by the Lao Government within the campus of DOF.

2.9 Factors Negatively Affected Results

At the initial stage, the responsibilities and authorities were not elaborated in details and needed to be clarified for both the Department of Forestry (DOF) under Ministry of Agriculture and Forestry (MAF) and DFRM after establishment of DFRM in 2011 under MONRE with the mandate of managing protection and conservation forests. Certain institutional memories and knowledge, as well as key documents had disoriented during the transition.

The establishment of consensus required time between DFRM and DOF on the administrative demarcation on REDD+ promotion, FSSWG management and FS2020 monitoring, and the capacity building of a set of new staff members took time as well.

3 Evaluation Results

The evaluation result based on the five criteria is summarized in the table below:

Evaluation Criteria	Evaluation Result	Remark
Relevance	High	<ul style="list-style-type: none"> ✓ The project was still in line with the Japanese Aid Program for Lao PDR. No major change in the policies of both Japanese and Lao Governments since the Mid-term Review regarding the support for the forestry sector in Laos (the evaluation of “Relevance” during the Mid-term review was “High”). ✓ Appropriate governance in the forestry sector and promotion of REDD+ had become increasingly important nationally and internationally as one of the relevant mitigation actions for climate change. ✓ The needs for this project became greater after the restructuring of forest administration in Laos, i.e., the creation of DFRM. ✓ The project design was appropriate in general, though the logical structure of PDM could have been fine-tuned further during the project. The objectives of pilot projects and focused policy areas were unclear in the PDM.
Effectiveness	Moderately High	<ul style="list-style-type: none"> ✓ The project contributed to the strengthening of a “system” and “institutional mechanism” for the implementation of relevant Five-Year Plans and addressing key issues through the handholding support for management of FSSWG, review of FS2020, restructuring and operationalization of NRTF and REDD offices, annual work planning for the provincial offices and leading a forum for development partners, detailed of which were discussed in Section 2.4. It should be noted that FSSWG was officially recognized by the development partners as one of the most active and effective subsector working groups in the RTM, for which the project was the Secretariat.

Evaluation Criteria	Evaluation Result	Remark
		<ul style="list-style-type: none"> ✓ The project also supported the streamlining of new administrative structure, i.e., the creation of DFRM under MONRE since 2011, which took over key responsibilities and authorities over the forest management in the country, including the management of protection and conservation forests, chairing FSSWG and coordination for REDD+. Although it was observed that the new administrative setup still required further strengthening, the interventions and facilitation by the project expedited the transition of roles and responsibilities from DOF to DFRM. ✓ The project supported the capacity building of C/P organizations through a number of training programs, seminars, workshops, international exposures and daily handholding supports for the officers of C/P organizations. The enhanced capacity reinforced the achievement of Project Purpose. ✓ The capacity building regarding the REDD+ promotion was delayed because of the administrative restructuring and prolonged progress of FCPF launching, and the effectiveness of pilot activities to achieve the Project Purpose was unclear.
Efficiency	Moderately High	<ul style="list-style-type: none"> ✓ Overall, the inputs from the project (Japanese experts, equipment, project operation cost, etc.) were utilized properly. ✓ As discussed in Section 2.3, most Outputs were generated as expected. The project contributed to the capacity building of C/P organizations and officers. ✓ The project was implemented in a well-coordinated manner with other externally-funded projects, including information exchange of procurement, co-financing and collaboration in various activities. The resources and technical inputs were maximized because of the good collaboration and synergy effects among relevant projects. ✓ Some of the project activities did not have logical conclusions and were not consolidated into the overall objectives and outcomes of the project. For instance, the project supported the drafting of guidelines on VFU establishment. The project also drafted a guideline for forest demarcation, and initiated environmental education programs at schools. Those initiatives were not followed through and not concluded properly. This was due partly to the restructuring of forest administration in the midst of project and lack of strategic approach in both DOF and FSCAP. ✓ Also, the project supported the implementation of pilot projects in the field. While the capacity of provincial staff members of C/P organizations may have been developed through the pilot projects, it was unclear how the pilot activities would have a logical conclusion that would be relevant to the overall project objectives, unless the result of pilot activities were consolidated as a model/ policy/ system and mainstreamed.
Impact	No major	<ul style="list-style-type: none"> ✓ The project had no major negative impact on environment or

Evaluation Criteria	Evaluation Result	Remark
	negative impact, and positive impact is Moderately High	<p>socio-economy of marginalized/ vulnerable people.</p> <ul style="list-style-type: none"> ✓ The project contributed to the strengthening of one of the thematic areas for SFM, namely “legal, policy and institutional framework”. The project supported the continuous process of establishing sound foundation for promoting SFM in Laos. ✓ Aside from the issue of REDD+, the original PDM avoided specifying key policy issues to be focused by the project to encompass flexibility for project implementation as the policy priorities tended to change from time to time. As a result, some OVI were vaguely stated, and OVIs for Overall Goal were undecided. Unfortunately, the PDM was not revised until the Mid-term review, and the focuses of projects drifted to a great extent. For instance, the project focused on the village forest management and forest protection initially, which were not followed through during the latter part of project. Also, a plan for ensuring a meaningful impact out of pilot projects was unclear. The project impact could have been greater and more visible if the project had clearer focus on specific policy issues and strategy to mainstream the pilot initiatives in a larger policy platform.
Sustainability	Moderately High	<ul style="list-style-type: none"> ✓ The project strengthened the organizational, institutional and personnel capacities in the forestry sector in Laos, which would be the foundations for the sustainability of project outcomes. However, the risk was felt by the Terminal Evaluation Team for the disintegration of such project outcomes in future after witnessing the drastic structural changes in the forest administration and personnel transfers, which would lead to the discontinuation of project initiatives. ✓ The financial capacity of Lao side still required further strengthening to bear the cost needed for the continuing activities and to ensure the sustainability of project outcomes. ✓ In view of the current commitments of donor agencies, it was expected that their supports would continue to the forest protection in future. The outcomes of FSCAP were likely to remain important over times under the current trend in the forestry sector in Laos, assuming such trend would continue. ✓ The issue of climate change became increasingly important in the forestry sector internationally and nationally, and the Government of Laos continued to address the issue of climate change in the forestry sector. Even though the most of greenhouse gas (hereinafter referred to as “GHG”) emissions were derived from forestry sector in Laos, the Lao Government had limited resources for forest administration to achieve sustainable forest management. Therefore, REDD+ was seen to have potential for generating necessary resources for proper forest management. For this, the achievements of FSCAP were expected to have continuous significance in the forestry sector in Laos ✓ The continuity of pilot activities was uncertain, and the lessons

