

FINAL REPORT



Impact
evaluation of
Finland
supported
Environment and
Natural
Resources
projects in
Zambia

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FCG International Ltd

Acknowledgements

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EXECUTIVE SUMMARY

1. Introduction

MFA Finland has been providing long term support to the environmental sector in Zambia. This impact evaluation looked at the results achieved by the last three environmental projects that MFA Finland supported before its change in country strategy towards more focus Private Sector Development. The evaluation was undertaken by a team of three experts from FCG Finland.

The three projects evaluated are:

Integrated Land Use Assessment phase 2 (ILUA II) – 2010 to 2017. The main activity of ILUA II was a forest inventory and socio-economic survey at national and sub-national level, with the results to be used to promote sustainable forest management and to provide the data for the National Forest Monitoring System (NFMS) and for the REDD+ strategy and programme. The inventory also provided provincial level data to support provincial forest management plans. The project published a number of technical reports and developed the NFMS website where the inventory data are published (<http://www.zmb-nfms.org>). The project was implemented by the Forestry Department in the Ministry of Lands and Natural Resources in partnership with FAO. Total budget: USD 5.1 million.

Civil Society Environment Fund phase 2 (CSEF2) – 2015 to 2019. The project delivered a comprehensive package of support for Civil Society Organisations (CSOs) nation-wide in the Environment and Natural Resource (ENRM) sector including grant funding (larger grants for innovative projects and organisational development support and smaller grants for events and research), and capacity building support. The project also sought to improve coordination, networking and information sharing amongst environmental sector CSOs through the piloting of a Civil Society Organisations Environmental Hub (CSO E-Hub). The project was managed by PMTC, with a total budget of Euro 4.6 million.

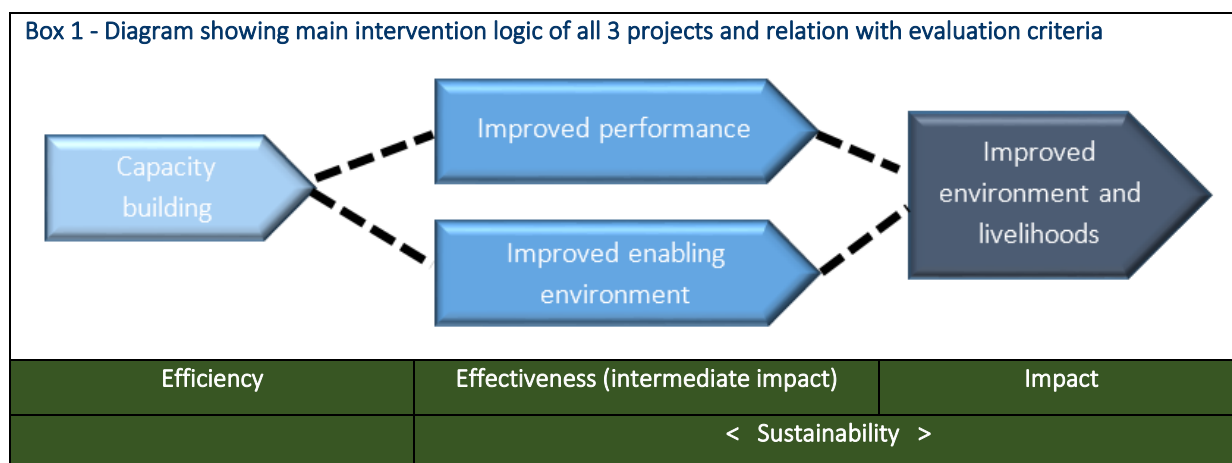
Decentralised Forest and other Natural Resources Programme (DFONRMP)– Introduction project – 2015 to 2018. This project was meant as a first phase of a longer term programme with as vision that *rural communities having improved livelihoods through fully devolved sustainable forest and other natural resources management system by 2026*. The purpose of the introduction project was to set up an enabling framework, strengthen and operationalize devolved integrated sustainable forest and other natural resources management system including improved livelihoods in project districts and communities. The project was implemented by the Ministry of Lands and Natural Resources and the Ministry of Local Government and Ministry of Chiefs and worked in 6 districts in two provinces: Muchinga province and North-Western Province. It developed and applied a Statutory Instrument and an implementation model for Community Forestry, based on the Forest Policy and Forest Act of 2015 and also supported livelihoods activities based on forest products. During the project it became clear that MFA Finland would not continue to fund DFONRMP due to a shift in focus in its country strategy from support to the environmental sector to Private Sector Development. The Introduction Project was implemented by the Forestry Department with TA support from Indufor. According to the project completion report, the total project budget was Euros 4.7 million, of this the final Finnish contribution was Euros 4,221,314 while Government contribution was Euro 464,877.

The main objective of the evaluation, as formulated in the ToR, was:

“to provide evidence if and how the projects have contributed to their intended objectives and provide evidence of capacity enhancement impact on the institutions and participating

communities, and sustainable applications on improvements in the institutions and community/household welfare.”

The evaluation focused on three elements that were common across all three projects, as illustrated in the diagram below:



2. Findings and conclusions per project

Note: All recommendations can be found in the table at the end of this Executive Summary.

ILUA II

The ILUA II project built **capacity** of forestry staff at national, provincial and district level for forest inventories. This capacity is still being sustained given that at district level in particular the skills are regularly applied for other forest inventories such as for concessions. Capacity was also built in the area of data analysis and management for forestry staff at national and provincial level (in use of OpenForis and QGIS respectively) and at the National Remote Sensing Centre. Continued use of this capacity at Forestry Dept. is limited due to staff turn-over, difficult access to the ILUA II data and, in particular at provincial level, equipment challenges.

With regard to the improvement of the **enabling environment** it is in fact the ILUA II data itself or, more specifically, the usefulness and use of the ILUA II data, that provides this enabling environment for improved policies and decision-making and for design of forest management plans and the REDD strategy and programme. The findings indicate the data are used widely for REDD+ and for international reporting on GHG emissions and for assessing and reporting on the contribution of forest sector to the NDC. The Forest Reference Emission Levels calculated on the basis of the ILUA II data is the main metric for these uses. Other uses include calculation of land and forest accounts as part of ecosystem services valuation and the use in research and education, the latter in particular concerning the land cover maps developed by NRSC. The data have only been used to a very limited extent for sustainable forest management planning and for identifying main timber concession areas. At sub-national level the main problem in this regard is the fact that the data are considered not detailed enough. The socio-economic data collected through the Forest Livelihoods and Economic Survey have also hardly been used, with only the main statistics available through the website.

ILUA II was never intended to have a direct **impact** on the environment or livelihoods, but the ILUA II data should indirectly contribute to more sustainable forest management and to national and local economies. This has so far not been realised, one main reason being that for one the most promising impact avenue, REDD projects based on voluntary carbon markets, the ILUA II data have only limited use, since more detailed data are required to comply with international standards like the Verified Carbon Standard (VCS).

Conclusion: ILUA II has filled an important gap in information on forest resources and land use, building sustainable capacity on the way for inventories and data analysis. It has allowed Zambia to develop its REDD+ programme as well as to better understand the role of forest resources in relation to the NDC and to GHG emissions. Its use and usefulness for informing sustainable forest management has however been limited, due to access problems and the fact that the data are not detailed enough for REDD projects and for forest management plans at sub-national level.

CSEF2

Based on a sample of 10 CSOs evaluated in detail, the findings show that CSEF2 has managed to increase the **capacity and sustainability** of the supported CSOs. Highest effect was seen for the Organisational Development Support Grant, but the project implementation grants (larger ones for innovative projects and smaller ones for events) combined with targeted capacity building support also had a positive impact on organisational performance and financial sustainability.

To strengthen the **enabling environment** CSEF2 supported the establishment of a Civil Society Environmental Hub to promote information sharing and networking and joint action. After the end of CSEF2 support however, the Hub has not been able to regularly organise joint action or coordination activities due to lack of financial resources. The main positive aspect of the Hub has been to link CSOs from provincial and local CSOs to the national agenda. Thanks to the laudable commitment of Hub staff (now unpaid) and provincial focal points it is currently still playing a role in exchanging information within that network of provincial and local CSOs using Whatsapp. CSEF2 also supported policy influencing and advocacy activities of individual CSOs. The findings show that CSOs have actively been *promoting* the improvements in application of environmental legislation and policy, but so far no clear evidence could be found of actual and substantial *demonstrated* impact on policies or policy implementation.

Regarding actual **impact on the environment and on livelihoods** the findings show a mixed picture. Two supported wildlife education projects show high environmental impact potential through confirmed attitude changes, with some actual behavioural change towards more sustainable use of natural resources having been observed although so far not substantiated with clear evidence. There is little evidence of real impact on the environment or on livelihoods from any of the other projects, one major problem being the fact that the larger projects had to be innovative. For such projects, the changes in behaviour required to achieve sustainable impact take more time than the maximum duration of the projects (2 years) allowed. While some projects achieved some livelihoods impact (e.g. through promoting Moringa trees and climate smart agriculture) during project implementation, evidence from the current situation show that these impacts are not very sustainable with beneficiaries largely abandoning the introduced technologies. One notable exception is the NatureGuard project on plastic recycling, which has developed into a sustainable activity providing income to people collecting the plastic and allowing NatureGuard to become a self-sustaining organisation.

Conclusion: CSEF2 has been successful in strengthening the organisational performance and sustainability of the supported environmental CSOs, an important achievement given the important role CSOs have to play in the environmental sector. It has been less successful in strengthening the enabling environment. The Hub is struggling due to lack of financial resources while the policy influencing work has yet to have any clear and substantial *demonstrable* impact. Some good advocacy work has however been undertaken and might still lead to improved policies and policy implementation. “These things take time” as one stakeholder noted. With as main exception a plastic recycling project, concrete impact on environment and livelihoods has also been limited, which is understandable given the short duration of the project and the requirement to be innovative, which puts high demands on attitude and behavioural changes.

DFONRMP

The project built **capacity** of forestry staff (primarily at provincial and district level) as well as other officers from different departments including Departments of Labour and Social Security, Department of traditional Affairs, Department of Community Development etc.. for the process of establishing Community Forests (CFs). Evidence from Muchinga and NW province indicates that capacity is sustained to date, with Forestry staff in particular regularly being asked to support new Community Forests. Lack of resources means however that they cannot provide effective support to the existing CF Management Groups (CFMGs) established under the project. This has somewhat eroded the relationship of trust that was built during the project. There are encouraging signs that the CFMGs have the capacity and commitment to effectively manage their forest, with most CFs seeing a reduction in unsustainable activities (like cutting trees for new fields or for caterpillar harvesting) and some examples noted of protection bylaws having been enforced.

The project has been directly responsible for two important elements of an **enabling environment** for CFs: a Statutory Instrument on CFs, and a “7-step” model for the implementation of the regulations in the S.I. Many other projects are now using these elements to establish community forests and several Chiefs have also been requesting support from Forestry for a Community Forest. While the project secured around 30,000 ha of CF, information from Forestry Department indicates that by the end of 2019 this had grown to over 1 million ha with many more hectares added and soon to be added through ongoing and pipeline projects that combine CF with REDD based carbon credit schemes.

The evaluation found that overall, in both provinces, there has been positive **impact on the environment** through protection of the CFs (although with signs of increased pressure on surrounding forests), but low direct project **impact on people’s livelihoods** due to lack of strong value chain development based on forest products. People received some training in enterprise development and whereas the idea had been to support full value chain development, including facilitating linking communities to companies that can buy their products. However, the premature ending of DFONRMP meant the project did not get this far. To mitigate this, a Village Banking scheme was supported towards the end of the project. Findings show however that the late introduction combined with the small amounts of money available have meant that the Scheme has had only very limited impact. MFA Finland’s decision to not continue DFONRMP also meant that the project could not pursue potentially high income earning opportunities from CFs like timber concessions and REDD schemes. The latter has however been picked up by other projects and have led to large areas now being protected under the Community Forestry legislation while the forest adjacent communities have received substantial payments (several million USD annually) from carbon credits.

Conclusion: The main success of the project lies in how it strengthened the enabling environment through the legislation on community managed forests and the establishment and testing of the seven step model of community managed forests. This work has allowed the widespread application of the CF model throughout the country, with the forestry staff’s built capacity for CF being an important contributing factor. The decision by MFA Finland to not continue the DFONRMP means that time was too short to develop mechanisms for sustainable benefits for the communities from the protected forests. While this role is partly taken over by others, like the carbon credit projects, there is a risk that lack of benefits may undermine the long term sustainability of the community forests in those areas where no further support is provided.

3. Cross-cutting objectives

Across the three projects, the mainstreaming of cross cutting objectives was tried with different levels of success. Overall in relation to the promotion of **gender equality** and women empowerment, all three projects show strong elements of having tried to do this through very specific interventions and through the recognition

of the plight of women at the start of the projects (in the case of village banking under the DFONRM project, the presentation of disaggregated data under ILUA II and various CSO projects implemented under CSEF2).

With regard to the **human rights based approach**, the evaluation confirms that the projects had elements of promoting a human based rights approach that was or would have allowed people to engage duty bearers and claim their rights. More so for the CSEF2 and DFONRM the interventions worked to strengthen the capacities of the community members to actually demand their rights and also strengthened the enabling environment through which they could do this.

Both ILUA II and DFONRMP have a direct link with **climate change**, by strengthening the enabling environment for sustainable forest management. This contributes to climate change mitigation, with ILUA II data also providing the information required for REDD projects and for international communications on Zambia's progress towards mitigating climate change impacts through forest protection and regeneration. Through the Community Forestry approach developed by DFONRMP, forests and forest-dependent communities will be able to increase their resilience to climate change. The CSEF2 project mainstreamed climate change through a section on Climate Sustainability in their project proposal formats. Several projects had a specific climate change adaptation focus, but there is little evidence of sustainable impact on community resilience through this project, with the short project duration a key limiting factor.

4. Overall conclusion

Based on the findings of the evaluation of the three NRM projects ILUA II, CSEF2 and DFONRMP the evaluation team concludes that all three projects have been successful in developing **organisational capacity** of their target beneficiary organisations and have contributed to an **enabling environment** that can contribute to long term positive impact on the environment, forest resources in particular, as well as on the livelihoods of people that are depending on that environment. The work on enabling environment by DFONRMP in particular has already led to widespread impact through application of the CF legislation and model by other stakeholders and projects.

With regard to the actual **direct impact** of the projects on the environment and on livelihoods the findings show a more mixed picture. While for ILUA II it was never an objective to have a direct impact on environment and livelihoods, DFONRMP and CSEF2 did have expected results related to such direct impact. Although some direct concrete environmental and livelihoods impact were indeed achieved by these projects, this impact was small-scale and could be considered (as one stakeholder called it) "a drop in the ocean".

Coherence between the three projects was good when considering the *compatibility* and *complementarity* between them, with each project addressing a specific issue within the environmental sector. While there were ample opportunities for synergies between the projects, such as expanding ILUA II to support inventories for Community Forests or targeting community forest communities for CSO projects under CSEF2 (although this would only have been possible in the second half of CSEF2, once the target communities had been identified under DFONRMP), these synergies have not been realised, primarily because of the absence of a structured approach for information exchange and coordination between the projects. Had these synergies been fully explored they would have been able to more effectively address key challenges like the lack of concrete benefits from the CFs for communities.

