

EVALUATION FINALE

YUG/012

Forestry Development in Montenegro
Phase II

PROJECT SUMMARY DATA

Country	Montenegro
Long project title	Forestry Development in Montenegro – Phase II
Short project title	FODEMO II
LuxDev Code	YUG/012
Version of the Report	November 2013

RATING OF THE PROJECT BY THE EVALUATION MISSION

Global rating (Effectiveness)	2.3 On a scale of 1 (excellent results, significantly better than expected) to 6 (the project was unsuccessful, or the situation has deteriorated on balance)
Rating using other evaluation criteria	Relevance: 1.8 Efficiency: 2.0 Sustainability: 3.5

EXECUTIVE SUMMARY

The present report outlines the findings and conclusions of the final evaluation mission of the project YUG/012 (FODEMO II, Forestry Development in Montenegro – Phase II). FODEMO II had been under implementation since April 2007; and was initially scheduled to run until September 2011. A two-year project extension with two additional results and additional funding started in April 2011 until initially April 2013. Further six months extension until 30 September 2013 was approved, bringing the total project duration to six and a half years.

The FODEMO II was the continuation of the activities implemented under the FODEMO I, implemented from 2003 to 2006, and this evaluation team consider that Luxemburg supported the forestry sector in Montenegro since overall already 10 years.

The evaluation mission was conducted on behalf of LuxDev and the Montenegrin Ministry of Agriculture and Rural Development. Two missions took place: one between the 11 and 28 July 2013 and one from 8 and 28 September 2013.

The evaluation objective was to assess the achievement of the specific project objectives and results, to assess the management model, to evaluate against the evaluation criteria relevance, effectiveness, efficiency and sustainability, and to assess the cross-cutting themes (governance for development, gender equality and environment).

The mission was carried out jointly by Mr Frank M. Kammer (head of mission, expert in forestry and natural resource management, international consultant) and Mrs Milica Duronjic (expert in forestry and environmental protection, regional consultant).

The evaluative conclusions made in this report are based on triangulation of information from project reports, stakeholder and boundary partner interviews, and field observations.

The project evaluation was carried out according to the mission terms of reference and LuxDev's general evaluation format.

The mission commenced with a briefing by LuxDev in Luxembourg and in the country by the LuxDev's regional representative and the project staff in Podgorica. Additionally, the evaluators met with all relevant stakeholders, including the Forestry Administration, the Ministry of Agriculture and Rural Development, the Central Management and Monitoring Unit, Caritas Luxembourg in Berane, the Central and Regional Forest Directorates, the Forest Institute, the Statistical Office of Montenegro, the national Forest Stewardship Council working group, the Chamber of Commerce and the Ministry of Economy. The evaluators visited the pilot forest management area and the forest nursery in Kolasin, and two forests private sawmills in Berane. The team also contacted other donor agencies (The United Development Programme, the European Union, the German Development Bank, and the German International Cooperation). The evaluation mission concluded with a workshop at the premises of the Ministry of Agriculture and Rural Development, where the consultants presented the mission's findings and preliminary conclusions.

The project started in 2007 with three major results and two complementary results were included in the project extension document. The first result related to the finalisation of a National Forest Policy, which included also the preparation of a National Forest Programme, a new Forest Law, the National Forest Inventory and the first draft of a National Forest Strategy. The second result related to the preparation and dissemination of Sustainable Forest Management tools, which focused on forest management planning, forest certification as well as the state of art Forest Information System. The third result concentrated on the rehabilitation of forest cover mainly through a reforestation and the establishment of a supportive fund. The two complementary results that were proposed in the FODEMO extension document are related, in the long term, to the establishment of a dynamic and sustainable market in modern wood fuels as a key renewable source of energy and economic activity in the rural area of Montenegro and to the development of a Clean Development Mechanism including support for the access to financing of investments in the production and utilisation of biomass as an energy source.

Main conclusion:

Over the past six and a half years, the FODEMO II project had a positive effect on the change process of the Montenegro's forestry sector: It made a significant contribution towards the finalisation of the National Forest Inventory, introducing new Forest Management Planning procedures and in training state forestry staff in new procedures and skills. In regard to the Forest Policy, FODEMO II supported the Ministry of Agriculture and Rural Development to prepare the National Forest Policy, the new Forest Law and various by-Laws on Forest Seed Production as well as the National Action Plan for combating illegal activities in the forest sector (together with the World Bank). The FODEMO II financed a wood fuel study carried out by the Statistical Office of Montenegro and was cooperating with Caritas Luxembourg by financing the installation of a wood biomass heating system and with the Food and Agriculture Organisation of the United Nations during the development and implementation of the Woodfuel Integrated Supply / Demand Overview Mapping tool (WISDOM). In addition, the project supported state forest organisations in the preparation of two Montenegrin Forest Forums, the 2012 Forest Fire Prevention Campaign, and a Communication Strategy for the Forestry Sector and organised training for Public Relations and Communication.

The National Forest Inventory was one of the major and by far the most time consuming activity during the project period. The Inventory was implemented in partnership between the Ministry of Agriculture and Rural Development, the Forestry Administration and the FODEMO II project. For the first time a scientifically grounded base will now provide, in both qualitative and quantitative terms, a reliable, actual and comprehensive database about the forest resources of Montenegro, which is the basis for realistic macro-economic planning in the forestry sector.

The FODEMO Phase II project support to the National Forest Policy, the National Forest Programme, the National Forest Inventory, the Forestry Information System, the promotion of woody biomass all have an important and lasting impact on strategies, institutions, systems and procedures in Montenegro. Due to the multi-stakeholder and participatory approach advocated by the project, civil society and the private sector were also involved and a broad consensus could be achieved.

In view that several project interventions resulted in the collection of valid information leading to prepare a National Forest Inventory, a Forest Development Strategy, long term development plans as a baseline for a National Forest Development Strategy it is concluded that FODEMO II project made a meaningful contribution towards a sustainable Forest management in the 21st Century towards poverty reduction and achieved the project objectives.

The evaluation mission, following evaluation criteria, summarily rates the project as:

- highly relevant for the improvement of sustainable forest management in Montenegro, fully in line with development policies of the Montenegro Government and the Luxembourg Government. The project concept and approach were appropriate with regards to the framework conditions at the time of the project planning and took the interest and needs of all beneficiaries into account;
- efficient in terms of the project's output being generally appropriate with the budget expended, particularly in comparison with similar projects elsewhere;
- generally effective in supporting successfully the implementation of important methodologies and forest monitoring and management tools in the project timeframe, but most of these tools and results were delivered at the project end and behind schedule. The reasons for this backlog are related to the local institutional and staff capacity deviancies and some activities were underestimated in the project document;
- average in terms of sustainability, considering that it's difficult to evaluate improvement of forest management, reforestation and rehabilitation programmes during the project period ; the forestry sector depends on a long term time horizon. Major important tools were handed over to the Government at the project end and there is no evidence that the Government will continue to support activities in the future;
- highly responsive to the environmental protection concerns, namely to biodiversity protection and climate change adaptation and mitigation, with a great contribution to good governance and support to public participation. Major cross-cutting issues were addressed in the project implementation and incorporated in project outcomes.