Evaluation Criteria	Evaluation Result	Remark
		learned from the pilot projects should be feed-backed to the policy development and budgetary supports for sustainability.

4 Conclusion

The project was able to adjust the changes in the forestry administration and C/P personnel and generated expected outcomes. The project contributed to the capacity building of C/P organizations and institutional strengthening through handholding support by the Japanese experts and local consultants engaged by the project, with specific tools as FSSWG, review of FS2020, REDD+ promotion, annual work planning of DOF and DFRM, pilot projects, etc. Those contributions were highly appreciated by the Lao side, and the training programs and workshops were also effective in general. Therefore, it could be concluded that the project was implemented as **satisfactory**.

The project reinforced the institutional mechanisms, platforms and system of the Lao authorities to implement their respective Five-Year Plan and advance FS2020 by supporting the AWP preparation at the provincial level, creating the review taskforce for FS2020, undertaking the data collection and analysis of FS2020 progress and supporting the management of FSSWG. The participatory approach brought concerned stakeholders on a same table and contributed to the coordinated effort for implementation. The presence of FSCAP was strong in the forestry sector community in Laos, which could have been extended to the public and civil society with more effort for publicity and documentation.

Those achievements were made possible through adequate communication among the concerned actors in the sector and support from the C/P organization. The restructure of forest management administration, i.e., the creation of DFRM was a drawback for the project, but it was also an opportunity for the project to display its significance. The project supported the transition of certain roles and responsibilities from DOF to DFRM, particularly regarding REDD+ related issues. Some activities as pilot projects and legislative support should have had logical conclusions, and more focus on specific policy issues could have generated more visible impact.

5 Recommendations

<To the Project>

1) Review of FS2020

The Project should accelerate the process of review and update of FS2020 so that the output of this process would be reflected in time for the preparation of the next five-year plans,

including five-year plans of MAF, MONRE, DOF, DFRM and 8th NSEDP.

2) Continuing Support for the Preparation of National REDD+ Strategy

It is recommended that the project continue supporting the strengthening of NRTF, leveling off of common understanding among the stakeholders over the forthcoming National REDD+ Strategy until the end of project and coordinating DOF and DFRM. The project should also compile the comments from other JICA-supported projects on REDD+ on the ToR of FCPF consultants.

It is also recommended to prepare a compilation of process documentation on the project support regarding the promotion of REDD+.

3) Follow-up of Pilot Projects

The initiatives at the field level through the pilot activities under the project need to be monitored properly and completed before the end of project.

4) Publicity and Visibility of Project Results

It is recommended to scrutinized, analyzed and synthesized the project activities and publish a series of booklets/ technical notes on the following subjects to be widely distribute through a wrap-up meetings or consolidation workshops:

- i) Process and result of review on the progress of FS2020
- ii) Key lessons learned from the pilot projects under the project for the promotion of private forest estate, livelihood improvement of forest-fringe villagers and proper management of village forests, along with key policy recommendations
- iii) Summary of capacity building activities under the project

To complete above before the end of project, the project may explore the possibility of engaging local consultants and collaborating with other externally-funded projects.

5) Strengthening of Financial Mechanism

It is recommended to include in the final report of the project the analysis on the current situation of financial mechanism for the forestry sector in Laos, as well as the identification of critical issues and recommendations, referring to the relevant previous studies and existing reports.

<To Lao Side>

6) Continuous Capacity Building for the Forestry Sector

It is urgent to develop further the capacity for forest management and REDD+ by assigning

appropriate quality and quantity of staff members to the relevant sections in the forestry sector, including REDD Divisions in DFRM and DOF with adequate budget so that the sustainability of project outcomes would be ensured. The continuity of officers without frequent transfers and leave of absences should be ensured, and knowledge and skills should be shared among the officers.

7) Continuous Strengthening of Institution for the Forestry Sector

The Lao Government should officially establish NRO. Properly demarcated forest boundaries should continue in accordance with relevant guidelines. The Lao Government should finalize the revised Forestry Law as soon as possible and complete all the formal approval process.

8) Utilization of FS2020 Review Results

The Lao Government should reflect the updated FS2020 in relevant policies and plans, including the next five-year plans of MAF, MONRE, DOF and DFRM as well as 8th NSEDP, when possible and appropriate.

<To Japanese Side>

9) Utilization of Lessons Learned from the Project

The Japanese Government should incorporate the lessons learned from this project into the design of next phase projects. As a part of development partners in the forestry sector, JICA needs to consider the importance of its expected roles by the other development partners and C/P organizations.

6 Lessons Learned/ Reference to Other Projects

1) Proper Project Cycle Management

While the project needs to adjust and be flexible to the changes in the situations, it is important to establish concrete and measurable indicators for project monitoring and evaluation. The project cycle management mechanism, such as regular JCC meeting and periodical review of PDM and PO should be undertaken.

It is important to review and add/ modify, when necessary, the C/P organizations and personnel during the project planning and implementation so that necessary decisions can be made by appropriate authorities timely.