Table with overview of findings, conclusions and recommendations

Findings	Conclusions	Recommendations	Target audience for recommendations
ILUA			
<p>Effectiveness - Capacity development</p> <p>Good capacity was built for forest inventories, and this capacity is still being used regularly, in particular by district staff, for other inventories.</p> <p>The capacity built at Forestry Dept. and NRSC for data analysis and management is also still being used although at Forestry dept. it is hampered by staff turn-over and difficult access to the full set of ILUA II data. The FLES data are hardly used, with only the main statistics publicly available.</p>	<p>Project has been successful in building capacity for inventories and data analysis and this capacity is largely sustained, but not all effectively used.</p>	<ol style="list-style-type: none"> 1) The capacity of the National Remote Sensing Centre in land cover and land use change assessments, as strengthened through ILUA II, should be used more in providing information for development and monitoring of policies and programmes related to forestry and land use. 2) Access to ILUA II forest inventory and land cover data should be improved in line with the data sharing guidelines developed under ILUA II. The website should at all times be accessible and the final technical report should be shared widely. 3) All FLES data should be recovered and the FLES report and data made available through the ZSA website as well as the ILUA website. 	<p>All govt. departments</p> <p>Cooperating partners</p> <p>NRSC</p> <p>MoLNR</p> <p>ZSA</p> <p>FAO</p>
<p>Effectiveness - Enabling environment</p> <p>The ILUA II data have contributed to the enabling environment by filling important gaps in data on forest resources and land use, in particular for use in REDD and international reporting on GHG and NDC. There has been limited use of the data for actual forest management, with a major problem the fact that the data provided by ILUA II are not detailed for management plans or REDD schemes for individual forests. This was also never the intention of ILUA II but it was the expectation of forestry staff at sub-national level that the data could be used for forest management plans.</p>	<p>The project has succeeded in providing the necessary data for REDD+ and for important international reporting commitments, but the data are not used effectively for identifying potential concession areas and are not detailed enough for forest management plans.</p>	<ol style="list-style-type: none"> 4) The national forest inventory should be repeated within the coming 2 to 3 years, with the inventory extending to district level to allow for use of the data for forest management plans, including if possible for large Community Forests. 5) The Forestry Department should consider re-introducing the approach of publishing areas for which timber concessions can be issued, based on analysis of ILUA II data with regard to availability of commercial species that can be sustainably harvested. 	<p>MoLNR</p> <p>Cooperating Partners</p> <p>MoLNR</p>
<p>Impact</p> <p>No direct impact foreseen nor achieved. Indirect impact limited due to data not being detailed enough for sub-national forest management plans and for individual REDD projects.</p>	<p>No direct impact and no evidence of any substantial indirect impact on forest management</p>	<p>Recommendations 2,4 and 5 above apply here as well.</p>	

Findings	Conclusions	Recommendations	Target audience for recommendations
CSEF2			
<p>Effectiveness - Capacity development</p> <p>CSEF2 has managed to increase the capacity and sustainability of the supported CSOs. Highest effect was seen for the Organisational Development Support Grant, but the combination of project implementation grants with targeted capacity building support also had a positive impact on organisational performance and financial sustainability.</p>	<p>Project has been very effective in building sustainable improvements in CSO capacity and performance.</p>	<p>1) Support national CSOs in working with forest-adjacent communities with establishing Community Forest and developing forest based enterprises and carbon credit schemes. This includes building necessary capacity of the CSOs, many of which are not even aware of the CF legislation and do not have experience with carbon credit schemes.</p>	<p>Cooperating Partners</p> <p>International NGOs</p>
<p>Effectiveness - Enabling environment</p> <p>The Civil Society Environmental Hub was created to strengthen coordination, networking and joint action of environmental CSOs. However, after the end of CSEF2 support, the Hub has had no financial resources to effectively play that role, although it is still providing information sharing services with CSOs in all provinces through Whatsapp. Supported CSOs have undertaken good policy influencing work but so far without demonstrable significant impact in policies or policy implementation.</p>	<p>The Hub can currently not effectively play the envisaged role due to lack of financial resources.</p> <p>Effect of policy influencing still to be confirmed but it is normal that this can take long.</p>	<p>2) If the Civil Society Environmental Hub does not manage to obtain financial resources to effectively play its envisaged coordination and networking role, it should explore options for the current Hub network and information sharing activities to be integrated into existing networks and/or activities of existing CSOs that have similar mandates or are willing to expand their mandate to include the Hub's envisaged role.</p> <p>3) Continue support for CSOs for advocacy work, in particular promoting effective operationalisation and implementation of existing environmental policies and legislation.</p> <p>4) Use the CSEF2 records to develop a database with profiles of environmental CSOs and share this information widely with stakeholders from government, the donor community, international organisations and private sector to promote collaboration and partnerships in the environmental sector.</p>	<p>Hub</p> <p>CSOs</p> <p>Other CPs</p> <p>Cooperating Partners</p> <p>Private Sector</p> <p>MFA Finland</p> <p>Hub</p>
<p>Impact</p> <p>There is little evidence of Impact on environment and livelihoods. The larger projects had to be innovative, but the required changes in behaviour needed to achieve sustainable impact in such projects take more time than</p>	<p>Achieving sustainable impact through short 2-year projects is difficult and in the case of CSEF2 this was further complicated by the requirement to be innovative. If CSOs could have been</p>	<p>5) Explore and support opportunities for collaboration between CSOs and Private Sector for environmental management.</p>	<p>MFA Finland</p> <p>Other CPs</p> <p>Private Sector</p>

Findings	Conclusions	Recommendations	Target audience for recommendations
the maximum duration of the projects (2 years) allowed. The main exception is a plastic recycling project that has generated income for women in particular and has allowed the CSO to become self-sustaining.	funded to scale up and replicate activities that had proven to be successful impact would likely have been considerable higher.		
DFONRMP			
<p>Effectiveness - Capacity development</p> <p>The technical capacities to provide support to the establishment and sustainability of community managed forests is still present unfortunately the district forestry offices have inadequate human and financial resources to continue providing support to the already established CFMGs. The slow pace of decentralisation has negatively impacted on district capacities to sustain what was started.</p> <p>For the CFMGs formed, these are still functioning and are putting into practice some of the knowledge acquired, e.g. by enforcing the CF rules they have set.</p>	The short time frame under which the project was implemented meant a shortened time for ensuring ownership and the institutionalisation of the project into the relevant Government Departments and in particular the Local Authority. The CFMGs went up to step 5 in the CF model and without resources and additional technical support and guidance to implement their developed forestry plans, it is not clear how they will sustain any interventions.	<ol style="list-style-type: none"> 1) There is need to make decentralisation a reality as will allow for the full realisation of taking power to the people at the lowest level and enabling them claim their rights. It will also allow linkages between the community (including CFMGs) and the Government 2) Attitude and behaviour take time to change, projects whose success is founded on there being trust between partners as well as there being sustained behaviour and attitude change towards forests needs to be long enough to allow for these changes to occur. 3) New projects should try to prioritise areas where DFONRMP worked. This will cut down on lead time on the seven steps and will ensure the project has sustainable impact. In the absence of this, gains from the DFONRM project will continue to be lost. 	<p>MLGH</p> <p>MoLNR CPs implementing CF interventions</p> <p>MoLNR CPs implementing CF interventions</p>
<p>Effectiveness - Enabling environment</p> <p>Both the Statutory Instrument formed under the project and the 7 step documented model and guidelines for CF that are based on the S.I. are highly appreciated. Since the project ended, the model and the various materials and guidelines are being replicated and used by various partners</p>	The main success of the programme lies in how it strengthened the legislation on community managed forests and the establishment and testing of the seven step model of community managed forests. Its greatest impact is related to this and is the impact on the number of other partners that because of the legislation and the model are now promoting CF in Zambia	<ol style="list-style-type: none"> 4) SI 11 of 2018 does not specifically assign roles and responsibilities for enforcement, fines, confiscation of illegal produce and equipment. CFMGs need further guidance on this. 5) The law designates comprehensive responsibilities and obligations to the communities. Community interventions should include detailed operational guidelines and generic templates, third-party facilitation, and training. 	<p>MoLNR</p> <p>MoLNR CPs implementing CF interventions</p>

Findings	Conclusions	Recommendations	Target audience for recommendations
<p>Impact</p> <p>There is an improvement in the status of the CFs which were initially secondary forests and that have with less activity being undertaken over the last two years started to regenerate</p> <p>The impact on the other forests adjacent to the CFs was not immediately obvious, CFMG members noted that because people are denied access into the CF, adjacent forests could be under pressure.</p> <p>The forest based enterprises were seasonal and introduction of appropriate technologies to improve shelf life (for mushrooms did not work). Linkages to market for the produce and non-availability of products such as fish food and fingerlings have negatively impacted on the growth of the enterprises started. Village banking started has not been continued in places where communities were focussed on forest based enterprises.</p>	<p>The initial selected forests are too small and/or too degraded for timber concessions and benefits from carbon credits. With time, there is great potential for the CFs to actually be of benefit to the communities.</p> <p>There has been very low impact on peoples livelihoods due to lack of strong value chain development based on forest products. People received some training in enterprise development and the idea had been to support full value chain development, including facilitating linking communities to companies that can buy their products. However, the premature ending of DFONRMP meant the project did not get this far.</p>	<p>6) There is need to ensure that communities understand this potential at the start of any projects so their selection of CF is informed.</p> <p>7) The requirements for registering a community forest agreement could benefit from streamlining and rapid approval to avoid demotivation of community forest management groups.</p> <p>8) Unlike agriculture, forestry based enterprises can be seasonal and there is need to consider this when planning support to this type of enterprises.</p> <p>9) Interventions such as village banking need to plan realistic pay back schemes that do not put undue pressure on those that chose to join the schemes.</p> <p>10) There is need to support sustainable timber extraction and development of timber based enterprises (e.g. furniture making).</p> <p>11) Government should also explore possibilities for a simplified process for sustainable timber extraction in community forests.</p> <p>12) The possibility of combining CFs so as to have larger protected areas that are more suitable for carbon credit schemes should be explored.</p>	<p>MoLNR CPs implementing CF interventions</p> <p>MoLNR CPs implementing CF interventions</p> <p>MCDSS</p> <p>MoLNR CPs implementing CF interventions</p> <p>MoLNR</p> <p>MoLNR</p>

Table of Contents

1	Introduction	1
2	Context	3
2.1	National context.....	3
2.2	Finnish development context.....	4
2.3	Description of the 3 NRM projects.....	4
2.3.1	ILUA II.....	4
2.3.2	CSEF2	5
2.3.3	DFONRMP	5
3	Findings.....	7
3.1	ILUA II.....	7
3.1.1	Effectiveness - Capacity development	7
3.1.2	Effectiveness - Enabling environment.....	9
3.1.3	Impact	12
3.1.4	Cross cutting objectives	13
3.2	CSEF2	13
3.2.1	Effectiveness – Capacity development	13
3.2.2	Effectiveness – Enabling environment.....	16
3.2.3	Impact	19
3.2.4	Cross-cutting objectives.....	22
3.3	DFONRMP	23
3.3.1	Effectiveness – Capacity development	23
3.3.2	Effectiveness - Enabling environment.....	27
3.3.3	Impact	29
3.3.4	Cross cutting objectives	31
3.4	Coherence and synergies.....	33
4	Conclusions and recommendations.....	36
4.1	Overall conclusions and recommendations.....	36
4.2	MFA Finland shift in country strategy for Zambia	37
4.3	ILUA II.....	39
4.4	CSEF2	40
4.5	DFONRMP	41
5	Lessons learnt.....	44
5.1	Based on CSEF2.....	44
5.2	Based on ILUA II	44
5.3	Based on DFONRMP.....	44

Annexes

Annex I	ToR
Annex II	List of people met
Annex III	List of documents consulted
Annex IV	Field visit programme Muchinga province
Annex V	Sample criteria and list of sampled CSOs for CSEF2 evaluation

List of figures

Box 1 - Diagram showing main intervention logic of all 3 projects and relation with evaluation criteria	iii
Box 1 - Diagram showing main intervention logic of all 3 projects and relation with evaluation criteria	2
Box 2 - Deforestation rate - widely diverging estimates	11
Box 3- The Forest Livelihoods and Economic Survey – what happened with the data?	12
Box 4 - Reference to ILUA II data in REDD projects	13
Box 5 - Main impact of ODSG grant on Chipembele Trust performance and sustainability.....	14
Box 6 - Examples of Hub advocacy and mediation activities during CSEF2.....	17
Box 7 - Improving community engagement in EIA processes - EITA	18
Box 8 - Study on assessing impact of mining on women, youth and children – Caritas.....	18
Box 9 - Unexpected livelihoods impact	22
Box 10 - Gender impact examples CSEF2.....	22
Box 11 - Examples of CFMGs enforcing the rules.....	25
Box 12 - The CF guidelines ("7 steps") developed by DFONRMP	27
Box 13 - Status of CFMGs and hectares covered. Situation at the end of 2019 as known to Forestry Dept.....	28
Box 14 – Two existing REDD projects and their impact.....	31

List of tables

Table 1 - Projects using ILUA II data	10
Table 2 - Evidence of impact of CSEF2 support on CSOs performance and sustainability	14
Table 3- Policy influencing examples	18
Table 4 - Analysis of environmental impact	20
Table 5 - Examples of livelihoods impact	21
Table 6 - Projects using the CF model developed under DFONRMP	27
Table 7 - Analysis of impact of different livelihoods options promoted by DFONRMP	29
Table 8 - Overview of potential and realised synergies	34
Table 9 - Overall recommendations.....	37
Table 10 - Recommendations for MFA Finland and other CPs to build on the results of the three projects.....	38
Table 11 - Recommendations based on ILUA II findings	39
Table 12 - Recommendations based on CSEF2 findings.....	41
Table 13 - Recommendations based on DFONRMP findings	42

Acronyms

(e-)Hub	Civil Society Environmental Hub
BCP	BioCarbonPartners
CBNRM	Community Based Natural Resources Management
CC	Climate Change
CCZ	Council of Churches Zambia
CEMAT	Community Engagement and Advocacy Tool
CF	Community Forest
CFMG	Community Forest Management Group
CLZ	Conservation Lower Zambezi
CPs	Cooperating Partners
CSA	Climate Smart Agriculture
CSEF2(2)	Civil Society Environment Fund (phase 2)
CSO	Civil Society Organisation
CWET	Chipembele Wildlife Education Trust
DDCC	District Development Coordination Committee
DFO	District Forestry Officer
DFONRMP	Decentralised Forest and Other Natural Resources Management Programme
EED	Events, Emergency and Dissemination Grant
EIA	Environmental Impact Assessment
EITA	Extractive Industry Transparency Alliance
FLES	Forestry Livelihoods and Economic Survey
FNRM	Forest and Natural Resources Management
FREL	Forest Reference Emission Level
GDP	Gross Domestic Product
GHG	Green House Gases
GRZ	Government of the Republic of Zambia
HRBA	Human Rights Based Approach
IAPG	Innovative and Applicable Project Grant
ILUA II	Integrated Land Use Assessment (phase II)
IPCC	Intergovernmental Panel on Climate Change
KATC	Kasisi Agricultural Training Centre

MCDSS	Ministry of Community Development and Social Services
MFA Finland	Ministry for Foreign Affairs Finland
MoLNR	Ministry of Lands and Natural Resources
MRV	Monitoring Reporting Verification
MTE	Mid Term Evaluation
NCCP	National Climate Change Policy
NDC	Nationally Determined Contribution
NFMS	National Forest Monitoring System
NRS	National REDD Strategy
NRSC	National Remote Sensing Centre
NW(P)	North Western (Province)
ODSG	Organisational Development Support Grant
PFF	Prisoners Future Foundation
PFO	Provincial Forestry Officer
REDD	Reduced Emissions from Deforestation and forest Degradation
S.I.	Statutory Instrument
SFM	Sustainable Forest Management
SOA	Sustainable Organic Agriculture
UNFCCC	United Nations Framework Convention on Climate Change
VCS	Verified Carbon Standard
WDC	Ward Development Committee
ZGF	Zambia Governance Foundation
ZIFLP	Zambia Integrated Forest Landscape Project
ZRA	Zambia Statistics Agency (formerly CSO – Central Statistics Office)

1 Introduction

This report presents the results of the impact evaluation of 3 projects in the environmental sector supported by MFA Finland in the period 2010-2019:

- 1) Integrated Land Use Assessment (ILUA) phase 2 (ILUA II), implemented from 2010 to first quarter of 2017.
- 2) Civil Society Environment Fund (CSEF) phase 2, implemented from 2015 to 2019.
- 3) Decentralised Forest and other Natural Resources Management Programme (DFONRMP) – Introduction project, implemented from 2015 to 2018.

The assignment was undertaken by a team of consultants from FCG Finland in the period September to December 2020.

The rationale for the evaluation was to assess the impact of these three projects on the environment and on poverty reduction, with the results informing decision makers in Finland as well as provide a broad range of stakeholders in Zambia, including from government, cooperating partners, international organisations and CSOs.

The main objective of the evaluation, as formulated in the ToR, was:

“to provide evidence if and how the projects have contributed to their intended objectives and provide evidence of capacity enhancement impact on the institutions and participating communities, and sustainable applications on improvements in the institutions and community/household welfare.”

ILUA II and CSEF2 both had two funding phases, but the scope of the evaluation only covers the second phase of each of these projects. The DFONRMP was designed to run for a period of 12 years, with the Introduction project meant to develop sustainable FNRMP models that could then be scaled up. However, MFA Finland decided to stop the DFONRMP at the end of the Introduction Project. This evaluation can therefore be considered as an ex-post evaluation for all three projects.

Evaluation methodology

Given that this is an ex-post impact evaluation, it was concluded that the main relevant evaluation criteria are *Effectiveness*, *Impact* and *Sustainability*. In addition, the new OECD/DAC criterion *Coherence* was also considered relevant.