2) Ensuring Impact

To maximize the project impact, it is important to prioritize specific policy issues and establish focus in the project while designing. Also, it is essential to have effective

coordination mechanisms (such as working groups, taskforces and informal advisory groups supported by FSCAP) and manage them properly to ensure multiple project impacts.

3) Clarifying the Objective of Pilot Activities

Small-scale pilot activities at the field level can be effective only when there is a strategic plan and potential for transforming the results into replicable models, doable methodologies, mainstreamed systems and/ or policy initiatives. A project designer should be extra cautious about ensuring the expected logical conclusions of field activities, if they will be included in a project.

4) Lessons learned for REDD+

It was learned that it was vital to document the process of REDD+ promotion and generate visible outputs/ documents. The stakeholders for the promotion of REDD+ were wide range, and proper coordination is indispensable. Also those stakeholders as a whole should have an adequate level of understanding over the issues of REDD+. For this, a project should assist the strengthening of multi-stakeholder platform for REDD+, such as NRTF, and ensure their regular meetings.

Annex 01

Schedule of Joint Terminal Evaluation Mission

Date	Day	Description
Feb 15	Sat	Travel
Feb 16	Sun	Document review
Feb 17	Mon	Interview survey and document review
Feb 18	Tue	Interview survey and document review
Feb 19	Wed	Interview survey and document review
Feb 20	Thu	Interview survey and document review
Feb 21	Fri	Interview survey and document review
Feb 22	Sat	Documentation and report preparation
Feb 23	Sun	Documentation and report preparation
Feb 24	Mon	Interview survey and document review
Feb 25	Tue	Interview survey and document review
Feb 26	Wed	Interview survey and document review
Feb 27	Thu	Report preparation
Feb 28	Fri	Report preparation
Mar 01	Sat	Report preparation
Mar 02	Sun	Internal discussion
Mar 03	Mon	Meeting with JICA Laos Office Courtesy to Department of Planning and Cooperation, MONRE Courtesy to Department of Planning and Cooperation, MAF Courtesy to Department of Forest Resource Management, MONRE Courtesy to Department of Forestry, MAF
Mar 04	Tue	Internal meeting Joint Evaluation Meeting
Mar 05	Wed	Internal meeting Meeting with DOF, MAF
Mar 06	Thu	Internal meeting
Mar 10	Mon	Joint Evaluation Meeting Meeting with DOF, MAF
Mar 11	Tue	Joint Coordinating Committee

Project Design Matrix (Version 03)

Date: 25 October 2013

Project Title: Forestry Sector Capacity Development Project Duration: October 2010 – September 2014 (4 years)

Project Site: Lao PDR

Target Group: Forest sector administration at central/provincial/district level
such as:Department of Forestry, Ministry of Agriculture and Forestry;
Department of Forest Resources Management, Ministry of
Natural Resources and Environment

Implementing Agency: Planning and Cooperation Division, Department of Forestry, Ministry of Agriculture and Forestry

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Overall Goal Sustainable forest resources management in Lao PDR is promoted.			- Basic policy of Government of Lao PDR on national socio-economic development does not change.
Project Purpose Implementation of Forestry Strategy 2020 (FS2020) and Strategy on Climate Change especially REDD+ is promoted.	The programs relevant to forestry sector, set by the MAF 5 year plan (2011-2015), are implemented.	Review of the MAF 5 year plan (2011-2015)	- FS2020 can meet the new development challenges emerged in the forestry sector.
Output 1. Capacity of forest sector administration for formulating plans, policies, and institutional framework for forestry sector management including REDD+ is improved.	1. The appropriate data collection and stakeholder consultation for the next 5 year plan are conducted. 2. Necessary legislation and guidelines are prepared. 3. Seminars/consultations for provincial staff about provincial action plan formulation are conducted. 4. National REDD Task Force (NRTF) is active. 5. Forestry Sub-Sector Working Group (FSSWG) is held (at least twice a year). 6. Forest sector administration staff is able to prepare necessary documents for the workshop/meeting before participation and report after participation. 7. The training is held according to the annual work plan.	1. Project reports 2. Prepared legislation and guidelines (e.g. law, decree, instruction) 3. Records of the seminars/consultations, Project reports 4. Minutes of NRTF meeting 5. Minutes of FSSWG 6. Preparation documents and reports of the workshop/meeting, Project reports 7. Training records, Project reports	- Forest sector administration staff whose capacity is improved continues to work. - Forestry sector stakeholders are not uncooperative toward FS 2020 implementation. - International donors continue to support FS 2020 implementation. - No drastic change in the structure of forest sector administration.

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p>Output 2. Capacity of forest sector administration for managing implementation of selected strategic policies, which identified as high priority in the FS 2020, Climate Change Strategy, and the MAF 5 year plan, is improved.</p>	<p>1. Awareness-raising activities are conducted. 2. Monitoring of the policy implementation in the forestry sector under the MAF 5 year plan is reported. 3. The training for provincial staff is held according to the annual work plan. 4. Outputs of the pilot projects are disseminated. 5. Implementation of FS2020 is reviewed.</p>	<p>1. Project reports Records and materials of the activities (e.g. publication, video, campaign) 2. Project reports 3. Training records, Project reports 4. Project reports 5. Report of the mid-term review for FS2020</p>	
Narrative Summary	Inputs		Important Assumptions
	Japan	Lao PDR	
<p>Activities (Output 1) 1-1. To facilitate formulation of the MAF 5 year plan 1-2. To facilitate formulation of necessary legislation and guidelines for implementing the strategic policies including REDD+ 1-3. To assist Provincial Forestry Section in formulating provincial action plan based on the MAF 5 year plan 1-4. To coordinate REDD+ related activities and prepare REDD+ implementation mechanism 1-5. To facilitate the discussion for enhancing funding mechanisms including Forestry and Forest Resource Development Fund (FDF) 1-6. To conduct stakeholder consultations such as FSSWG 1-7. To participate in international and regional workshops/meetings related to forestry issues 1-8. To organize relevant staff training to improve basic competence to conduct above-mentioned activities 1-9. To facilitate coordination of Japan's assistance (Output 2) 2-1. To disseminate necessary legislation and guidelines for implementing the strategic policies including REDD+ 2-2. To manage, monitor and evaluate the implementation of the strategic policies including REDD+ 2-3. To organize training of Provincial Forestry Section in information analysis, reporting, and project proposal preparation 2-4. To implement pilot projects for income generation of rural community through forest activities</p>	<p>Japanese Experts (long-term) - Chief Advisor/ Forestry Policy - Forest Management/ Coordinator - REDD+ advisor Japanese Experts (short-term) Training Counterpart training in Japan or third country Machinery and Equipment</p>	<p>Counterparts Project Director: - Director General, DOF Project Manager: - Director, Planning and Cooperation Division, DOF Staff of DOF, DFRM/MONRE Facility, Machinery and Equipment Two (2) rooms at DOF in Vientiane Municipality (including electricity, air conditioning, water supply and necessary telecommunication facilities)</p>	<p>- DOF and DFRM/MO NRE staff who is engaged in the project activities continues to work for the Department.</p>