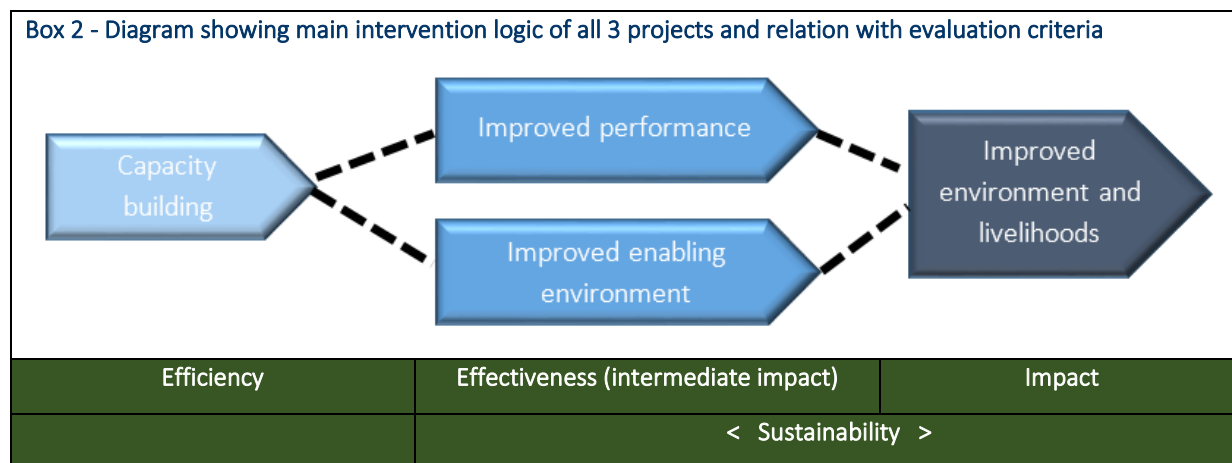
The desk study analysis of the three projects led to the conclusion that all three projects followed a similar approach to deliver intermediate impacts (effectiveness) through strengthening organisations and the enabling environment, which are expected to lead to longer term sustainable impacts on environment and livelihoods. This is visualised in the diagram in box 1. The evaluation therefore focused on the three aspects visualised in the graph:

- Improving performance of organisations and individuals targeted by the projects;
- Improvements in the enabling environment such as changes in policies and better information for decision-making;
- Emerging and actual impact on the environment (with a focus on forest resources) and on livelihoods.

By applying the same approach for each of the projects it allows for comparisons between the projects in terms of effectiveness, impact and sustainability.

Sustainability has been treated as a cross-cutting criterion, and is addressed as an integral part of the effectiveness and impact assessments (see diagram). Within the context of the assignment, the scope of coherence is limited to assessing the coherence between the three projects and in particular the potential and actually achieved synergies between the projects.

A scorecard was used in assessing the effect of capacity building on beneficiary organisations. However, the idea behind this tool was not to actually providing quantitative scoring but to provide some structure for the discussion on the impact any capacity building efforts had on different aspects of an organisation (new skills, new systems, improved resources etc.).



Limitations and challenges

One of the challenges with an ex-post evaluation is the fact that the project management unit is no longer existing, making it more difficult to identify project beneficiaries and organise meetings and field visits. Thanks to good support from the key stakeholders of the projects (Forestry Department, PMTC, FAO) and from the Finnish Embassy this challenge was overcome and, with a few exceptions, all planned interviews did take place.

The COVID pandemic posed limitations with regard to travel and face-to-face meetings. The planned field visit to Muchinga province by one of the team members did go ahead, with precautions to avoid COVID related issues respected, such as providing fuel for government staff to travel separately in their own vehicles. North-Western province stakeholders and beneficiaries were interviewed through phone calls. District Forestry Officers in that province cooperated fully and travelled to two Community Forest Management Groups to allow the evaluation team to interview the groups. Interviews in Lusaka were held face-to-face or online, following the preferences of the people to be interviewed. Social distancing was observed for all face-to-face meetings.

For the CSEF2 evaluation it was necessary to choose a sample of CSOs to evaluate in more detail. See annex V.

2 Context

2.1 National context

After 15 years of significant socio-economic progress and achieving middle-income status in 2011, Zambia's economic performance has stalled in recent years. Between 2000 and 2014, the annual real gross domestic product (GDP) growth rate averaged 6.8%. The GDP growth rate slowed to 3.1% per annum between 2015 and 2019, mainly attributed to falling copper prices and declines in agricultural output and hydro-electric power generation due to insufficient rains. In 2019, economic growth declined significantly, from 4% (2018) to 1.4%. The services sector remained the country's key driver of growth, growing by 3.5% in 2019, but primary and secondary sectors decreased significantly <https://www.worldbank.org/en/country/zambia/overview> .

Poverty statistics for Zambia are available only up to 2015. Although the country recorded steady economic growth during the period 1990-2015, poverty remained the greatest challenge to national development. The percentage distribution of the population by level of poverty in 2015 showed that 40.8 percent of the population was extremely poor while 13.6 percent was moderately poor.(GRZ 2017). According to the 2015 Living Conditions Monitoring Survey, the proportion of the population living below the poverty line was 54.4 percent. Poverty in Zambia still remains predominantly a rural phenomenon with poverty levels at 76.6 percent compared to 23.4 percent in urban areas. Further and according to the Survey, poverty by Sex of Household Head shows higher levels of poverty for households that are female headed at 56.7 percent compared to those headed by their male counterparts at 53.8 percent (Central Statistical Office, 2016).

Zambia has tremendous natural resource wealth but faces increasing threats to its environment, including deforestation and wildlife trafficking, and the effects of climate shocks. The ILUA II technical report estimates that around 60% of Zambia's surface area is under forest cover. However, it also notes that Zambia has one of Africa's highest deforestation rate, estimated to be between 79,000 and 150,000 per year, or even up to 276,000 ha per year, when using a method that tries to correct bias in statistical-based classifications.

Poverty is one of the major underlying drivers of deforestation and of degradation of natural resources due to income generation through unsustainable natural resource utilisation, mining (especially in the North-Western Province) and opening up of new settlements. More and more national and local forest reserves are also being degazetted or partly excised to provide land for residential developments, mining, etc.

Zambia has been experiencing adverse impacts of **climate change** - including an increase in frequency and severity of seasonal droughts, occasional dry spells, increased temperatures in valleys, flash floods and changes in the growing season. There are several key policy documents that underpin Zambia's commitment to combating climate change and implementing REDD+. These include the Nationally Determined Contribution (NDC, 2015), the National Climate Change Policy (NCCP, 2016), and the National REDD+ Strategy (NRS, 2015, launched 2017). These three documents put an emphasis on community-based forestry actions.

Zambia, due to rapid urbanisation faces several problems with **waste management**, these include: insufficient capacity for the recovery and recycling of various types of waste streams such as plastics; insufficient capacity and equipment for Local Authorities to deal with the collection, transportation and disposal of waste; and inadequate awareness on sound management of waste and its impact on human health and the environment.

Environmental impacts from mining results from both historical and ongoing mining operations. The main environmental problems associated with mines in Zambia are pollution of air, soil and water, geotechnical issues and land degradation. Existing laws and regulations regarding environmental performance of the mining industry are relatively up to date in Zambia; the main problem for the country is that the implementation is not

satisfactory. A special concern is the lack of supervision towards the active industry and the generally low quality of Environmental Impact Assessment (EIA) reports compiled and used in the license process. (Johanna Lindahl 2014).

With regards to the institutional framework, the Ministry of Lands and Natural Resources is responsible for land administration, forest management and climate change programmes co-ordination. The Ministry's roles and responsibilities include addressing challenges of rapid rate of deforestation, loss of biodiversity, land allocation, surveying, registration of lands and deeds, climate change programmes coordination, natural resource research and training, non-tax revenue collection and land related dispute resolution.

Civil Society Organisations (CSOs) continue to play a role in environment and natural resource management, this has included conducting advocacy and lobbying on the need to change laws and policies, playing the role of watchdog in the implementation and enforcement of the policies and laws by all stakeholders; and implementing interventions at the community level such as awareness raising on their rights as well as promoting the adoption of conservation farming methods, community participation in environment and natural resources conservation, alternative sources of livelihoods and community based natural resource management (CBNRM) ideals for poverty alleviation.

2.2 Finnish development context

Designed to improve the efficiency of bilateral cooperation, to help measure the results, and to enhance the effectiveness of the cooperation, the Zambia Country Strategy 2016 – 2019 was developed and is still guiding Finnish engagement with Zambia. Finland's development policy of 2016 emphasises sustainable development as the main theme to contribute to strengthening international security, the economy and the environment. Zambia is one of Finland's long-term development partners with development cooperation support spanning over 45 years. Finland's Country Strategy for Zambia prioritised sustainable management of natural resources, recognising climate change, human rights based equality and gender as crosscutting objectives. These are in line with Zambia's cross cutting objectives on climate change, gender, governance and HIV as envisaged in the National Development Plans (NDPs). The longer term vision of the 2016-2019 Country Strategy was to transform Finnish-Zambian relations into economic and trade-based collaboration. Research, innovation and cultural cooperation are expected to play an ever-increasing role in this evolution. The strategic impact areas selected were based on Finland's key political and commercial objectives in Zambia as well as on the Zambian National Development Plan. A major area of focus in Finnish development cooperation efforts was to strengthen the Zambian private sector. This priority stems from the country's growing number of young people in need of jobs as well as the country's narrow tax base and low productivity. Particular emphasis was placed on creating decent jobs and providing livelihoods and employment through the UN Green Jobs Programme. Furthermore, a new nationwide private sector development programme called "Accelerated Growth for MSMEs in Zambia Programme" was launched with a view to accelerating the growth of micro, small and medium-sized enterprises.

2.3 Description of the 3 NRM projects

2.3.1 ILUA II

The ILUA II project, with an overall budget of USD 5,160,171, ran from 2010 to the first quarter of 2017 and followed up on the ILUA phase I project that was implemented from 2004 to 2008. The principal objectives of ILUA phase II were to (i) Strengthen forest and land use inventories at national and sub national levels, and (ii) Support the implementation of sustainable forest management and initiatives to reduce emissions from

deforestation and forest degradation. Where ILUA phase I provided a baseline for the national level information, ILUA II was designed to provide information at both the national and the provincial level that supports sustainable forest management (SFM), REDD+ initiatives and Green-House Gas (GHG) inventories. The main activities of ILUA II were a detailed nation-wide forest inventory, which involved developing a detailed methodology and training forestry staff at national, provincial and district level. A land cover assessment based on satellite data, led by the National Remote Sensing Centre, complemented the field level inventory. Parallel to the forest inventory, a Forest Livelihoods and Economic Survey was undertaken, led by the Central Statistics Office (now the Zambia Statistics Agency). Results from these activities were analysed and then stored and made accessible through a website and through reports. The forest inventory data form the basis for the National Forest Monitoring System and for calculation of the Forest Reference Emissions Levels, two important pillars of the REDD+ programme.

2.3.2 CSEF2

CSEF phase 2 was implemented in the period March 2015 to May 2019 and built on the work and lessons learnt from phase 1 which ran from 2011 to 2014. Phase II was managed by PMTC Zambia. The project utilised 97.35% of the Euro 4.614 million budget (final total spend Euro 4,492,530.42).

The overall objective of the project was “to enhance the role of CSOs to implement sound environmental management Projects and promote sustainable and equitable development in Zambia.” Over its implementation period, CSEF2 delivered a comprehensive package of support of Civil Society Organisations (CSOs) in the Environment and Natural Resource (ENRM) sector including grant funding (larger grants for innovative projects and organisational development support and smaller grants for events and research), and capacity building support. The project also sought to improve coordination, networking and information sharing amongst environmental sector CSOs through the piloting of a Civil Society Organisations Environmental Hub (CSO E-Hub).

According to the CSEF2 completion report, Euro 2.387 Million in grant funding was disbursed to 32 CSOs to carry out environmental projects. Over 5,400 hours of capacity building and mentorship support was provided to 62 CSOs. In addition, CSEF2 invested Euro 237,319.73 to support the establishment of the CSO E-Hub). The supported activities of the CSO E-Hub related to promoting coordination, information sharing and networking amongst CSOs by keeping its members updated on any Government and CSO led interventions related to the environment and natural resources as well as coordinating the CSOs when they were working together around an identified issue.

2.3.3 DFONRMP

The Decentralised Forest and other Natural Resources Management Programme - Introduction Project was a three year (2015 – 2018) project with a total budget according to the project document of around 4.7 million (the Finnish contribution was Euro 4,221,314 while Government contribution was Euro 464,877) and with an overall goal to develop sustainable FNRM models that can be scaled up and implemented in a wider programme, with the long-term vision of *rural communities having improved livelihoods through fully devolved sustainable forest and other natural resources management system by 2026*. This would be achieved through devolved integrated sustainable forest and other natural resources management. The Introduction Project operated in Chinsali, Shiwangandu and Nakonde districts of Muchinga Province and Kasempa, Ikelenge and Mwinilunga of North-Western Province, targeting forest dependent communities and households including women, vulnerable groups and households living in extreme poverty. Beneficiaries also included traditional leaders, local authorities, district government administration, locally active NGOs and private sector enterprises. The three year introduction project aimed to produce tangible results and bring benefits to communities, at the same

time to support the Government of Zambia's decentralisation policy, to enhance the capacity of the district authorities in sustainable forests and other natural resources management. The purpose of the introduction project was: to set up an enabling framework, strengthen and operationalize devolved integrated sustainable forest and other natural resources management system including improved livelihoods in project districts and communities.

3 Findings

3.1 ILUA II

3.1.1 Effectiveness - Capacity development

The ILUA II project had a strong focus on building capacity within the key national and local institutions for detailed forest inventories and for analysis and management of forest inventory data. Capacity development was covered in the logframe as an outcome indicator:

- *Improved national capacity to adequately collect, analyse, extract and share information.*

No quantification of result achieved for this indicator was provided in the completion report, but at overall level it is clear that ILUA II has built capacity on a range of themes that are linked to forest inventories and assessing land use and land use changes, including deforestation.

Forest inventory capacity

Since the forest inventories had to be done nation-wide, training covered staff from all districts in the country, with at least 1 forestry officer per district participating. Although most forestry staff is trained on forest inventory during their education (Forestry college), the ILUA II training was needed to train them on the specific methods to be used for the nation-wide inventory. As such it was considered a necessary and useful investment.

The trained skills were directly applied for the ILUA II inventory, but since the end of ILUA II these skills have also been used at provincial and district to undertake other forest inventories such as those required for concession permits. Thanks to the capacity built by ILUA II, forestry staff is now better placed to undertake those inventories. Staff that was trained indicated they still have the skills to undertake forest inventories, with some admitting that a short refresher training would be helpful if they had to undertake a detailed inventory again e.g. as part of a next ILUA phase.

The skills will also be useful in support of further roll-out of the Community Forests (CFs) approach. For larger CFs in particular, forest inventories can help communities in obtaining timber concessions and become part of carbon credit schemes. This is already happening for example in Eastern Province (through BioCarbon Partners and COMACO) and more projects are underway where the forest inventory skills of forestry staff will be useful.

Stakeholder feedback also indicated some challenges with regard to applying the forestry inventory skills. During ILUA II, equipment was provided to all provinces for the inventories such as for measuring tree heights and canopy cover. This equipment is no longer available. Another challenge is the high level of staff turn-over, both at central and decentral levels. It means that some of the built capacity is no longer available within the government forestry institutions. It is also clear that government resources are inadequate to allow staff at provincial and district level to undertake for example forest inventories as input to forestry management plans. Such inventories require significant field work which in turn require transport means, fuel and funds for allowances, all of which are in short supply. The risk is of course that the longer the period where they can not apply their acquired skills, the more they will lose those skills.

Data analysis and management

For the storage, analysis, visualisation and dissemination of the ILUA II results a number of staff from various stakeholders at national level and local level received training.

ILUA II decided to use the OpenForis software suite to analyse and present the ILUA II data because OpenForis (developed with support from Finland!) is open source and includes all tools needed for environmental monitoring. Since it is open source there is no cost involved in buying or updating the software, which for commercial packages is often a problem. At national level staff from Forestry Department was given training in the use of these tools. Part of this training was provided through a recruited consultant, part of it was provided by sending staff to FAO HQ in Rome. With the use of OpenForis all ILUA II data were uploaded to a server and a website was developed where stakeholders could access the main analysed data sets and reports (although not the raw data).

Since the end of ILUA II there has been a relatively high staff turn-over at the Forestry Department, but there is still staff that has the capacity to work with the ILUA II data, using the OpenForis software. However, the Forestry Department has no good internet connection, making it difficult to work effectively with the ILUA II data. Staff is currently required to use their own phones for internet access, although it is hoped this is a temporary situation.

The role of the National Remote Sensing Centre was to develop maps showing changes in land use cover. This was through training and collaboration with the Regional Centre for the Mapping of Resources for Development (RCMRD) in Nairobi, Kenya. The two NRSC staff members who were trained in Kenya have since left the NRSC, although they have been able to train other staff at NRSC in the approach used for the land cover mapping. The skills acquired or improved through the ILUA II training and work are being used regularly, most recently for example for the development of the “land accounts” that are part of the ecosystems wealth accounting recently undertaken in Zambia (see section 3.1.2).

With ILUA II providing data at national and provincial level it also became important to build capacity at provincial level. Staff from different provinces was trained in the GIS package QGIS and were provided with basic equipment including a computer, scanner and plotter (to plot large maps). No training was given in OpenForis, although it is not clear to the evaluation team why it was decided to train provincial staff in software package QGIS rather than in OpenForis. The training was delivered by the NRSC (which itself also does not normally use OpenForis) and included a first training workshop in Lusaka followed up by support visits to the provinces. Feedback from provincial staff trained this way points to a good level of skills acquired in the use of QGIS. However, the equipment provided is not being used due to technical problems or lack of supplies (like ink for the plotter). The two provincial staff interviewed are both using their laptops on which they are running QGIS. They are using their QGIS skills regularly e.g. for elaboration of maps showing concession boundaries of forest reserves or identifying sampling plots for inventories for third parties (like mines, or companies applying for a timber concession permit). It is however a major drawback that they can not print any large scale maps due to the plotters not working, directly limiting the actual use of the maps produced with QGIS. As with the national level, high staff turn-over at provincial level also means that some of the people who were trained are no longer in a position to use their skills. Although it was beyond the scope of the evaluation to verify the situation in all provinces, it is likely that there are several provinces where there is no staff anymore that was trained in GIS by ILUA II.