Forestry Sector Capacity Development Project in Lao PDR (FSCAP)

Evaluation Grid (Terminal Evaluation)

Criteria	Evaluation Question		Source of Information	Q-No.	Remark
	Item	Sub-Item			
1. Relevance	Consistency with policies & priorities of both governments	1-1 Consistency of Overall Goal and Project Purpose with the aid program of Japanese Government, priority sectors & regions of Laos government	<ul style="list-style-type: none"> Ex-Ante Evaluation Report Mid-term Review Report Documents on Japan's aid programs for Laos Other relevant documents 	-	
	Fulfillment of local needs	1-2 Local needs during the planning stage and to date (new findings), reflection of the needs in the project plan and designs, meeting the needs through the project activities	<ul style="list-style-type: none"> Ex-Ante Evaluation Report Mid-term Review Report Other related documents Interview and site visits 	Q2	
	Appropriateness of approach	1-3 Appropriateness/ practicality/ innovativeness of technical and managerial approaches vis-à-vis relevant policies, institutional setups, human resources and project purpose	<ul style="list-style-type: none"> Periodical reports and other related documents Interview and site visits 	Q3	
	Logical link between Overall Goal and Project Purpose	1-4 Appropriateness of project design to achieve Overall Goal vis-à-vis Project Purpose	<ul style="list-style-type: none"> Periodical reports and other related documents Interview and site visits 	Q4	
	Relevance with international trends, treaties and commitments of both governments	1-5 Consistency of Overall Goal and Project Purpose with the decisions/ commitments/ target of UNFCCC, REDD+ and other relevant international institutions	<ul style="list-style-type: none"> Documents regarding the international institutions Ex-Ante Evaluation Report Mid-term Review Report Periodical reports and other related documents Interview and site visits 	Q5	
	Important assumption	1-6 Appropriateness of important assumption	<ul style="list-style-type: none"> Periodical reports and other related documents Interview and site visits 	Q14	
2. Effectiveness	Achievement of Outputs 01	2-1 Extent to which the OVI for Outputs have been achieved	<ul style="list-style-type: none"> Periodical reports and other related documents Specific outputs Interview and site visits 	Q6, 7	
	Achievement of Outputs 02	2-2 Extent to which the OVI for Outputs have been achieved	<ul style="list-style-type: none"> Periodical reports and other related documents Specific outputs Interview and site visits 	Q8	
	Achievement of Project Purpose/ Process through which the Project Purpose has been achieved	2-3 Extent to which the OVI for Project Purpose have been achieved	<ul style="list-style-type: none"> Periodical reports and other related documents Interview and site visits 	Q9	

Criteria	Evaluation Question		Source of Information	Q-No.	Remark
	Item	Sub-Item			
	Unexpected/ unplanned achievements	2-4 Significance of achievements that are not included in the PDM or PO (e.g., contribution to other JICA projects - Grant Aid Assistance and other Technical Cooperations)	<ul style="list-style-type: none"> • Periodical reports and other related documents • Specific outputs • Interview and site visits 	Q6, 7, 8, 9	
	Facilitating/ hindering factors	2-5 Factors in respect to: policies, institutions, organizational frameworks, resource, technologies, knowledge, politics, socio-culture, natural environment, etc.	<ul style="list-style-type: none"> • Periodical reports and other related documents • Interview and site visits 	Q10	
3. Efficiency	Inputs and utilization of inputs,	3-1 Appropriateness and balance of the types, volumes/ amounts, qualities and timing of inputs from both Japan and Laos sides in view of project needs	<ul style="list-style-type: none"> • Data from the project • Periodical reports and other related documents • Interview and site visits 	Q11	
		3-2 Resource augmentation through the well-coordinated collaboration with other agencies and programs	<ul style="list-style-type: none"> • Periodical reports and other related documents • Interview and site visits 	Q12	
	Accomplishment of Project Activities	3-3 Progress of project activities vis-à-vis PO	<ul style="list-style-type: none"> • Periodical reports and other related documents • Interview and site visits 	Q13	
	Communication, coordination & management	3-4 Methods/ process of project planning, documentation, reporting, progress monitoring, evaluation, feed-backing at various levels	<ul style="list-style-type: none"> • Periodical reports and other related documents • Interview and site visits 	Q14	
4. Impact	Projection of achieving Overall Goal	4-1 Opportunities and challenges in the promotion of sustainable forest management	<ul style="list-style-type: none"> • Mid-term Review Report • Periodical reports and other related documents • Interview and site visits 	Q9, 15	
5. Sustainability	Human resource development	5-1 Frequency of transferred technologies/ skills/ knowledge being utilized by target groups, comparing before and after, with and without the project	<ul style="list-style-type: none"> • Mid-term Review Report • Periodical reports and other related documents 	(Q6, 7, 8, 9)	
	Institutional aspect	5-2 Capability of institutions and mechanisms	<ul style="list-style-type: none"> • Mid-term Review Report • Periodical reports and other related documents 	(Q6, 7, 8, 9)	
	Financial aspect	5-3 Probability and types of continuing supports by the governments for project outcomes	<ul style="list-style-type: none"> • Mid-term Review Report • Periodical reports and other related documents • Interview and site visits 	Q16	

Annex 04

List of People Interviewed during Joint Terminal Evaluation

	Name	Position	Time and Date of Interview
1	Mr. Hideaki Takai	Chief Advisor, FSCAP	11:00-12:00 & 13:30-17:00, Feb. 17 2014, 17:30-18:30, Feb. 18, 2014
2	Mr. Kenji Nakajima	Forest Management Expert/ Project Coordination, FSCAP	Ditto
3	Mr. Takayuki Namura	REDD+ Expert/ Donor Coordination, FSCAP	9:30-10:30, Feb. 18, 2014 10:30-11:00, Feb. 19, 2014
4	Mr. Shinichiro Sugimoto	Consultant for Forestry Sector Performance Indicators, FSCAP	9:00-9:30, Feb. 19, 2014
5	Ms. Sidavone Chanthavong	Programme Coordinator for Review of FS2020, FSCAP	9:30-10:30, Feb. 19, 2014
6	Mr. Khamphay Manivong	Deputy Director General (Project Director), Department of Forestry	11:30-12:30, Feb. 19, 2014
7	Mr. Khamsene Ounekham	Deputy Director, REDD Office, DOF	15:00-16:00, Feb. 19, 2014
8	Mr. Ryota Kajiwara	Remote Sensing Expert, Kokusai Kogyo Co. Ltd., NFIS	16:00-17:00, Feb. 19, 2014
9	Mr. Georg Buchholz	Programme Director, CliPAD/ GIZ	9:00-10:10, Feb. 20, 2014
10	Mr. Houmpheng Boupakham	Director, REDD Division, DFRM, MONRE	10:40-11:10, Feb. 20, 2014
11	Mr. Noriyoshi Kitamura	Chief Advisor/ REDD+ Expert, Kokusai Kogyo Co. Ltd., NFIS	14:00-15:30, Feb. 20, 2014
12	Mr. Esa Puustjarvi	Chief Technical Advisor, SUFORD (Finland project)	15:15-15:45, Feb. 21, 2014
13	Mr. Robert Davis	Senior Forestry Specialist, The World Bank Lao PDR Country Office	10:00-11:00, Feb. 25, 2014

	Name	Position	Time and Date of Interview
14	Ms. Katharina Foldi	First Secretary, Coordinator for Natural Resources and Environment and Rural Development, Embassy of Germany to Lao PDR	11:30-12:30, Feb. 25, 2014
15	Mr. Saly Singsavanh	Deputy Director, Planning and Cooperation Division, DFRM, MONRE	13:30-14:15, Feb. 25, 2014
16	Mr. Khamphanh Nanthavong	Director General, DFRM, MONRE	14:00-15:10, Feb. 25, 2014
17	Ms. Thongsouk Xayaphanthong	Deputy Director, Planning and Cooperation Division, DOF	14:00-14:40, Feb. 27, 2014
18	Mr. Bounchanh Lattanavongkot	Department Head, Luang Prabang Provincial Forestry Section, DOF	9:30-10:30, Mar. 03, 2014
19	Mr. Bounsouane Phongphichith	Director, Planning and Cooperation Division, DOF (Project Manager)	13:30-14:45, Mar. 03, 2014

Assignment of Japanese Experts

	Field	Name	Assignment Period	Input (MM)
1.	Chief Advisor/ Forest Policy	Mr. Kazuyuki MORITA	Oct.13, 2010 - Dec. 28, 2010	2.5
2.	Chief Advisor/ Forest Policy	Mr. Kota HIRANUMA	Jan.7, 2011 - Jan.6, 2013	24.0
3.	Chief Advisor/ Forest Policy	Mr. Hideaki TAKAI	Jan. 15, 2013 –Sep. 29, 2014	20.5
4.	Forest Management/ Project Coordinator Advisor	Mr. Satoshi FUJITA	Oct.1, 2010 - Sep.30, 2012	24.0
5.	Forest Management/ Project Coordinator Advisor	Mr. Kenji NAKAJIMA	Sep. 15, 2012 - Sep. 29, 2014	24.5
6.	PCM Training Expert	Mr. Kazuyuki MORITA	Jul.27, 2011 - Aug. 11, 2011	0.5
7.	REDD+/ Donor Coordination Advisor	Mr. Takayuki NAMURA	Dec. 2, 2012 – Sep. 29, 2014	24.0
TOTAL				120.0