The Forest Livelihoods and Economic Survey that was undertaken in parallel with the forest inventory work was fully outsourced to the Central Statistics Office (now Zambia Statistics Agency). This work was undertaken by CSO staff and by district Forestry staff who were trained by CSO. It appears that since the end of the FLES survey and the data analysis, none of these skills have been used any further (see also box 3 in next section).

3.1.2 Effectiveness - Enabling environment

Within the context of ILUA II, the improvement of the enabling environment is in fact achieved through the ILUA II data itself or rather, the usefulness and use of the ILUA II data. These data should *enable* stakeholders to achieve impacts with regard to sustainable forest management through better policies, informed decision making, and designing more effective interventions in the forestry sector.

In the ILUA II logframe this aspect is covered primarily through two impact indicators¹:

- *Zambia has updated policies, strategies and legal framework based on ILUA II results.*
- *Data collecting, processing and sharing mechanisms are in function, supporting national decision making and Zambia's international commitments, incl. reporting in REDD.*

The evaluation found evidence that ILUA II is indeed delivering on the key elements of these two indicators: influencing policies, supporting national decision making and supporting Zambia's international commitments. In addition, ILUA II data are also used at lower-than-national level for the design and implementation of forestry and REDD related projects.

The Forestry Department indicated it has been receiving many requests for access to the ILUA II data. These requests come from a variety of stakeholders, such as other government departments, international organisations, universities, national and international researchers, organisations developing forestry projects and private companies with a link to the forestry sector (including one Finnish company). How the ILUA II data are being used by the various stakeholders is detailed below.

REDD

ILUA II data are playing a key role in developing Zambia's REDD strategy. Zambia completed the first phase (Readiness Phase) of the REDD+ process, which includes development of a National REDD+ Strategy, Forest Reference Emission Level (FREL), National Forest Monitoring System (NFMS) and Safeguards Information System (SIS). ILUA II provided the data for two of these pillars of developing REDD in Zambia: the Forest Reference Emission Levels and the National Forest Monitoring System.

The FREL information is a key requirement for REDD+. Thanks to ILUA II, Zambia now has the basic data that allow calculating these emission levels. The FREL as calculated based on the ILUA II results (25,420,000 t CO₂ eq/year) has been submitted to the UNFCCC / REDD+ in 2016. The technical assessment by UNFCCC of Zambia's submission concluded that *"The information used by Zambia in constructing its FREL for "reducing emissions from deforestation" is transparent and in overall accordance with the guidelines for submissions of information on reference levels (as contained in the annex to decision 12/CP.17)"*.

Through the ILUA II project, the Forestry Department, in collaboration with development partners, has established a long term national forest monitoring system (NFMS), with a dedicated website (<http://www.zmb-nfms.org>). The ILUA II data form the backbone of that monitoring system. The site includes an ILUA II data sharing site, which provides access to the key ILUA II forest inventory data (not the raw data) and other ILUA II outputs such as technical reports.

Nationally Determined Contribution (NDC) and GHG inventory

¹ While these are impact indicators in the ILUA logframe, they are considered effectiveness indicators in this evaluation. For this ex-post evaluation, the impact level is defined as evidence of (emerging) positive impact on the environment and/or livelihoods.

The ILUA II data allow for detailed calculations of the contribution of the forestry sector to the NDC and to national GHG inventories. Classifications of forests and land cover were intentionally developed to comply with the GHG inventory requirements. Thanks to ILUA II, forestry is currently the only sector with so-called “tier 2” level reporting data on GHG, a level of accuracy that other sectors have not yet been able to achieve and that is also not achieved in many other countries in the region. The data have most recently been used in reporting in the third communication on GHG emissions to the UNFCCC.

ILUA II will also be used to report on the NDCs, with the first report due in 2021. Zambia is currently updating its NDC. One aspect for which Zambia wants to increase its ambitions is forest regeneration (forest resilience), for which ILUA II data will also be useful.

Timber concessions

The Forestry Department planned to use the ILUA II data to identify areas with good commercial timber extraction potential and advertise such areas for interested parties to bid for. This was indeed done once at the end of ILUA II, but lack of funds did not allow continuation of this approach. ILUA II data are however still being used to make a first level assessment of available commercial timber resources when applications for concessions are received.

Projects

Several ongoing and pipeline projects are using ILUA II data. Table 1 lists some of these projects and project ideas (there are likely more than what is listed here).

Table 1 - Projects using ILUA II data

Project	Short description	Use of ILUA data
WAVES	The recently completed Zambia wealth accounting project is part of the global WB funded WAVES partnership, which aims to promote sustainable development by ensuring that natural resources are mainstreamed in development planning and national economic accounts.	For both the Lands sub-accounts and the Forest sub-accounts ILUA data were used, including the land cover classifications undertaken by the NRSC.
FAO project in NW province	FAO is developing a Community Forests / carbon credit project in NW province to be submitted for funding to the Green Climate Fund, titled: “Reducing GHG emissions from deforestation and forest degradation and enhancing rural livelihoods in the Headwaters of the Zambezi river (Zambia’s North-Western province), in support to NDC implementation and RBPs”	Forest Reference Emission Levels to support calculation of GHG baselines.
Zambia Integrated Forest Landscape Project	A WB funded project in Eastern Province. The project aims to provide support to rural communities in the Eastern Province (EP) to allow them to better manage the resources of their landscapes so as to reduce deforestation and unsustainable agricultural expansion; enhance benefits they receive from forestry, agriculture, and wildlife; and reduce their vulnerability to climate change. It builds on the experience of the COMACO project.	It uses ILUA II data for the development of the baseline on GHG emissions as required under the REDD+ programme.

Note: The last two projects are also using the Community Forests methods and tools developed under DFONRMP.

Research and education

ILUA II data are used widely for research and educational purposes. Some examples:

- The NRSC has been using ILUA II land cover data for research on drought in Southern province
- The NRSC has used ILUA II land cover data in a research collaboration with a South African Institute (SASSCAL – Southern Africa Science Service Centre for Climate Change and Adaptive Land Management) on climate change and land management.
- A Canadian researcher has used ILUA II data for several studies related to the role of forests as carbon sinks and the link between forest resources and livelihoods.

Other research has been undertaken, or is still ongoing, by lecturers and students of universities, including the University of Zambia, Copperbelt University and Mulungushi University.

From the above listing it is clear that ILUA II data (with exception of the FLES data, see box 3 in next section) are being used and are filling a gap in information on forest resources and on data required for REDD+. The users of the ILUA II data confirm that the data are generally of sufficient quality, although some pointed out that they would have been even more useful if the methodology used in ILUA II had been the same as in ILUA I, to allow for time series comparisons. This was however not possible, given that ILUA II had to ensure it complied with methodological requirements from UNFCCC / REDD+.

Challenges regarding the effective use of ILUA II data

The feedback received from provincial and district level forestry staff in two provinces (NW and Muchinga, the same provinces where DFONRMP was implemented) indicates that ILUA II data are hardly used at that level, even though ILUA II had an explicit objective of providing provincial level data. While the ILUA II reports are at times used to quote data on forestry in for example provincial development plans, the data are considered to be too generic to be able to use them for purposes such as management plans for forest reserves or district level planning. Although it was never the objective of ILUA II to provide such detailed data, it was the expectation of provincial and district forestry staff that the data would have direct usefulness for them. The data are also too coarse to be of use for assessment of concession permit applications. North-Western province is still using a paper map from the 60s for a first assessment of available timber resources for a prospective concession area. Provincial staff also mentioned that they had problems accessing the NFMS/ILUA website and have in fact never really made use of the website (internet access at provincial level is often not very reliable).

The problem of difficulty with access to the NFMS / ILUA website has also come to the attention of the evaluation team itself. At the start of this evaluation exercise, the website was still live and the evaluation team had a first glance at the contents on the site. However, when the team tried to access the site again at a later stage for a more detailed assessment of the information stored there, the site was no longer available. After informing FAO of the issue, the problem was corrected. The website is hosted on FAO server and the domain had expired. According to the FAO this problem should in future no longer appear.

The Forestry Department itself also has difficulty accessing the ILUA II data. It was also noted that the final technical report with an overview of all ILUA II results has not been released for distribution, further limiting the effective use of the ILUA II data.

Box 3 - Deforestation rate - widely diverging estimates

A specific challenge is the different estimates for the annual overall deforestation rate in Zambia. ILUA II made an estimate of between 79,000 and 150,000 ha per year, which is now used for example by FAO. But the ILUA II report also mentions an estimate of 271,000 ha per year, based on the FREL and methodology of Stratified

Area Estimator, as recommended for UNFCCC. This is the amount that the Climate Change Department in the Ministry of Lands and Natural Resources says it is using as its reference and is also used in the communication to UNFCCC.

A further surprising result is that a comparison of the results of ILUA I and ILUA II seem to indicate an *increase* in forest resources, which is difficult to explain given the diverging but generally high estimates of annual deforestation.

With regard to access and use of the results of the Forestry Livelihoods and Economic Survey (FLES), the findings make clear that these data have never been used widely. See box 3.

Box 4- The Forest Livelihoods and Economic Survey – what happened with the data?

The Forest Livelihoods and Economic Survey (FLES) was undertaken in parallel with the bio-physical assessment. This part of data collection was led by the Central Statistics Office (CSO, now renamed the Zambia Statistics Agency – ZSA), with the idea that this survey could become one of several sector surveys regularly undertaken by the ZSA (such as for example the annual agricultural survey).

Attempts from the evaluation team to find out more about how the FLES data have been used to inform policies and programmes revealed that in fact the data from the FLES survey are not even available at ZSA, let alone that they have been used effectively by government or non-state stakeholders to inform their policies and decision making. The only data from the FLES survey that the evaluation team had access to was the summary in the final technical report of ILUA II. That report however has never been released for wide distribution. The main FLES statistics are available on the website, but not the FLES report or detailed data.

Counterfactual – Without ILUA II Zambia would not have been able to fully develop its REDD+ programme. It would also mean that Zambia’s reporting on NDC and GHG emissions and updating of the NDC would be based on outdated and less detailed information. While satellite images can nowadays deliver a lot of information on forest resources and land use changes, it is only through a detailed forest inventory that for example reliable Forest Reference Emission Levels can be calculated.

3.1.3 Impact

The ILUA II project did not work on activities that were expected to have a *direct* impact on forest resources or livelihoods. As explained in the previous section, ILUA II can be considered as contributing to an enabling environment that will allow forestry stakeholders to design and implement more effective policies and programmes for sustainable forest management.

The ILUA II logical framework did include one impact level indicator related to impact on forest resources:

- Higher contribution of forest resources in national and local economies

With regard to this indicator the ILUA II project completion report indicated that this indicator “will only be realised in the next couple of years once the ILUA II data has had time to permeate into policies and/or decision making mechanisms”.

From the analysis of the use of ILUA II data in section 3.1.2, it can be deduced that the ILUA II data can contribute to more sustainable forest management and to national and local economies, but this has so far not been realised. For the most promising impact avenue, REDD projects, the ILUA II data have only limited use, since more detailed data are required. The two main current REDD projects in the country, run by BioCarbon Partners and COMACO, have consulted ILUA II data but documentation of their projects indicate they have had to

undertake their own detailed assessments e.g. for emission calculations since ILUA II data are not detailed enough to ensure compliance with the Verified Carbon Standards (VCS).

Box 5 - Reference to ILUA II data in REDD projects

The only reference to ILUA phase II data found was in the VCS verification report for the COMACO REDD project:

“Reviewed Step 1.1.5 of Part 2 of the PD to confirm that a definition of “forest” is set out as “an area of at least 0.5 ha with at least 10% crown cover of trees able to reach 5 m”; confirmed that above thresholds are consistent with those stated on the REDD UNFCCC website (http://redd.unfccc.int/files/2016_submission_frel_zambia.pdf; accessed 20 April 2017)”.

Source: VALIDATION AND VERIFICATION REPORT FOR THE COMACO LANDSCAPE MANAGEMENT PROJECT, August 2017

ILUA II was also expected to deliver impact through better information for timber concessions. While the data are being used at a general level in assessing concession applications, the idea of pro-actively providing information on possible concessions through pinpointing and advertising areas with high commercial timber value has not materialised, and will likely not become a reality in the near future given the current difficult political and economic climate.

3.1.4 Cross cutting objectives

The Forest Livelihoods and Economic Survey (FLES) that was undertaken recorded forest socio-economic information and where appropriate, the data was disaggregated by sex. This data was used at least by FAO the then gender officer to develop guiding notes for the Country office. One of the guiding notes developed was on gender and proved helpful for planning purposes.

In its application, data on issues such as land rights by gender across provinces; Average land-holding per household by gender (the data shows that there is inequality in terms of land holding with regards to sex) can be used by decision makers and planners in both state and non-state institutions to better promote gender equality. Unfortunately, the data is no longer available for use by stakeholders.

The ILUA II project itself is not expected to contribute directly to **climate change** adaptation or mitigation. However, the data provided by ILUA II provide key information for Zambia’s ambitions with regard to National Determined Contributions, for development of the REDD+ programme and for reporting on Zambia’s commitments to combating climate change. The ILUA II data allow for calculations of the role of deforestation in GHG emissions as well as the potential contribution of forest conservation and restoration to the NDC targets.

3.2 CSEF2

3.2.1 Effectiveness – Capacity development

CSEF2 had two main approaches to strengthen organisational capacity and sustainability of CSOs. The first one was through the Organisational Development Support Grant (part of component 1) and the second one was the component 2 that fully focused on capacity development through training on specific subjects². Many of the CSOs that received funding under the IAPG and EED modalities were also targeted under component 2, with the training focusing on relatively weak elements in the beneficiary CSOs. This not only helped the CSOs

² To assess the impact of these different capacity development modalities on the organisational performance of the beneficiary CSOs, the evaluation team used a scorecard to facilitate the discussion on changes in organisational capacity.

themselves, but also CSEF2 as a whole since it increased prospects of effective implementation of the funded IAPG and EED projects.

The ODSG grant modality provided the best opportunity for CSOs to strengthen all aspects of their organisation. It therefore comes as a surprise that only one CSO received an ODSG grant: Chipembele Wildlife Education Trust (CWET) in the Luangwa valley. Feedback and documentation received from CWET shows that the grant has been very effective in strengthening the organisational performance (box 5).

Box 6 - Main impact of ODSG grant on Chipembele Trust performance and sustainability

- The grant allowed recruitment of Community Conservation Educators. This has had major impact on their outreach to villages and allowed for partnering with a Wildlife Prevention organisation.
- Support for financial management and M&E has strengthened the organisation as a whole and the strong systems in place provides assurance to other donors that funding will be well managed and accounted for.
 - a sample monitoring report shared with the evaluation team confirmed high quality monitoring, with a strong focus on monitoring changes in attitude and behaviour.
- The Executive Director now has more time to focus on strategic aspects, including fundraising.
 - CWET has in the meantime accessed funding from other sources, such as the UK-based Born Free Foundation.
- Without the CSEF2 support, CWET would still only be working on education from their centre in Mfuwe with the Executive Director having to spend much of her time on day-to-day tasks instead of on strategic aspects and fundraising. Effect of their work on attitudes and behaviour would not be regularly measured and therefore largely unknown.

Of the other 9 organisations in the sample for this evaluation, 7 received training under component 2 in addition to an IAPG grant or EED grant. A broad range of training subjects were on offer, with M&E and Resource Mobilisation having the highest participation. Resource mobilisation remains a key issue for most CSOs, dependent as they remain on external funding. Part of the resource mobilisation support focused on engaging more actively with private sector.

Feedback and documentation received from these CSOs confirm that this combination of training and project funding has strengthened their organisational performance and sustainability. Since the end of CSEF2, all CSOs sampled have managed to access additional financial resources, either through other project-level funding or by becoming self-sustaining (Nature Guard). Some, like the Extractive Industries Transparency Alliance (EITA) reported that the CSEF2 support has helped them to engage more pro-actively with, and receiving funding from, the mining industry. The access to other funding sources can at least partly be attributed to the CSEF2 support. Several of the CSOs interviewed confirmed that their overall stronger organisational capacity makes them a more attractive and reliable partner for donors. Combined with improved project design and proposal writing skills it increases their prospects for financial support from external sources.

Table 2 provides some clear examples of how the capacity building support has helped the beneficiary CSOs increase their performance and sustainability.

Table 2 - Evidence of impact of CSEF2 support on CSOs performance and sustainability

CSO	Impact on organisational performance and sustainability
CLZ	<ul style="list-style-type: none"> • Effective implementation of the CSEF2 IAPG project has increased donor confidence and allowed them to diversify funding base.

CSO	Impact on organisational performance and sustainability
Extractive Industry Transparency Alliance	<ul style="list-style-type: none"> • They received an EED grant and gender, M&E and Resource mobilisation training. • Gender training knowledge applied in: <ul style="list-style-type: none"> ○ developing their strategic plan ○ organising women/youth symposium for Trident Foundation (FQM Kalumbila) • M&E training used in developing the logframe for the Strategic Plan. • The EED grant has been used to develop a Community Environmental Monitoring and Advocacy Tool. • The improved organisational systems and the CSEF2 promoted engagement with private sector for resource mobilisation has led contributed to a funding partnership with Kanshishi mine for community engagement using the CEMAT tool.
CELIM	<ul style="list-style-type: none"> • CELIM did not receive training under component 2, but the experience with the CSEF2 IAPG funded project (promoting Moringa) has led CELIM to increase attention for value chains when developing their projects and to promote more than one crop. A new project has now been funded.
Prisoners Future Foundation	<ul style="list-style-type: none"> • They received an IAPG grant and training in Advocacy and policy dialogue, M&E, Proposal writing and finance training. • They have since developed an Advocacy and Policy Dialogue Strategy 2018 – 2020 and are using it to engage partners. • Through the IAPG grant project the organisation has been able to expand its scope of work into environmental issues, strengthening their response to ensuring the promotion of sound environmental practices. • The training has helped them to develop a proposal for which they have been able to obtain EU funding,
Nature Guard	<ul style="list-style-type: none"> • They received an IAPG grant and financial management, strategic planning and advocacy training. • The finance training has contributed to unqualified audits of their accounts. • Strategic planning has helped them plan for their growth. They are now planning to expand into Luapula province. • Thanks to the CSEF2 support they have been able to grow their business (plastic recycling) to the point that they are now financially self-sustaining.
Kachere Development	<ul style="list-style-type: none"> • They underwent training in M&E and realised they needed a position in the organisation to look into M&E issues. They hired someone and have maintained this position even after the project ended. • The finance training has contributed to unqualified audits of their accounts and made them attractive to other donors. • The gender training helped them mainstream gender in all other programmes they are running.

Not all capacity development support has been effective. While most of the CSOs sampled for this evaluation could show a positive impact on their funding situation, the endline study found that of the 19 CSOs that they sample only 8 confirmed an improved medium term (2 years) financial situation.

One challenge found by the evaluation team was staff turn-over, which affected for example Kasisi Agricultural Training Centre, with the staff who received the training having left the organisation and the interviewed staff not even aware of what training was provided or how it was used. CSEF2 did try to avoid these problems by training more than one staff and following up with mentoring or bespoke capacity building and in most cases this seems to have worked well.

It has not been possible to assess how the capacity support has affected the two private sector companies that were among the beneficiaries. One of those, MECB, was included in the evaluation sample but failed several times to participate in agreed Zoom online meetings.

Counterfactual - Although some organisations would also have been able to receive funding from other donors without CSEF2, the CSEF2 support has clearly strengthened many of the recipient organisations and in particular helped to show to potential funders that they can deliver projects based on good internal systems. Most CSOs will continue to depend on external funding, a situation that one cannot expect CSEF2 to fundamentally change. However, some, like EITA, have now broadened their funding base to include private sector, while others like NatureGuard have been able to grow to the point of becoming self-sustaining.

3.2.2 Effectiveness – Enabling environment

Civil Society Environmental Hub

The objective of the Civil Society Environmental Hub (simply referred to as Hub from here on) was meant to strengthen coordination, networking and information sharing amongst and between individual CSOs, and also between civil society and other key stakeholders (including government; private sector and media). The Hub was only fully operationalised in 2018 through a hosting arrangement with WWF with all funding provided by the CSEF2 and was legally registered as a networking NGO in 2019. It is governed by a Governing Council of 10 CSOs, one from each province and currently has around 250 members.

The Mid Term Evaluation undertaken in 2017 expressed worry about what the late start of the Hub would mean for its sustainability. It stated that an earlier start would have allowed the Hub to develop its capacities and functions to a level where funding for continued Hub support could have been raised.

This ex-post evaluation found that these worries expressed by the MTE were justified. The Hub still exists today, but its level of functionality in terms of effectively coordinating the work of CSOs in the environmental sector has been severely hampered by the lack of funding after the CSEF2 support ended.

At the moment, the Hub's functioning depends primarily on the voluntary inputs of the coordinator and the communication officer, both of whom have not been paid any salary since the end of CSEF2. While their efforts to maintain some level of Hub functionality are laudable, they have no financial resources available to initiate any coordinated activities of environmental CSOs such as advocacy campaigns or providing joint input into policy dialogues.

The Hub's website developed during CSEF2 (www.ehub.org.zm), which was meant as the key mechanism for coordination and information sharing, has apparently never been operational due to non-payment of the web designer. While the Hub does have a Facebook page, there is not much activity on that page (the last post is from March 2019). The fact that of the ten CSOs sampled for the CSEF2 evaluation, nine were not aware of any Hub activity after CSEF2 also is an indication of the limited role the Hub has been able to play in the civil society environmental sector since the end of CSEF2.

During the period that CSEF2 provided funding for the Hub, the potential of the Hub for playing an effective role in coordinating and networking was demonstrated through its involvement in several advocacy and mediation activities (see box).

Box 7 - Examples of Hub advocacy and mediation activities during CSEF2

- Information campaigns / advocacy work to oppose the proposed mining in Lower Zambezi (together with others like the CBNRM). See f.ex. <https://www.lusakatimes.com/2019/11/01/cancel-the-mining-licence-in-lower-zambezi>. Among other activities, the Hub organised a social exchange visit to communities in Lochinvar, to make them better understand the impact of mining on an area.
- Mediation in a conflict between a community and a private company in Luapula,
- Promoting involvement of traditional leaders of the Barotse Establishment in the World Bank funded Pilot Project on Climate Resilience (PPCR). This has facilitated their cooperation in providing land for PPCR related NRM activities.

Through its network of provincial CSOs the Hub is also uniquely placed to reach out to smaller CSOs in the provinces that are not normally in contact with the larger CSOs and NGOs in the cities and towns. Although the Hub does not have the financial resources now to actively engage with such smaller CSOs, it continues to play one important role, namely that of an information sharing platform. This is now done primarily through Whatsapp. The Hub maintains a national WhatsApp group that includes all provincial focal points (the CSOs that jointly form the Governing Council), while an online meeting with the provincial focal point for Muchinga province (the Shiwangandu Development Trust) confirmed that this information is then further shared with CSOs in the provinces through provincial Whatsapp groups. This makes for an effective information sharing mechanism, although the smallest community-based CSOs will often not have access to WhatsApp. The Hub, through the coordinator and communication officer, also maintain contact with other CSOs and have for example been instrumental in helping WWF and the Zambia Governance Foundation (ZGF) identify CSOs at provincial level for advocacy work related to freshwater.

Counterfactual – The Hub is a creation of the CSEF2 and would not have been set up without the CSEF2. The advocacy and mediation work mentioned in box 2 above could possibly also have been undertaken by other organisations but the main added advantage of the Hub was to be able to provide a strong link with provincial and local CSOs, which would have otherwise been less involved in the activities. The Hub’s continued information sharing through Whatsapp with these provincial and local CSOs would also not be happening.

Policy influencing

The CSEF2 logical framework includes two impact indicators that relate directly to influencing policies and their implementation:

- *Number of documented cases demonstrating improvements in the application of environmental legislation and policy, with 11 cases listed in the CSEF2 completion report.*
- *Number of policies and/or legislation or policy harmonisation actions approved by Government as a result of CSEF2 supported CSOs contribution to advocacy and networking activities, with 4 cases listed in the CSEF2 report.*

Of the 11 cases reported for the first indicator, 5 came from the sample of CSOs analysed for this evaluation. The analysis showed that it is difficult to find clear evidence of *demonstrated* improvements in application of legislation and policy. Rather, the CSOs have actively been *promoting* the improvements in application of environmental legislation and policy.

Two cases stand out in this respect, as presented in the boxes below. Both concern modest grants (around Euro 9,000 each) provided under the EED modality, and indicate they delivered high Value for Money.

Box 8 - Improving community engagement in EIA processes - EITA

- EITA has developed a tool, the Community Engagement and Advocacy Tool (CEMAT), that can be used to improve governance issues around industries like mining. EITA collaborated with ZEMA on this tool, so as to promote the inclusion of the tool in formal EIA procedures.

Box 9 - Study on assessing impact of mining on women, youth and children – Caritas

The study results led to recommendations on how to respond to the challenges that women, youth and children face in pre/post and active mining areas, which were widely shared and used in:

- the ongoing Publish What You Pay
- alternative indabas where women were given opportunity to speak out
- in workshop discussing a new Mining Act
- meetings with Parliamentary Committee

One *demonstrated*, albeit still modest, improvement that can be directly attributed to this project has been the increase of the number of women in the EITI board from 1 to 2.

Two of the other cases are in fact listed (i.e. counted) under both indicators, but relate more to the second indicator on influencing policies than on the first indicator of improving the implementation of policies. They are presented in the table below.

Table 3- Policy influencing examples

CSO	Policy influencing aspect	Contribution analysis
Prisoners Future Foundation	Development of environmental policy for prisons. The policy has been formally adopted for all prisons in the country.	This result can be directly attributed to the project.
Kasisi Agricultural Training Centre	KATC promotes sustainable organic agriculture (SOA). It has used the experience of the CSEF2 supported project to promote SOA in meetings with Ministry of Agriculture and discussions on agricultural policies. SOA is now explicitly included in the 7 th NDP.	KATC's inputs into policy influencing are taken seriously. This is evidenced for example by the fact that government extensionists are now sent to KATC for training and the fact that the Ministry has donated central pivot equipment to KATC to be used in SOA.

CSOs operating at the more local level indicated during the endline study that they are now more actively participating in district meetings like the DDCCs, allowing them to provide input into local level planning and decision making. This was confirmed by the Hub's provincial focal point in Muchinga province, but with the caveat that the frequency of these meetings has been steadily decreasing, a situation confirmed in meetings with DFOs (within the context of the DFONRMP evaluation).

Counterfactual – There is a clear added value of the CSEF2 support to policy influencing projects and activities. The results achieved as presented above would likely not, or only partly, have been realised without the dedicated CSEF2 support.

3.2.3 Impact

Environment

Environmental impact in the CSEF2 logical framework was covered under one impact indicator:

- *Number of documented cases of CSEF2 supported CSOs preventing and/or reversing environmental degradation in Zambia.*

The completion report indicates a result of 16 cases, although it does not provide details of these cases (as it does do for the indicators related to policy influencing). The endline study also does not provide details on the 16 reported cases and simply states that “Understandably, all the partner organisations, being by their very nature ‘environmental organisations’, were involved in the process in addressing environmental degradation in one form or the other”. While that is true, it does not mean they were actually *successful* in preventing and/or reversing environmental degradation.

The detailed analysis of the CSOs sampled for this evaluation reveals a mixed picture.

Projects like Chipembele and Conservation Lower Zambezi focused on improving and expanding education related to sustainable use of natural resources, with the assumption that this will lead to positive changes in attitude and behaviour with regard to the environment. A study facilitated by Chipembele indicates that behavioural changes can be expected from environmental education, especially when targeting students with a predisposition to environmental changes³, which is what the CSEF2 funding has allowed them to do at a larger scale. It has however not been able to collect concrete evidence that these changes have occurred. Some modest direct impact has been achieved through tree planting exercises with the groups in the communities that they can now actively support through the Community Conservation Educators that the CSEF2 support allowed them to recruit.

Feedback from CLZ indicates that the students do influence behaviour in their families. They report that observations during field visits appear to indicate a reduction in unsustainable practices like fishing with the wrong gear and illegal bush meat trading in the communities where the students come from. As with Chipembele however, they have not yet been able to collect any concrete evidence of these changes. These changes would also have occurred without the CSEF2 support, but the support provided (use of tablets for the environmental education) has led to more interests from students and an increase in membership of conservation clubs.

With both Chipembele and CLZ now being more sustainable organisations, there are good prospects for longer term sustainable environmental impacts.

Most other projects promoted technologies that were expected to provide both environmental and livelihoods benefits and that were innovative in the sense that the technologies were new for the target beneficiaries. For the IAPG grants this was an explicit requirement for which the justification is not very clear. Introducing new elements in existing livelihoods and farming systems requires fundamental changes in attitudes and behaviour, which takes time. Yet, projects were generally of a short nature (two years or less), which makes it difficult to achieve such changes.

³ Rochelle A James – “Evaluation of a long term conservation education program’s influence on student behaviour and intergenerational learning in the Eastern Province, Zambia”, in NeBIO, Vol. 4, No. 6, December 2013,

It is therefore not surprising that there is little evidence of sustained environmental impacts of these projects. See table 4.

Table 4 - Analysis of environmental impact

CSO	Main environmental impact aspects	Analysis of environmental impact
Council of Churches Zambia	The project promoted climate smart agriculture, fuel efficient cook stoves and supported bringing some forest areas under Joint Forest Management	Very little adoption of the cook stoves. CSA adopted by around 10% of beneficiaries. JFM bylaws still in the making (note: the Community Forest approach as developed by DFONRMP would seem more appropriate but CCZ was apparently not aware of this approach).
Prisoners Future Foundation	Promotion of fuel efficient stoves and dry toilets.	The supported stoves are not working well, due to design issues. Most are not used, and no replication. The dry toilets require maize bran, but this has a high opportunity cost so it is not an appropriate technology to promote. The idea of using the dry toilets manure on the fields is also culturally not acceptable. The toilets have been abandoned or converted into flush toilets.
Kasisi Agricultural Training College	Promoting sustainable organic agriculture (SOA).	Beneficiaries applied organic agriculture in the demo plots in the Agricultural Centre, but have not adopted it in their own gardens and fields. One beneficiary did mention using manure, but only because he couldn't afford fertilizer.

The end evaluation also noted these problems: “Where innovations were operationalised, many encountered challenges, for example dry toilets (PFF), ammoniated rice straw (NACRO), woodchips (WeForest)”.

There are also no signs yet of concrete environmental impacts through the policy influencing activities. While SOA is now recognised in the 7th NDP there is no budget for its promotion, and the main Farmer Input Supply Programme (FISP) is still promoting the use of fertilizers and pesticides. The field visit to Kabwe also did not reveal any concrete environmental impact of the environment policy for prisons as developed by the Prisoners Futures Foundation. While the policy has been formally adopted, it does not appear to have been actively promoted.

The main positive exception is the NatureGuard project that focused on plastic waste recycling. The CSEF2 support has allowed it to grow its business to the point that it is now a self-sustaining organisation. Plastic waste is now being collected from many areas, helping to improve the environment, in particular by avoiding blockage of drainage systems and roads during the rainy season.

Counterfactual – As most projects have not achieved tangible environmental impacts the counterfactual of the situation at the time of this evaluation would not be much different, with the main exception being the growth of the Nature Guard project. However, several projects have planted the seeds for future environmental impact. This is in particular the case with the two educational projects (Chipembele and CLZ) which have increased prospects for positive impact on the environment in their respective areas through the CSEF2 support.

Livelihoods

Livelihoods impact was covered in the CSEF2 logframe by one outcome indicator:

- *Number of CSEF2 supported CSOs reporting improvements in livelihoods of vulnerable families targeted with interventions, with 12 cases reported.*

The completion report lists all 12 cases, which indeed indicate improvements in livelihoods, but in many cases based on direct input support from the projects, e.g. for agricultural inputs, for Moringa trees, etc., which raises the question of sustainability of the reported livelihoods impacts.

Feedback from the sampled CSOs indicate that the projects have been more successful in achieving the livelihoods impact than in achieving the environmental impacts. Some main examples are listed below. The table shows a mixed picture with regard to sustainability of achieved impacts. Where prospects are low, this is mostly due to the fact that the short duration of the projects has not allowed to instil the behavioural changes required for sustainable impact.

Table 5 - Examples of livelihoods impact

CSO	Main livelihoods impact	Sustainability analysis
Nature Guard	Agents that supply them with plastic waste receive 50% of the value of the waste. The growth achieved through CSEF2 support means more people are making an income from the waste.	Good sustainability: Nature Guard is now self-sustaining and planning to grow its business further.
CCZ	More climate resilient agricultural production through climate smart agriculture (CSA).	CSA was promoted by providing training and inputs. With the project having ended, inputs are no longer provided. Only 10% of farmers appear to still be applying CSA. Experience elsewhere in Zambia shows that behavioural change towards adoption of CSA takes many years.
CELIM	Improved nutrition through inclusion of Moringa products in the diet	The project monitoring system showed an increase in Body Mass Index of beneficiaries, but failed to analyse the correlation with the use of Moringa in the diet (which not everyone did) and with no control group so difficult to attribute the change to the project. A recent monitoring visit by CELIM showed that many of the beneficiaries had uprooted the Moringa trees and planted maize instead. While some continue to use Moringa, the numbers have dwindled since project closure. Lack of water (to irrigate the young Moringa trees) is cited as one of the main reasons for abandoning them.
EITA	Strengthening the position of communities vis-à-vis private sector companies.	The CEMAT tool is still being used by EITA and has delivered results beyond CSEF2 support such as improved housing for people displaced by a Dangote cement plant. Sustained continued impact of CEMAT will depend on inclusion of its use in ZEMA guidelines for EIAs.