Annex 06

List of Equipment and Machinery procured by the Project

Item	Specification	Qty	Total Cost (USD)	Location	Responsible Organization	Date of Delivery	Use (*1)	Mgt (*2)
Desktop Computer	Acer Veriton M275	1	1,144	FSCAP Office	DOF	2011/3/1	A	A
Digital Camera	Canon EOS 550D	1	889	DOF	DOF	2011/3/10	C	A
Camera	Canon powershot A3300 IS New	1	253	DOF	DOF	2012/1/25	C	A
Camera	Canon powershot A3300 IS New	1	253	Bokeo POFI	Bokeo POFI	2012/1/25	C	A
Video Camera	Canon Video LERGEIA 46	1	505	DOFI	DOFI	2012/1/25	C	A
GPS Camera	Canon Powershot SX230HS	1	1,216	Luang Prabang PAFO	Luang Prabang PAFO	2012/3/28	C	A
GPS Camera	Garmin GPS MAP 62S	1	597	Salavanh PAFO	Salavanh PAFO	2012/3/28	C	A
Color Printer	Canon Laser color 7200CD	1	637	FSCAP Office	DOF	2012/6/20	A	A
Motor bike	Honda Wave 100	2	2,908	Luang Prabang PAFO	Luang Prabang PAFO		A	A
Video Camera	Canon Video LERGEIA 46	1	324	Luang Prabang PAFO	Luang Prabang PAFO	2012/6/20	C	A
LCD Projector	EPSON EB-SO2	1	513	Luang Prabang PAFO	Luang Prabang PAFO	2012/6/20	C	A
Laptop Computer	Apple Macbook ProMD313	1	1,930	Luang Prabang PAFO	Luang Prabang PAFO	2012/6/20	A	A
Desktop Computer	HP Pavillion HPE H8-1225 PC	1	1,570	Luang Prabang PAFO	Luang Prabang PAFO	2012/6/20	A	A
Laptop Computer	Apple Macbook ProMD313	1	1,930	Salavanh PAFO	Salavanh PAFO	2012/6/20	A	A
LCD Projector	EPSON EB-SO2	1	513	Salavanh PAFO	Salavanh PAFO	2012/6/20	C	A
DVD Player	Sony XY-1209	1	119	Salavanh PAFO	Salavanh PAFO	2012/6/20	C	A
Power Generator	Honda EU20i 2KVA	1	1,545	Salavanh PAFO	Salavanh PAFO		C	A
Notebook Computer	Toshiba Satellite U840	1	1,080	DOF	DOF	2013/2/14	A	A
Photocopier	Kyocera Taskalfa 3030CI Color	1	340	DOF	DOF	2013/2/14	A	A
Desktop Computer	HP Pavilion p6-22951	3	2,235	DOF	DOF	2013/2/21	A	A
Printer/Copier/FAX	Canon image CLASS MF4750	1	4,485	DOF	DOF	2013/2/21	A	A

*1 Use: A-Frequently (almost every day), B-Sometimes (1-3 a week), C-Use concentrated on particular period, D-Rarely (1-3 times a year), E- No use due to particular reasons

*2 Mgt: A: Always possible to use with sufficient maintenance, B-Almost no problem in use, C-Possible to use if repaired, D-Difficult to use

Allocation of Local Activity Cost by JICA (as of March 2014)

Unit: USD

Major Budget Item		JFY2010	JFY2011	JFY2012	JFY2013(p rojection)	Total
1	Miscellaneous	31,122	116,476	94,487	88,000	330,085
2	Air Fare	497	20,794	8,345	13,000	42,636
3	Travel Allowance	8,508	76,194	65,717	96,000	246,419
4	Fee and Honorarium (non-staff)	57,359	101,417	27,189	40,000	225,965
5	Refreshments	1,610	10,126	8,017	7,000	26,753
Total		99,094	325,007	203,756	244,000	871,858
Total in Japanese Yen (1USD=100Yen)		9,909,400	32,500,700	20,375,600	24,400,000	87,185,800

Annex 08

Key Deliverables of Project

Legislation

- Draft DOF guidelines for 3 forest categories boundary demarcation (2011)
- Draft DOF guidelines on establishment of VFUs (2011)
- Draft Salavanh Province guidelines on establishment of VFUs (2011)
- Forest Resources inspection Strategy Action Plan (2013)

Manuals and Handbooks

- REDD+ Glossary (2013)
- LPTP Administration Handbook, Expansion Steps, FSC COC Handbook, Cluster Forest Management Plan, SOPs Handbooks (2013)

Reports

- Completion Report by Chief Advisor (August 2010)
- Completion Report by PCM Training Expert (December 2010)
- Completion Report by Forest Management Expert (September 2012)
- Completion Report by Chief Advisor (January 2013)
- Bi-annual Progress Report (1st, 2nd, 3rd, 4th and 5th)
- Options for the development of a Teak Farmer's Organisation in Luang Prabang Province (2012)
- Restructuring of Forestry Administration in Lao PDR - Current Situation and Challenges- (2012)
- Annual Review of the REDD+ Activities in Lao PDR 2011-2012 (2012)
- Annual Review of the REDD+ Activities in Lao PDR 2012-2013 (2013)
- Report of the study on the effect of different thinning and pruning techniques on teak growth in Saiyaboury and Luang Prabang Provinces (2011)
- Report of the study on tree and Non-Timbre Forest Products species for income of local Community in Hom, Xaysomboun and Hinherp Districts in Vientiane Province (2013)

Database

- Lao plantation database for LPTP (2012)

<To be developed in JFY2013>

Manuals and Handbooks

- Miscellany of Laws and Regulations regarding Forestry

Reports

- Report of the Mid-Term Review on Forestry Strategy to the year 2020 (FS2020)
- Report of the Forestry Sector Performance Indicator Study
- Completion Report by Chief Advisor
- Completion Report by Forest Management Expert
- Completion Report by REDD+ Expert
- Bi-annual Progress Report (6th)