One overall positive aspect regarding sustainability is the fact that most CSOs have been able to obtain funding from other sources, allowing them to continue to provide some level of support to the activities initiated under CSEF2. It also allows them to apply lessons learnt from the CSEF2 projects. CELIM for example has learnt that

focusing a project completely on promoting one crop (Moringa) is a high risk strategy and will in future adopt a more diverse strategy.

In addition to the achieved *expected* impact, several projects also achieved considerable *unexpected* positive livelihoods impacts, as indicate in the box below.

Box 10 - Unexpected livelihoods impact

The KATC project on promoting sustainable organic agriculture had as one of the main objectives to promote adoption of SOA by beneficiaries in their own fields and gardens. No evidence was found that they were successful in this respect. However, through the demo plots at KATC, the beneficiaries gained considerable income from the sale of the vegetables grown there. One beneficiary used this income to start a thriving poultry business while another started a small grocery shop.

The Nature Guard expanded its plastic waste recycling business. With more people becoming aware of the value of plastic waste, several women started their own plastic waste recycling rather than act as agents for Nature Guard. They are now selling directly to Chinese companies in Lusaka, making more money (with NatureGuard they received 50% of the value of the waste collected).

One of the objectives of the CELIM project was to increase nutrition of its beneficiaries through promoting inclusion of Moringa in the diet. Although some beneficiaries did indeed change their diet to include Moringa, many others sold the Moringa products like leaves and powder to make some income. Once this was clear the project tried to further promote this through contacts with a Lusaka company interested in Moringa but this eventually failed.

Counterfactual – Most achieved livelihoods impacts would not have been achieved without the CSEF2 support, although some projects might have been funded through other sources. Importantly, through the unique combination of project funding and capacity building support CSEF2 has made the CSOs stronger and more eligible for funding. This is evidenced by the fact that most of the sampled CSOs have in the meantime obtained other funding that allows them to continue to provide some level of continuation to the CSEF2 funded projects, improving overall prospects for sustainability of the achieved impacts.

3.2.4 Cross-cutting objectives

Cross cutting issues and HRBA were embedded in the project, being an integral part of the grant application and reporting process. Gender equality and the reduction of Inequalities were two of the five CCI's identified. **Women's empowerment** is a critical aspect of achieving gender equality. It includes increasing a woman's sense of self-worth, her decision-making power, her access to opportunities and resources, her power and control over her own life inside and outside the home, and her ability to effect change. The evaluation revealed that there were some CSOs that either implemented women focussed interventions, e.g. Kachere Development Programme or some which by virtue of the type of intervention being implemented ended up with increased participation of women on the project, e.g. Nature Guard, which has women collecting plastics and selling to the company and CELIM which run a nutrition based project. Others implemented very specific women or men focussed interventions all considered an element of gender mainstreaming by definition. There were some recorded impacts, see box.

Box 11 - Gender impact examples CSEF2

- 1) Chipembele had a woman take the lead in the projects implementation as a way of ensuring the girls on the project had a role model. In this case, the CSO reported having noted increased confidence among the

girls. Unfortunately, the staff member has since left the project and the CSO has not followed up to see what further impact there has been among the girls that were targeted

- 2) Kachere Development programme reported increase in the number of women taking up leadership positions in community based committees and cooperatives as a result of the increased confidence and awareness of their rights following training. They also reported an increase in income among the women who are now providing produce to chain stores in the city.
- 3) Kasisi Agriculture training Centre - Women reported having increased incomes from IGAs they have started using the money they raised when on the project. IGAs include running a grocery store, rearing poultry and growing vegetables (The women admitted that they do not always use the knowledge and skills from the project e.g. use of pesticides and fertilisers).
- 4) Nature Guard – women reported increased income from the sale of the plastics and indicated that the increased income has helped them put food on the table and pay for their children and grandchildren's school fees

Unfortunately the documentation on impact with regard to gender mainstreaming and women's empowerment by CSOs was very weak. Many do not have the resources to conduct monitoring after the project ended and those that have continued to implement projects such as NatureGuard have not developed monitoring systems that document changes in e.g. the livelihoods and incomes of the men and women they are working with.

With regard to the **human rights based approach**, the evaluation confirms that the project had a combination of CSO projects where the CSO undertook advocacy on behalf of communities or where the CSOs worked to strengthen the capacities of the community members to actually demand their rights. As with the promotion of gender equality, monitoring of changes after the project ended has not been consistent. E.g. Prisoners future foundation have not followed up on how the Environmental Policy developed for Correctional facilities has been used.

Although building capacity in the area of **climate change** was listed in the original project document for CSEF2, it was not incorporated in the capacity building component of CSEF2. However, climate sustainability was one of the aspects that CSOs had to address in their proposals and the CSEF2 completion report indicates that 94% of CSEF2 grant funded supported CSOs promoted some form of Climate Sustainability within their grant projects. Nine of the IAPG and EED projects had a specific focus on climate change, with building resilience through climate smart agriculture (CSA) being the main intervention. Introducing CSA in a 2-year project in communities that have not yet been exposed to it could be considered is very challenging. Zambia has extensive experience with CSA projects and programmes, but even programmes providing long term support (like the Conservation Farming Unit) only have limited success in achieving sustainable long term adoption of CSA practices. One of the projects in the sample of CSOs for this evaluation promoted CSA in Zambezi district. As indicated in table 5, only 10% of targeted beneficiaries indicate they are still applying CSA.

3.3 DFONRMP

3.3.1 Effectiveness – Capacity development

For forestry and other Government staff at different levels

One of the Outcome indicators was to establish and operationalise six multi-stakeholder platforms at the district level: *Outcome indicator 1.1: 1 - operating multi-stakeholder platforms for integrated sustainable FNRMP planning, coordination and implementation in each district.*

This target was met and six pilot district planning and implementation teams to support planning, coordination, implementation as well as monitoring and reporting in all target districts were formed. These operated under

the DDCC and comprised members of the Environment and Natural Resources sub-committee with other co-opted members from other sector committees. Various trainings were undertaken for different stakeholders (see annex 4 of the DFONRMP completion report).

Evidence from Muchinga and NW province indicates that the technical capacities to provide support to the establishment and sustainability of community managed forests is still present. The training and capacity building interventions did not only target Forestry staff but also other staff from different departments such as Department of Labour, Department of Community Development and Social Services, etc. It was noted that Forestry staff are now regularly called upon to assist with community mobilisation, sensitisations and trainings by other cooperating partners establishing CFMG in other areas. Unfortunately, in both North-Western and Muchinga Provinces, the forestry staff do not have adequate resources to continue providing support to the already established CFMGs. In Chinsali where only one CFMG exists, the forestry staff have managed to visit the CFMG at least three times in 2019 and at least twice in 2020 by pooling resources with other departments that were part of the District Team. In Shiwangandu where there are eight CFMGs, visits to the eight CFMG have been difficult. Of the eight that were formed, four were formed near the end of the project and these did not benefit from enough mentoring and technical assistance from the District level staff. As a result, they are not working well. In 2019, some CFMGs were visited but in 2020 no visits have been made to any of the CFs. Forestry staff in NW province is also struggling to provide support to the CFMGs. Apart from lack of resources, the roads to some of the CFs are in very bad shape and make travelling there a challenge.

One positive impact of the project has been the noted social capital⁴ created through the District Teams. District officers from the different departments in Chinsali noted that as a result of the project, there was a realisation that the various department can work together and this has continued even after the project ended. This was demonstrated by the different department staff all pooling resources where they could visit the communities and also having other departments not just Forestry provide technical support to the communities even after the project ended.

With regards to sustainability, one key assumption made by the project was that through decentralisation, institutionalisation of the project was going to happen by having the Local Authorities play a key role in establishing and supporting community forestry and ensuring that community forestry is fully integrated into local development plans with good cross sectoral linkages. Local Authorities were to have institutionalised community forestry into their operational plans and fully inform all relevant government departments on the implications of community forestry including the judiciary and law enforcement authorities. According to the project document, the decentralisation efforts were expected to result in increased coordination and integrated planning of district institutions. Further, and also according to the Project Document, the actual project implementation was largely integrated in the local government structures at district-level following the principles of the on-going decentralisation process. District Councils including District Development Coordinating Committees (DDCC) were to have been the focal point for district-level implementation due to their mandate in district level decision-making and coordination of the development at district level. Officials from Government District Departments as well as traditional leadership, CSOs and private sector are represented in DDCC. However, the expected institutionalisation process did not happen and consequently there are no resources to support the continuation of the District Teams and no resources to support the

⁴ Social capital in this case being the links, shared values and understandings in society that enable individuals and groups to trust each other and so work together.

forestry staff. The other factor impacting on sustainability of the project is the high staff turn-over within the District Departments. This has meant a loss in trained technical expertise and overall institutional memory.

The District Teams formed under the project no longer exist as teams working around community forests. In addition, the Ward Development Committees that were to be the link between the CFMGs and the District are in most cases not functioning and have not served as a link between the two.

Another possible link to the District level planning had been to have the District Team be a sub-committee of the District Development Coordinating Committee (DDCC). Unfortunately this was not possible because in its organisation, representatives of the Team would have had to have been heads of departments which was not the case.

Capacity of CF communities for forest management and governance

The establishment of community forestry Management groups was measured under *Outcome indicator 1.2: 15 functioning governance structures at community level regarding forest and other natural resource management*.

With a set indicator target of 15 CFMGs set, the project exceeded this by six and had 21 community groups recognised as community forest management groups (CFMGs) set up. In 2017, names of Honorary Forest rangers had been submitted to the Ministry for approval and gazetting. In addition and under the same indicator, the completion report documents that 16 WDCs formed with revenue collections powers. The CFMGs were trained in forestry management and have developed rules and regulations around issues of access and use of the forests.

The project further had Immediate *Outcome indicator 1.2: 25,047 hectares of forest under sustainable management*. According to the project completion report, this was exceeded and they instead had 32,707 hectares of the 21 CFM Areas covered by a legal agreement signed with the Director of Forestry.

In both provinces Community Forestry Management Groups (CFMGs), initially formed under the project have continued to exist and have continued to meet. In both provinces it was noted that the CFMGs continue to work together particularly around forestry protection by patrolling and maintaining boundaries.

Box 12 - Examples of CFMGs enforcing the rules

- 1) In Chinsali, the CFMG has on at least three occasions apprehended people coming into the forest to cut trees illegally. They were first offenders and were given warning not to repeat the act.
- 2) In Shiwangandu, the Ngosa Milambo CFMG found a Headperson cutting trees in the forest and reported him to the DFO and the traditional leader Chief Mukwilile (Mr. Alex Ng'andu). At the time of the evaluation the date for hearing of his case had been set by the Chief and the community were happy with the process being taken.
- 3) Ikelengi reported that they arrested one person illegally producing charcoal in the CF.

In Kasempa, four out of the six CFs in the district are doing well. The other two are not due to bad leadership. They do not enforce bylaws and do not bring regular reports to the district office. In addition Honorary Forest Rangers have been identified and are doing their best to conduct patrols but with the following challenges:

- The hectareage they have to patrol is too large and they do not have transport (bicycles) to enable them cover ground.
- Despite having applied for approval and gazetting in 2017, none of the Honorary Forest Rangers had at the time of the evaluation been gazetted. The approval process had been done at the Ministerial level but until

the names had been published as part of the gazetting process, the honorary rangers remained unrecognised. As a result they do not have any form of identity and legal authority to enforce the laws.

- In one case, a Senior District Official embarrassed the Honorary Rangers and District Forestry staff by demanding that they release with no penalties someone that had been caught cutting trees in the community forest. This has demotivated the CFMG and Honorary Rangers.

Linkages to the District governance system were to be made through the Ward Development Committees (WDCs). Findings from the field visit indicate however that most WDCs are not fully functional as most have not received the necessary capacity development/orientation needed. In Chinsali, only one WDC sent in a report to the District in 2018 while in 2019 and 2020 no reports were received.

Capacity of CF for forest-based enterprise development

Commodity user group members in the communities confirmed having received training whose quality they confirmed was dependent on the trainer. In one case in Shiwangandu, the community complained that the trainer brought in to teach them on beekeeping did not seem to have the knowledge and was instead learning from them. The project had included exchange visits as well as training on market analysis and development, this is still highly appreciated by all the CFMG and user group members met. All confirmed that they have been able to apply the knowledge as evidenced by the fact that:

1. They no longer barter their produce and instead research and keep up to date with prices of goods in places like Nakonde, the Copperbelt and Lusaka where their produce ends up.
2. Even though the lessons were focused around forest products which are seasonal, the men and women have been able to apply the same principles on enterprises outside of forestry products.
3. Community members through the exposure visits understand and are willing to explore leaving their communities and traveling to other Districts to sell their produce.

With regard to sustainability, it was noted that the full benefit of having a CF, (i.e. being able to raise incomes through licences for different economic activities in the CF) is yet to be felt by the CFMGs because the communities around the protected CF still have open forest areas where they can go as an alternative to the CFs under the CFMGs. Unfortunately, the consequence of having the project shortened to 3 years are many and have been noted to include the following:

- 1) The morale in the communities was dampened and trust built broken. It was very difficult and embarrassing for the Forestry staff to go back into the communities and explain to them that the project was ending.
- 2) After the training in market analysis and development, individual enterprise plans were developed but none are being implemented as none were funded. There was not enough time to source funds for them.
- 3) Linkages with the private sector in the three project districts were not consolidated and as such no longer exist.
- 4) The much needed technical support that was being provided by the District level staff was cut short and with no resources available the user groups have no access to any technical support.
- 5) The initial idea had been to support the entrepreneurs in ensuring longer shelf life for their products, e.g. mushroom, but the driers piloted did not work and once the project shut down there were no resources to try and pilot others.
- 6) The commodity user groups were described as having disintegrated in Muchinga province and the value of them being able to work together was lost. This was attributed to the shortened time available for technical support in group formation and growth as well as inadequate time provided to look at how these user

groups would best serve their members. As a result their capacity to negotiate and bulk as groups is limited and most members work as individuals

3.3.2 Effectiveness - Enabling environment

The National Forestry Policy, 2014, the Forests Act, 2015 were in place prior to the project but absence of a regulation for community forestry rights was identified by the project and a process supported resulting in a new Statutory Instrument being signed in 2018. The Community Forest Management Regulations, Statutory Instrument #11 of 2018, is supposed to enable communities to acquire rights to control, use and manage forests with themselves as the primary beneficiaries allowing new economic opportunities for individual household and community development. In addition the project also set up a seven step methodology on Community Forestry as described in the box below.

Box 13 - The CF guidelines ("7 steps") developed by DFONRMP

Community forestry guidelines provide a detailed description of the **seven steps** required to establish community forestry, namely:

1. Process initiation and awareness raising;
2. Boundary negotiation, mapping, and signing of map;
3. Management group constitution and election;
4. Management planning and forest management rules;
5. CFMA preparation, application, and signing;
6. Implementation of the forest management plan, for forest protection, development, domestic use, and forest-based income generation; and
7. Joint monitoring, evaluation, and lesson learning.

These steps are what everyone applying the community forestry model is using.

Feedback from stakeholders makes clear that both the Statutory Instrument and the documented model and guidelines for CF that are based on the S.I. are highly appreciated. Since the project ended, the model and the various materials and guidelines are being replicated and used by various partners such as those listed in the table below.

Table 6 - Projects using the CF model developed under DFONRMP

	Project	Province/District
1	The World Bank supported Transforming Landscapes for Resilience and Development Project.	Muchinga Province (Luvushimanda, Kanchibiya, Mpika, Chama, Mafinga and Isoka)
2	Community Markets for Conservation (COMACO) Landscape Management Project.	Eastern Province
3	USAID has partnered with Frankfurt Zoological Society to end rampant deforestation and incentivize community-driven forest management	North Luangwa Ecosystem.
4	World Vision has started to implement a community managed forestry project.	Western province, Mwinilunga district
5	The United Nations Environment Programme (UNEP) supported Ecosystem conservation and community livelihood enhancement	North-Western province
6	Biocarbon partners - BCP's work in eastern Zambia has been the largest-scale piloting of community forestry and application of the 2018 Community Forest Management Regulations in the country	Eastern province
7	Kasanka Trust working to establish Community Forest Management Areas around Kasanka National Park in response to encroachment	Central Province

In addition, it was reported that:

- 1) The CFMGs are approaching the Departments of Forestry to ask how they can further expand the hectareage under CF. In the initial phase of the project, the communities had not trusted Government and had identified in almost all cases secondary forests as community forests. With time they have started to understand and appreciate the benefits of the community forests and want to establish more. For example, two new CFs have been approved in Kasempa district. In Shiwangandu, Chisoso CFMG and Filamba CFMG have requested to expand their CFs.
- 2) Chiefs in other areas in the districts have also approached the Forestry staff even at the national level (Chief Inyambo) and requested assistance with the establishment of CFs. In Shiwangandu this includes Chief Chikwanda and Chief Chibesakunda. In Mwinilunga three Chiefs have applied.
- 3) Other Chiefs, like Chief Chikwa in Chama is using the CF concept to secure his Chiefdom borders. Basically separating his chiefdom from others using the CFs and stopping encroachment.
- 4) In Lavushimanda, in Muchinga province, the community realised their Chief was giving land to people from outside the province and applied to secure CFs as a way of ensuring not all the community land was given away.
- 5) In Nakonde, where deforestation is a big problem, individuals influenced by the project have started planting trees, e.g. one man has planted 1,500 pines on his own land.
- 6) The District Commissioner in Shiwangandu reported that she has noticed a decrease in the number of vulnerable people coming from the project sites to ask for assistance from her office.