Annex 09

List of Participants for Training in Japan

	Name	Position	Training Period	Course Title
1.	Mr. Lamphanh KOMMADAM	Head of Protection Forest Management Division, DFRM, MONRE	Aug. 25 - Nov. 2, 2013	Proceeding Ability for Sustainable Forest Management
2.	Mr. Khamphay VILAYHOUANG	Deputy head of Forestry Resources Management Section, Natural Resources and Environment Department, Vientiane Province	Aug. 25 - Nov. 2, 2013	Ditto
3.	Mr. Singkone XAYALATH	Head of Botany and Plant Ecology Section, Forestry Science Research Center, NAFRI, MAF	Aug. 13 - Nov. 15, 2013	Various Forest Conservation with Community Participation
4.	Mr. Phavanar SOMBANPHENG	Technical Staff, Planning and Cooperation Division, DOF, MAF	July 24 - Aug. 30, 2013	Development of Forest Management Scheme in Harmony with Environment in the Tropical / Sub-tropical Area
5.	Ms. Phitsamai DALALOM	Technical Staff, Protection Forest Management Division, DFRM, MONRE	July 24 - Aug. 30, 2013	Ditto
6.	Mr. Somsanouk PATHAMMAVONGSA	Technical Staff, Production Forest and Forestry Business Management Division, DOF, MAF	Aug. 26 - Nov. 3, 2012	Reinforcement of the Means of Implementation for Sustainable Forest Management
7.	Ms. Sinepaphone PHOMMASATHIT	Technical Staff, Forestry Section, Agriculture and Forestry Office, Salavan Province	Aug. 26 - Nov. 3, 2012	Ditto
8.	Ms. Syphavanh INTHAPATHA	Technical Staff, Department of Forestry Resources Management, MONRE	Aug. 26 - Sep. 15, 2012	Sustainable Natural Resources Management through Japanese System of Natural Park
9.	Mr. Bounpone PHOUTHAMATH	Technical Staff, Department of Forestry Resources Management, MONRE	Aug. 26 - Sep. 15, 2012	Ditto
10.	Mr. Khamkhoun PHIMSAVANH	Chief of Database Unit, Department of Forest Inventory and Planning Division, MAF	June 27 - July 31, 2012	Capacity Development of Carbon Budget Measurement of Tropical Forests to React Climate Change
11.	Mr. Peter THAVONE	Technical Staff, Department of Forest Inventory and Planning Division, MAF	June 27 - July 31, 2012	Ditto
12.	Mr. Phetdaovong NAMPHACHAN	Technical Staff, Department of Forest Inventory and Planning Division, MAF	June 27 - July 31, 2012	Ditto
13.	Mr. Hongkham SENEANACHACK	Forestry Officer, Forestry Section, Provincial Agriculture and Forestry Office in Luang Prabang Province	June 27 - July 31, 2012	Ditto

	Name	Position	Training Period	Course Title
14.	Mr. Teuanchay PHONGKHAMPHANH	Technical Staff, NBCA Section, Department of Forest Resources Management, MONRE	June 27 - July 31, 2012	Ditto
15.	Mr. Bounchanh LATTANAVONGKOT	Forestry Officer, Forestry Section, Provincial Agriculture and Forestry Office in Luang Prabang Province	Oct. 25 - Dec. 17, 2011	Rehabilitation of Degraded lands in Asia and Africa
16.	Mr. Chaloun BOUNITHIPHONH	Technical Staff, National Agriculture & Forest Research Institute (NAFRI), MAF	27 June - 1 Aug. 2011	Capacity Development of Carbon Budget Measurement of Tropical Forests to React Climate Change
17.	Mr. Bounchanh LATTANAVONGKOT	Forestry Officer, Forestry Section, Provincial Agriculture and Forestry Office in Luang Prabang Province	27 June - 1 Aug. 2011	Ditto

Annex 10

List of Counterpart Personnel

Position	Assignment Period	Name	Position in the Organization
Project Director	Oct. 1, 2010 to Dec. 2, 2013	Dr. Silavanh SAWATHVONG	Director General, Department of Forestry
	(In the absence of Project Director)	Mr. Khamphay MANIVONG	Deputy Director General, Department of Forestry
Project Manager	Oct. 1, 2010 - Sep 30, 2011	Mr. Oupakone ALOUNSAVATH	Director, Planning and Cooperation Division, Department of Forestry
	Oct. 1, 2011 - Dec. 16, 2012	Mr. Sengrath PHIRASACK	Deputy Director (Acting Director), Planning and Cooperation Division, Department of Forestry
	Dec. 17, 2012 - present	Mr. Bounsouane PHONPHICHITH	Director, Planning and Cooperation Division, Department of Forestry

収集資料リスト

Area	東南アジア	Project Name	森林セクター能力向上プロジェクト
Country	ラオス		

No.	Title of the Reference	Form	Size	Pages
1	詳細計画策定調査報告書	PDF	A4	94
2	中間レビュー報告書	PDF	A4	89
3	自己評価表	ワード	A4	24
4	対ラオス人民民主共和国国別援助方針（2012年4月）	PDF	A4	11
5	専門家業務完了報告書（平沼チーフ）	PDF	A4	46
6	Overview of Strategy, Cooperation, Steering Structure, Process and Learning & Innovation – Summary of CliPAD	ハードコピー	A4	18
7	Organizational Chart of DFRM	ハードコピー	A4	1
8	Organizational Chart of MONRE	ハードコピー	A4	1
9	会議メモ（FSIP 終了時評価報告会）	ハードコピー	A4	4
10	Project Proposal for Village Forestry Activities in Salavanh	ハードコピー	A4	4
11	第5回技術協力プロジェクト実施運営総括表	ハードコピー	A4	10
12	Record of Discussion	ハードコピー	A4	14
13	Minutes of Meeting (2 nd JCC Meeting)	ハードコピー	A4	7
14	Application Form for Japan's Technical Cooperation	ハードコピー	A4	18
15	ラオス産木炭、特にマイテュー白炭について	ハードコピー	A4	8
16	Concept Note on the Preparation of the Natural Resources and Environment Sector Strategy 2016 toward 2030	ハードコピー	A4	5
17	Field Manual for LPTP	ハードコピー	A4	11
18	Standard Operation Procedures for LPTP 01	ハードコピー	A4	11
19	Standard Operation Procedures for LPTP 04	ハードコピー	A4	11
20	Standard Operation Procedures for LPTP 04	ハードコピー	A4	12
21	Draft Guideline of Village Forestry Unit Establishment (unofficial English translation)	ハードコピー	A4	7
22	Instruction regarding the Process and Methods of Installing the Forest Demarcation Signs and Border Marking Poles (unofficial English translation)	ハードコピー	A4	10
23	LPTP Narrative Report 01	ハードコピー	A4	27
24	LPTP Narrative Report 02	ハードコピー	A4	26
25	Handing Over Note on LPTP	ハードコピー	A4	11
26	Completion Report of LPTP	ハードコピー	A4	3
27	LPTP Final Report	ハードコピー	A4	31
28	Review of LPTP Database Needs	ハードコピー	A4	24
29	Inception Report of NFIS	ハードコピー	A4	35
30	Summary Report of Village Forestry Unit Establishment Project in Salavanh	ハードコピー	A4	21
31	第3回技術協力プロジェクト実施運営総括表	PDF	A4	8
32	第1回技術協力プロジェクト実施運営総括表	PDF	A4	6
33	第2回技術協力プロジェクト実施運営総括表	PDF	A4	2
34	専門家業務完了報告書（PCM 研修専門家）	PDF	A4	20
35	専門家業務完了報告書（森田チーフ）	PDF	A4	57
36	専門家業務完了報告書（森林管理・業務調整）	PDF	A4	248
37	FSIP 終了時評価報告書	PDF	A4	12
38	Annual Progress Report 2012/13	ワード	A4	16
39	Minutes of Meeting for FSSWG 28/1/2014	ワード	A4	5
40	Summary Progress on NRESWG and SSWGs Implementation	ワード	A4	2
41	Draft ToR of NRESWG	ワード	A4	2
42	Minutes of Meeting for FSSWG 22/7/2013	ワード	A4	6
43	Minutes of Meeting for FSSWG 4/3/2011	ワード	A4	5
44	Minutes of Meeting for FSSWG 14/2/2013	ワード	A4	2
45	Minutes of Meeting for FSSWG 6/3/2012	ワード	A4	2
46	Minutes of Meeting for FSSWG 11/10/2011	ワード	A4	2
47	Forestry Strategy 2020	PDF	A4	98
48	Draft ToR of Project Steering Committee	PPT	A4	6
49	Draft ToR of Project Steering Committee	ワード	A4	2

No.	Title of the Reference	Form	Size	Pages
50	Minutes of Meeting for PSC 05/04/2013	ワード	A4	7
51	ラオスの森林セクターについて	ワード	A4	1
52	ラオス森林セクターの最近の動向	ワード	A4	1
53	ラオス森林セクターの我が国の取り組み	ワード	A4	1
54	第1回ラオス森林関係プロジェクト等連絡会議議事次第	ワード	A4	1
55	ラオス森林関係プロジェクト等連絡会議設置要綱 (案)	ワード	A4	1
56	ラオスの森林分野における支援戦略について	PPT	A4	22
57	Overview of Japan's Activities in in the Forestry Sector in Lao PDR	PPT	A4	10
58	Preparing the Piloting of Payment for Forest Environmental Services (SUFORD)	PPT	A4	21
59	Report Consultation Workshop on LPTP	ワード	A4	9
60	ラオス人民革命党の体制維持メカニズム	PDF	A4	40
61	Overview of LPTP	PPT	A4	17
62	Forestry Sector Capacity Needs Assessment (CliPAD)	PDF	A4	28
63	Minutes of Meeting for IAGR 12/06/2013	ワード	A4	3
64	Minutes of Meeting for IAGR 1/11/2013	ワード	A4	2
65	Minutes of Meeting for IAGR 13/01/2014	ワード	A4	2

所 感

井上幹博団員所感

ラオスにおける森林林業分野は、ドナーの支援なしにはその適切な推進がなしえない状況が続いているなかで、JICA は、FSCAP プロジェクトにより政策支援部門の中心となるとともに、PAREDD プロジェクトにより地球温暖化問題の一翼を担う REDD+について、周辺の途上国への協力に先駆けて設計・実施を行ってきている。

REDD+については、世界の温暖化ガス排出量の 2 割占めるとされる途上国の森林減少に対処するため、地球温暖化問題とからめた対策の必要性、いわゆる REDD が 2005 年に提起され、途上国との連携による排出削減対策の目玉として熱心な議論が重ねられ、更に、カンクンの UNFCCC-COP16 で SFM 等を含んだ REDD+に対象が拡大されるなどの経緯を経て、ワルシャワの UNFCCC-COP19 で、ようやく技術指針の整備がおおむね終了したところである。

今後は、資金問題等の議論が更に深められることになるが、一方では概成した REDD+の技術指針をもとに、事例となるプロジェクトを積み上げていくことが重要となっている。

さて、森林の経営は、当然のことながら持続的に行われることが大原則である。世界的には 1992 年の UNCED（地球サミット）において、森林原則声明に合意、その行動計画であるアジェンダ 21 では、第 11 章に森林減少対策が盛り込まれ、これらを受けて、森林経営の持続可能性を測るものさしとして、各地域で持続可能な森林経営（SFM）のための基準・指標作りの取り組みが行われてきた。わが国が加入しているモントリオールプロセスでは、7 つの基準の一つに地球的炭素循環への森林の寄与が謳われており、SFM と REDD+とは車の両輪の関係になっているといえる。

一方で、SFM プロジェクトとの違いは何なのか、対象住民には REDD+が理解されない、というようなプロジェクト関係者の声もきく。これに対しては、両者の歴史的な経緯を見ても、REDD+は SFM を別の切り口から説明したものであるといえるし、そのように考えることで、REDD+は難しくないという意識を持てるのではないだろうか。実際、両者の違いは、森林蓄積量の変化を炭素に換算する工程を付加することのみの差であるといつてよい。

REDD+で儲けることができるとの発想が先走ってしまうと、地元住民との関係をおろそかにしたまま事業が進められていくことにもなりかねず、その場合、目指すべき森林保全とは逆の負の効果が生じてしまいかねない。

JICA の林業協力により、地道に努力が重ねられてきた社会林業や住民参加型林業のアプローチは、貴重な財産であるといえる。このような長年の経験により培ってきた人間関

係重視のアプローチを大事にしていくことは重要であり、今後の REDD+にかかる協力においても、有益なものとなろう。