Through all these projects and initiatives the number of CF agreements and the area covered under these agreements has increased significantly since the end of the DFONRMP project and is now way beyond the 32,000 hectares that the project itself secured as CFs. See box.

Box 14 - Status of CFMGs and hectares covered. Situation at the end of 2019 as known to Forestry Dept.

A total of 46 CFMGs have signed agreements. There were at this point three additional CFMGs under registration. The breakdown by province and by area is as indicated below.

	Province	No of CFMGs	Hectares covered
1	Eastern Province	8	575,912
2	Lusaka	2	203,011
3	Muchinga	13	3865
4	North-western	10	30,069
5	Northern	8	25,753
6	Western	5	43,801
	Total	46	882,411
		Total hectares under agreement	882,411
		Total hectares under recognition	312,944
		Total area	1,195,355

Source: Forestry Department, National level

Note: Further significant increases have taken place in 2020, in particular through the BioCarbon Partner project in Eastern Province. See under Impact below.

The data above show the application for recognition of over **1,195,355** ha of community forest management areas by the end of 2019, only two years after the passage of the community forest regulations (S.I.). However,

according to the Forestry Department, the final stage of registering a community forest is through publishing in the national gazette and this has reportedly not yet been done for any community forest.

3.3.3 Impact

Impact on forest adjacent communities' livelihoods

The project had 3 main impact level indicators relating to livelihoods:

1. *Impact Indicator 1: 5% increase in income including all groups of the society, as compared to baseline data*
2. *Impact indicator 4: Increase in 5% of households assets in the project communities compared to baseline (Baseline was at 34%)*
3. *Impact indicator 5: Increase in 2% of households involved in income generation (baseline was at 83%)*

Impact indicators 1 and 5 were to use population based socio-economic survey of targeted communities as the means of verification which was not possible during this evaluation due to time constraints. At the outcome level, *Outcome indicator 1.3: Number of community members benefiting from project supported income generation activities & alternative livelihoods.*

The completion report documents that **1671** community members (865 women and 776 men) were actively engaged in natural resource based livelihood activities (mushroom collection and drying, caterpillar collection and selling, bee keeping). Of these, **464** (234 women and 230 men) were supported with developing non-forest based alternative livelihoods including fish ponds, setting up of grocery stores, and trading in other food stuffs not forestry based.

The evaluation found that overall, in both provinces, there has been very low impact on peoples livelihoods due to lack of strong value chain development based on forest products. People received some training in enterprise development and the original idea had been to support full value chain development, including facilitating linking communities to companies that can buy their products. However, the premature ending of DFONRMP meant the project did not get this far. The CFMGs got to the stage 5 of the steps to secure rights and had developed forest management plans and undertaken the development of business plans but these were not implemented. This has had most (negative) impact even on the trust built between the forestry staff and the communities. With regard to specific enterprises the following were the findings:

Table 7 - Analysis of impact of different livelihoods options promoted by DFONRMP

Activity	Impact analysis
Honey production	Muchinga province – no positive impact because: CFs chosen were secondary forests and trees meant to produce the necessary pollen were few if any; bee keeping is not commonly practiced in the province and the communities needed a lot more time, supervision and support to help them establish this as a business; the communities did not receive protective clothing and skills on honey harvesting, In North-Western province - Kasempa where bee keeping is a long standing custom, improved honey production was reported as a result of modern beehives. There is also improved honey quality (now sold as liquid honey through honey press).
Fish ponds	Muchinga province – no positive impact due to non-availability of fingerlings and fish food; consumption of the fish and fingerlings so “pass on the gift” was not possible; and conflicts among user group members North-Western province - the fish ponds in Ikeleni were reported to be working well and the user group had raised ZMW 2,000 (~100USD) this year 2020 from the sales. Passing on the gift has worked in Ikeleni.

Activity	Impact analysis
Goat rearing	North-Western province - In Ikelengi, goats were handed out to the communities and these were being passed on to community members under the passing on the gift approach.
Caterpillar selling	Muchinga province – Minimal impact if any. In Chinsali and Shiwangandu in 2018 they had harvested some caterpillar but had no market, in 2019, there were very few caterpillars in the forests and communities did not make money. 2020 seems promising but they are yet to tell
Mushroom selling	Both provinces – no impact, mainly because there is no ready market and the solar driers handed out by the project did not work

It was reported that none of the CFMGs have reached a point where they are able to share benefits but for those that are making a little money by issuing licences, this is kept by the CFMG treasurer or in a CFMG bank account and used to meet different needs in the community (funerals, helping those that are very vulnerable). For Chapalakata CFMG in Chinsali, they have decided to put aside 5% of any benefits to go towards paying for any services they may need, this would include buying fuel for the Forestry staff to get to the community.

The village banking initiative

The project *Output indicator 3.1.1 targeted 250 entrepreneurs accessing financial service*, through the village banking scheme, loans were disbursed to 540 women entrepreneurs. In Muchinga province this was reported to have failed and was no longer running. The main reasons for this were that: The initiative was introduced in the last six months of the project which was too short a time to allow for group formation and training; after the project ended district staff were not able to follow up on repayments by the women; the amounts of money given out were too small to have made any significant impact; the funds were disbursed during the rainy seasons when enterprises like mushroom drying were difficult to do and community members were trying to engage in non-forest related enterprises; the money was also given at a time when schools had just opened and paying school fees was priority. It was reported that the Village Banking had only been successful in Nakonde where the women assisted had been allowed to start enterprises outside of the forests. This is also the case in North-Western province where the village banking was said to have provided women with some funds for small economic activities, e.g. In Kasempa the women were mainly trading goats, chickens and fish, in Ikelengi, the women were mainly engaged in selling of groceries. In both Shiwangandu and Chinsali, some women interviewed complained that during the time the project had been running, they had made some savings as part of the scheme. Once the project ended, their savings were never given to them by the Ministry of Community Development and Social Services. Some explained that they were told that their savings had gone to offset the loan amounts that were being owed, the majority just did not understand why their savings had been withheld.

Major potential income earners

Potential income earners in the two provinces could be carbon credits and timber concessions. These are currently not feasible. In the case of **timber concessions**, many of the CMFGs were said not to have trusted Government at the start of the project believing it was trying to take land away from them. This prompted them to have identify degraded forests that do not have timber to be harvested. In addition, the processes and procedures that need to be followed are many and call for technical support (permits, inventory, Environmental Impact Assessments EIA). Also most CFs are too small (only a few hundred hectares). Therefore so far no timber permits have been issued by any of the CFMGs. But two groups in Kasempa, with large CFs (one over 6,000 ha), have applied and the process is underway. The process requires PFO/DFO support, but their resources are limited.

In the case of **carbon credits**: This is being piloted by COMACO and BCP in Eastern Province to great effect (see box 14 below), but there is need for external support to help start it, for MRV and for areas much larger than most CFs. The country's *National Strategy to Reduce Emissions from Deforestation and Degradation* (March 2017) emphasizes community involvement in sustainably managing land and natural resources in an integrated manner.

Impact on the community forests

All the CFMGs interviewed in Muchinga province reported increased occurrence of caterpillars and mushrooms in the CFs. According to the DFOs in both Chinsali and Shiwangandu, there is an improvement in the status of the CFs which were initially secondary forests and that have with less activity being undertaken over the last two years started to regenerate. Unfortunately, in Chisonso in Shiwangandu, even though the CFMG members confirmed this as true, they also reported increased tree cutting during caterpillar harvesting. This is the CFMG that was stopped from enforcing their regulations by a senior District official. In Chinsali, Chipalakasha CFMG reported having noticed the prints of two antelope in the CF. This was attributed to there being less activity in the forest. All the CFMGs reported increased occurrence of caterpillars and mushrooms in the CFs.

The impact on the other forests adjacent to the CFs was not immediately obvious, CFMG members noted that because people are denied access into the CF, adjacent forests could be under pressure.

As indicated in box 14, two projects in Eastern Province are already helping to secure large forest areas through the CF approach, which combined with carbon credit schemes based on REDD delivers both environmental and livelihoods impact.

Box 15 – Two existing REDD projects and their impact

BioCarbonPartners are implementing a large forest and livelihoods project in Eastern Province that builds directly on the legal framework developed under DFONRMP and on the opportunities that REDD offers. They have so far brought over 900,000 ha of forest under Community Forestry and have developed a carbon credit scheme for these forests that has in 2020 alone already delivered USD 2.3 million to the 12 chiefdoms (total population of around 27,000) where the forests are located. The carbon credits also provide the funding for livelihoods support activities and for the MRV activities that are required to comply with the Verified Carbon Standards. The credits are obtained through the voluntary carbon market, mostly by European and American companies.

COMACO has developed a similar scheme, but with as fundamental difference that the carbon credits provided through the World Bank Bio Carbon Fund.

Counterfactual

Without DFONRMP, it was noted that there would be no Statutory Instrument 2018 as has been developed. The DFONRMP also not only offered detailed methodology on how to apply CFM principles but also through the actual establishment of the CFMGs offered some lessons learning based on what was implemented. This has made replication of the model possible, this and the availability of technical District Staff that were trained on the DFONRMP project. The examples of the two projects in the box 14 above would likely not, or not yet, have achieved the impact they have so far reported.

3.3.4 Cross cutting objectives

Gender considerations and the human rights based approach

The DFONRMP recognised women as a vulnerable group and had specific interventions implemented targeting women such as the village banking initiative. Overall in terms of numbers of beneficiaries reached, there were

more women than men reached under the various interventions. In terms of approach, the project organized the men and women into groups as a targeting strategy. The approach has some impact on women's sense of agency (agency here being individual and collective capacities (knowledge and skills), attitudes, critical reflection, assets, actions, and access to services) and intra-group relations; however, this approach has little impact on institutionalized discrimination or social change. For example, it remains unclear what efforts were made to build the capacity of the women and men on gender or women's rights. Without this, women remain unaware of their rights and the role gender norms play in affecting their lives. The provision of opportunities for the women to participate in training, exchange visits and in events where they could showcase their work may have provided the women with some economic agency - possibility to leave home and participate in public life. But the extent to which women control resources and their capacity to make decisions on household spend remains unknown.

The project had planned to get more women into decision making positions within the WDCs which would answer to their strategic needs as opposed to their practical needs and ultimately add value in the promotion of gender equality. This was not done well at CFMG level where of the nine CFMGs executive committees in Chinsali and Shiwangandu all the Chairpersons are male and the position most represented by the women is that of treasurer. Group membership therefore had little impact on women's decision making patterns or gender ideologies. In the interviews with the women, none reported any increase in solidarity among themselves, this was particularly so for the village banking in one community, the women in the group reported that they were members of Savings and Internal Lending Communities (SILC) groups (these are not part of the village banking scheme) but had preferred to join groups from other villages and not their own.

The application of the Human Rights Based Approach (HRBA) is evident in the DFONRMP. One of the results areas was enabling legal, policy and institutional framework for sustainable FNRM. In terms of rights the Statutory instrument clearly states in Section 9 that the "community forest management area shall be for the exclusive use of the local community" giving them rights over the forests. The regulations also provide detail on local consultation – and state that any application for community forestry must be supported by local users, traditional leaders and other rights-holders with interests in the forest. Furthermore, Section 3 of the regulations emphasizes the role to be played by local governments in "the promotion of community forests for forests within the jurisdiction of the local authority" thus linking closely to the concept of decentralisation whose objective stems from the need for the citizenry to exercise control over its local affairs and foster meaningful development which requires that some degree of authority is decentralised to provincial, district and sub-district levels as well as Councils. The Act and the regulations devolve significant rights to community forest groups to manage forests and engage in forestry value chain development. Well steered and supported, the process has the potential to bring forests under sustainable management, generate income and improve livelihoods in rural communities.

Climate change hasn't received explicit attention in the project implementation, but the impact of the project on sustainable forest management will strengthen the resilience of those forests against climate change and consequently of the forest-adjacent communities that depend strongly on forest resources for their livelihoods. Protecting forest resources will also help communities by strengthening the role of the forests as a buffer for water. This will help maintain perennial flow in streams (important for water supply but also for fish ponds) and reduce flash floods that can cause damage to crops and to houses. While many expect a direct link between conserving a Community Forest and rainfall, this link cannot be expected from local level protection efforts. However, if through the CF approach large swaths of forest in Zambia will be protected rather than become degraded, this could well have a positive effect on rainfall and a tempering effect on temperatures.

3.4 Coherence and synergies

Coherence within the context of this assignment relates to evaluating the coherence between the three projects and assessing in how far possible synergies between the projects have been effectively explored.

Coherence between the three projects was good when considering the *compatibility* and *complementarity* between them, with each project addressing a specific issue within the environmental sector:

CSEF2: Enhancing the role of CSOs in environmental management and related livelihoods improvement.

ILUA II: Filling a data gap on forest resources and REDD.

DFONRMP: Developing community forestry and livelihoods of forest-adjacent communities.

The project did have a few possible areas of overlap. Both CSEF2 and DFONRMP included aspects of looking at strengthening local livelihoods based on sustainable use of natural resources, forests in particular. However, the premature closure of DFONRMP has meant that it has not been able to fully implement this component of the project. The envisaged support for forest-based enterprises and related value chain development was cut short, with the project only being able to provide some initial equipment such as solar driers for mushrooms and modern beehives. The gap left behind by DFONRMP could well have been partly filled, or can still be filled in the future, by CSOs. What helps in this respect is the fact that most of the CSOs that benefitted from CSEF2 support have increased their (financial) sustainability and have also learnt important lessons on for example the importance of a value chain approach for small enterprise development. However, it is clear from the feedback received from the sampled CSOs that they are largely unaware of the work of DFONRMP and the possibilities offered through the Community Forest legislation and the CF process developed by DFONRMP. They are also not aware of the work done by ILUA II on analysis of the importance of forest resources for local livelihoods, through the Forest Livelihoods and Economic Survey. The results of this survey have unfortunately not been shared widely and it is in fact not clear where the results are available.

The above points to the main factor that has hampered any synergies between the projects: the absence of specific coordination mechanisms across all three projects that would have allowed for exchange of information and building one another's activities to strengthen effectiveness and impact. It should be noted that with regard to ILUA II this was anyhow difficult since that project ended around the same time as the other two projects started. Even in that case however, an explicit mechanism that would ensure that the other two projects would be fully aware of the results produced by ILUA II would have been useful and likely have increased effectiveness and impact of the other projects. One key example in this respect: from the ILUA II results it is clear that REDD provides very good prospects for sustainable long term benefits based on sustainable forest management. If there had been a good coordination and learning mechanism in place, this could have been picked up by DFONRMP and would for example have meant that it should either have promoted much larger CFs or should have considered developing mechanisms to combine CFs to ensure the scale required for carbon credit schemes could be achieved (since at the time DFONRMP was planned to run for 12 years developing such schemes would have seemed a very feasible option until the programme was cut short). As it was, the DFONRMP never ventured into that direction and focused exclusively on forest-based enterprises for livelihoods improvement. The findings from the DFONRMP evaluation unfortunately show that there has hardly been any impact from these forest-based enterprises.

The table below lists some of the potential synergies that could have been explored in an ideal situation and an assessment in how far they have been realised. It should be noted that one overall reason for DFONRMP for not realising synergies is the fact that the project was closed down prematurely.

Table 8 - Overview of potential and realised synergies

Scope of synergies	Potential synergy	Reality
All three projects	Information exchange between the projects	No structured mechanisms in place. The evaluation team found no evidence of specific coordination and information exchange activities between the projects.
ILUA II and DFONRMP	Use of ILUA II data to support Community Forest Management Plans	This would only have been possible if ILUA II had provided more detailed data i.e. at district level. If the projects had been undertaken simultaneously it would have been an option for ILUA II to add detailed inventories of earmarked CFs to its nation-wide inventory.
ILUA II and DFONRMP	Use ILUA II methodology to do CF inventories. And ensure the equipment for inventories is available at provincial level.	With DFOs trained in the ILUA II methodology, they could have undertaken such detailed forest inventories under the DFONRMP, as the basis for e.g. timber concessions and carbon credits. This was never done and will in future become more difficult due to staff turn-over. The inventory equipment provided by ILUA II is no longer available at provincial level (apparently all sent back to HQ).
ILUA II and DFONRMP	Use of ILUA II results for development of carbon credit schemes for CFs. That would require a different approach to CFs: either much larger ones, and combining CFs under one credit scheme.	This was never explored by DFONRMP, but would be very promising in terms of providing tangible benefits to the communities, something that is now lacking. Note that others (like BCP, COMACO, WB) have picked up on this opportunity and have already realised the first significant carbon credits for CFs.
All three projects	Use of the ILUA II FLES results to inform projects supporting livelihoods of forest adjacent communities	This has not happened as far as the evaluation team could assess. The FLES data are currently not even available for anyone to consult.
DFONRMP and CSEF2	CSOs to promote Community Forests	This was not done by any of the supported CSOs. One CSO used in fact the Joint Forest Management approach to promote sustainable forest management, an approach that has been tried for quite a while in Zambia but has never been very successful. They were not aware of the Community Forest approach as developed by DFONRMP, which was at the time already showing its promise. One other CSO recently undertook an awareness campaign for sustainable forest management, but was

		also not aware of the CF approach (even though this was in one of the DFONRMP districts).
DFONRMP and CSEF2	Collaborate on forest-based enterprises	Although this would only have been possible in the second half of CSEF2, once the target communities had been identified under DFONRMP, this was never considered and therefore never materialised.

4 Conclusions and recommendations

4.1 Overall conclusions and recommendations

Based on the findings of the evaluation of the three NRM projects ILUA II, CSEF2 and DFONRMP the evaluation team concludes that all three projects have been successful in developing organisational capacity of their target beneficiary organisations and have contributed to an enabling environment that can contribute to long term positive impact on the environment, forest resources in particular, as well as on the livelihoods of people that are depending on that environment. This success is mainly based on good project implementation strategies that include:

- Strong involvement of key stakeholders from government, civil society, traditional leaders and local communities.
- Appropriate capacity building approaches that targeted skills development that could be applied directly within the project's context.
- Strategies that focused on filling gaps in the enabling environment, such as lack of information on forest resources (ILUA II), the need to translate legislation into actionable instruments (DFONRMP) and the often weak governance aspects around the mining industry and their link with the surrounding communities and the environment (CSEF2).

With regard to the actual *direct* impact of the projects on the environment and on livelihoods the findings show a more mixed picture. While for ILUA II it was never an objective to have a direct impact on environment and livelihoods, DFONRMP and CSEF2 did have expected results related to such direct impact. Although some direct concrete environmental and livelihoods impact were indeed achieved by these projects, this impact was small-scale and could be considered (as one stakeholder called it) “a drop in the ocean”. For DFONRMP the decision by MFA Finland to stop the project after 3 years has been a key factor in the lack of tangible environmental and livelihoods impact. For CSEF2 the short duration of the grants provided for projects (a maximum of 2 years) also meant that it was difficult to expect significant impacts. The emphasis in the original CSEF phase 2 ToR that projects had to be innovative⁵ has likely also contributed to low direct impact, since innovative projects generally put higher demands on project design and on attitude and behavioural changes of the targeted beneficiaries.

However, the prospects for sustainable and more wide scale impact that can be attributed to the projects is significant. It is in particular the combined results of DFONRMP and ILUA II that have led to a very conducive enabling environment for positive impact on forestry resources and on forest-adjacent communities (of which there are many in Zambia) by combining the community forestry approach developed under the DFONRMP with REDD+ for which ILUA II has delivered key reference information. This combination can address the main current weakness of the CF approach, namely the lack of clear direct benefits for the community based on protecting their forest. Some of the stakeholders even indicated that this approach is the best hope for Zambia to preserve much of its remaining forest resources, now that national and local forest reserves are increasingly being excised or fully degazetted.

While the approach has high potential, it is important to note that implementing it effectively cannot be done by the communities alone. It will require significant support to facilitate the process of registering community

⁵ The ToR defined the main result area for CSO project funding as “Innovative approaches for environment and natural resource management developed and implemented by CSOs”

forests, developing credit schemes and ensure MRV (Monitoring / Reporting / Verification) is done in accordance with required standards to actually be able to receive the carbon credits. For the latter aspect, is important to note that the ILUA II data alone are not sufficient. More detailed assessments are required to comply with the requirements for REDD baselines such as those of the Verified Carbon Standard.

Overall recommendations

Table 9 - Overall recommendations

Recommendation	Target audience
1) Promote replication of the CF model in combination with REDD. This can be done through support from experienced (international) organisations, but it is important that this capacity is also built at national level.	Forestry Department Cooperating Partners
2) Establish a mechanism through which organisations involved in the CF/REDD approach can learn from another and can coordinate their efforts (e.g. exchanging experience on baseline assessments in line with international standards and avoiding that the same communities and forests are targeted by different organisations).	Dept. of Forestry
3) S.I. for carbon trade to complement S.I. on CF. The S.I. should help ensure that communities can obtain optimal benefits from carbon credit schemes (based on carbon credits from voluntary private sector schemes and from donor-funded schemes)	Dept. of Forestry Cooperating Partners FAO / UNDP CSOs / NGOs involved in forestry / REDD

4.2 MFA Finland shift in country strategy for Zambia

The ToR for the evaluation specified that *“the link to the changed policy level directions for both Finland and Zambia will be critical. This would entail demonstration of the potential of organizational and community enhanced capacity to wealth/job creation and private sector support.”*

As indicated earlier, the findings show that few tangible wealth creation benefits having been realised in DFONRMP and CSEF⁶ (ILUA II was never intended to deliver any such benefits directly). The lack of such benefits can be directly related to the MFA Finland decision to change the strategy for Zambia from one focusing on the environment to one focusing on Private Sector Development. The premature ending of DFONRMP that resulted from that decision meant that the project could not develop the enterprise aspects of the programme. Longer term support by the project for the forest enterprises for which only initial capacity building support was provided would have helped communities in developing viable value chains, including through partnering with private sector players. It could also have contributed to developing timber concessions (and possibly a simplified process for community timber concession applications) for Community Forests and to support them in adding value to such timber. Continuation of the DFONRMP as initially foreseen would also have allowed the programme to help ensure that the Statutory Instrument for carbon trading that is currently being development

⁶ Upon request of MFA Finland CSEF did open up its support modalities for private sector companies, with two companies (Rainland and MECB) having received support. MECB was therefore one of the organisations included in the sample for this evaluation, but a meeting never materialised in spite of multiple attempts from the team.

would fully support the promotion of carbon credit schemes for Community Forests and to start implementing such an S.I.. As the findings show the premature ending of DFONRMP has also negatively affected the relations of trust that had been built between the communities and forestry during the preparation and implementation of the project, given that forestry staff no longer has the resources to actively support the communities. The combination of lack of concrete benefits and an eroded relation of trust has the inherent risk that communities will at one point conclude that there is no good reason to continue to protect their forests and may revert to unsustainable practices like cutting trees for new fields or for harvesting caterpillars or allowing others to harvest timber.

The impact of the change of focus in the Country Strategy is less obvious for the CSEF2 project. The phase 2 was always intended to be a 4 year project so the implementation strategies were designed around that given project period. Also, the findings show that many of the supported CSOs have been able to improve their financial outlooks thanks to diversification of funding. However, there is a clear need to further strengthen their advocacy role in the environmental sector, as evidenced for example by the ongoing forest degradation and reports of pollution of rivers from mining. Unfortunately, most Cooperating Partners (CPs) are now focusing on PSD, urban development and the energy sector. The added value of MFA Finland for support for PSD in Zambia is therefore less obvious than the added value it would have had if it had continued its focus on the environmental sector.

The table below lists a number of recommendations that aim to build on the results of DFONRMP, ILUA II and CSEF2. Their formulation is based on the assumption that a full return of the MFA Finland Country Strategy to the environmental sector is not realistic, even though that would be a justifiable decision in the eyes of the evaluation team.

Table 10 - Recommendations for MFA Finland and other CPs to build on the results of the three projects

Recommendation	Target audience
1) In as far as possible, continued support to the environmental sector should be considered. This could be linked to PSD by focusing on MSMEs based on forest products, working in particular with the communities which were supported under DFONRMP.	MFA Finland
2) MFA Finland and other CPs should consider supporting the development of the S.I. for carbon trade based on the knowledge and data gained through the DFONRMP and ILUA II projects. The support should focus on helping ensure that the carbon trade rules are supportive of carbon credit schemes for Community Forests that optimise the benefits for the communities. Finland’s very good reputation in the forestry sector would carry significant weight in the discussions on carbon trade (which are sensitive given the interest of different stakeholders in reaping benefits from such schemes).	MFA Finland Other CPs
3) Communities need support to enable them to obtain timber concessions, a process that currently requires a lot of steps that the communities cannot undertake by themselves. Supporting both the enabling environment (e.g. simplified application process for communities) and the actual process (e.g. helping with forest inventories and building capacity extracting timber and adding value) will contribute to PSD at community level <i>and</i> to sustainable management of the Community Forests.	MFA Finland Other CPs
4) For quite a number of CSOs a long term sustainability strategy could be to transform themselves into a social enterprise. MFA Finland and other CPs should consider	MFA Finland Other CPs

Recommendation	Target audience
supporting this process, effectively turning the CSO into a private sector company, albeit one with primarily social rather than profit-making objectives.	
5) The Village Banking Scheme is showing some promise, but is limited with regard to the size of financial support it can provide. Supporting the development of more financing options that target forest-based enterprises would allow for more growth of small and medium enterprises based on forest product value chains.	MFA Finland Other CPs

4.3 ILUA II

The ILUA II project provided training for forest inventories and for data analysis and management. The findings confirm that the training was sufficient in building the required skills for forest inventories and analysis. Since the end of ILUA II forestry staff is at times applying the skills to undertake forest inventories related to concessions and other forest management activities. Lack of resources means they can't apply them without external funding sources. It implies for example that they can't support detailed inventories for Community Forests in support of community timber concessions. Forestry staff trained in data analysis using OpenForis have been using these skills and the ILUA II data for activities such as wealth accounting and the regular communications on GHG inventory and (soon) reporting on NDC progress, although staff turn-over within the Forestry Dept. may negatively affect this built capacity.

ILUA II data have played a highly effective role in developing Zambia's REDD+ strategy and programmes, in particular by providing the data for the National Forest Monitoring System and for the calculation of Forest Reference Emission Levels, key elements of REDD+. Effective use of ILUA II forest inventory data for forest management and for livelihoods interventions based on forest products is less evident and has been hampered by difficult access to the data (the main technical report has not been released for distribution and detailed FLES data not available at all, while provincial staff indicated they had difficulty accessing the ILUA website) and, at decentralised level, the lack of data at district level. The promising idea to use the ILUA II data to advertise potential concession areas could contribute to more targeted and sustainable timber extraction but was unfortunately only applied once. The land cover data developed by NRSC are still used regularly for research and support education.

Quality of the ILUA II data is generally considered good, although changes in methodology between ILUA I and II mean that it is difficult to make comparisons over time. This change was however justifiable to ensure compliance with international guidelines for such inventories, which makes the results more comparable and more suitable for international reporting requirements (e.g. on FREL).

While ILUA II itself was never designed to have direct impact on forest resources or livelihoods, the potential to contribute to long term sustainable impact is high because of its value for development of REDD programmes. The potential impact in broader forest management areas is considerably lower given the data access problems, lack of resources within the government's forestry sector and the fact that the most valuable data would be those at district level, which ILUA II does not provide.

Table 11 - Recommendations based on ILUA II findings

Recommendation	Target audience
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1) Access to ILUA II forest inventory and land cover data should be improved in line with the data sharing guidelines developed under ILUA II. The website should at all times be accessible and the final technical report should be shared widely.	MoLNR
2) All FLES data should be recovered and the FLES report and data made available through the ZSA website as well as the ILUA website.	ZSA FAO
3) The capacity of the National Remote Sensing Centre in land cover and land use change assessments, as strengthened through ILUA II, should be used more in providing information for development and monitoring of policies and programmes related to forestry and land use.	All govt. departments Cooperating partners NRSC
4) The national forest inventory should be repeated within the coming 2 to 3 years, with the inventory extending to district level to allow for use of the data for forest management plans, including for Community Forests.	MoLNR Cooperating partners
5) The Forestry Department should consider re-introducing the approach of publishing areas for which timber concessions can be issued, based on analysis of ILUA II data with regard to availability of commercial species that can be sustainably harvested.	MoLNR

4.4 CSEF2

The findings confirm that the CSEF2 project has been successful in strengthening the organisational performance and sustainability of the supported CSOs. The combination of funding for projects and targeted capacity building support that most CSOs received has allowed them to strengthen their internal systems and show their capacity to implement projects. This in turn has helped them to access funding from other funding sources, including a few from the private sector. The highest impact on organisational performance was found to be achieved through the Organisational Development Support Grant. It is therefore surprising that only one of these grants was awarded (to the Chipembele Wildlife Education Trust) – a missed opportunity for CSOs in the view of the evaluation team.

The project has been less successful in strengthening the enabling environment. After the closure of CSEF2, the Civil Society Environment Hub has not been able to effectively fulfil its envisaged role in improving coordination, networking and information sharing amongst environmental sector CSOs due to a lack of financial resources. The fact that support for the Hub was only started in the second half of CSEF2 contributed to this because it made it difficult to fully establish the Hub as a vital network in the environmental sector and to implement a financial sustainability strategy (a draft of which was established during CSEF2). The main positive aspect of the Hub has been to link CSOs from provincial and local CSOs to the national agenda. It is currently still playing a role in exchanging information within that network of CSOs.

Although quite a number of CSOs worked on improving the enabling environment through influencing policies and policy implementation, the evaluation found very little evidence of policies actually having been influenced or their implementation strengthened. Given the short duration of the projects this could also not be expected. Several promising policy influencing initiatives were identified, which can lead to demonstrable impact if these efforts can be sustained over a longer period. Thanks to the strengthened organisational sustainability to which CSEF2 contributed, some of these activities are indeed being continued beyond CSEF2, increasing prospects for actual policy influence in the long term.

With one or two exceptions, projects have had very little actual and sustainable impact on the environment or on livelihoods. While two years (the maximum project duration) is short anyhow to achieve sustainable impact, the fact that projects funded under the main funding modality IAPG had to be innovative only exacerbated this problem. More impact would likely have been achieved if CSOs had been allowed to use the funding to strengthen and upscale existing activities that had proven their viability.

Table 12 - Recommendations based on CSEF2 findings

Recommendation	Target audience
1) Continue support for CSOs for advocacy work, in particular promoting effective operationalisation and implementation of existing environmental policies and legislation.	Cooperating partners Private Sector
2) If the Civil Society Environmental Hub does not manage to obtain financial resources to effectively play its envisaged coordination and networking role, it should explore options for the current Hub network and information sharing activities to be integrated into existing networks and/or activities of existing CSOs that have similar mandates or are willing to expand their mandate to include the Hub's envisaged role.	Hub CSOs Cooperating partners
3) Explore and support opportunities for collaboration between CSOs and Private Sector for environmental management.	MFA Finland Other CPs Private Sector
4) Support national CSOs in working with forest-adjacent communities with establishing Community Forest and developing forest based enterprises and carbon credit schemes. This includes building necessary capacity of the CSOs, many of which are not even aware of the CF legislation and do not have experience with carbon credit schemes.	Cooperating partners International NGOs
5) Use the CSEF2 records to develop a database with profiles of environmental CSOs and share this information widely with stakeholders from government, the donor community, international organisations and private sector to promote collaboration and partnerships in the environmental sector.	MFA Finland

4.5 DFONRMP

The main success of the programme lies in how it strengthened the legislation on community managed forests and the establishment and testing of the seven step model of community managed forests. Its greatest impact is related to this and is the impact on the number of other partners that because of the legislation and the model are now promoting CF in Zambia. With regard to enterprise development and impact on people's livelihoods, the three year time frame was too short to develop value chains and this means that the potential for sustainable livelihoods benefits was not achieved. The short time frame also meant a shortened time for ensuring ownership and the institutionalisation of the project into the relevant Government Departments and particular the Local Authority as envisaged through the implementation of the Decentralisation policy. As such, across the two provinces the sense of ownership is not very strong at all levels, district and community.

There is no doubt that the communities in the two provinces have started to appreciate what difference their management of CFs can make but what is clear is that the seasonality of most of the forest products (mushroom, honey, caterpillars) means the communities have to also be encouraged to . For most of the CFMGs, the initial

selected forests are too small and/or too degraded for timber concessions and benefits from carbon credits but with exposure on what other communities are doing, many are starting to request that larger areas be protected. Unfortunately, this process is long and too complicated, something that will potentially frustrate the communities.

Table 13 - Recommendations based on DFONRMP findings

Recommendation	Target audience
1) There is need to make decentralisation a reality as will allow for the full realisation of taking power to the people at the lowest level and enabling them claim their rights. It will also allow linkages between the community (including CFMGs) and the Government	MLGH
2) The requirements for registering a community forest agreement could benefit from streamlining and rapid approval to avoid demotivation of community forest management groups.	MoLNR
3) The law designates comprehensive responsibilities and obligations to the communities, but it may be beyond the capabilities of many local communities to meet their responsibilities without detailed operational guidelines and generic templates, third-party facilitation, and training. These have to be made a part of any community based intervention.	MoLNR Cooperating partners (CPs) implementing CF interventions
4) Sustaining enforcement efforts by the community and the District Forestry Officers would require full support from all senior district officials and no level of political interference in the execution of their duties. Ensuring that all senior District officials are aware of the benefits of the CF and getting their buy in is critical for the success of the CF interventions.	MoLNR
5) Unlike agriculture, forestry based enterprises can be seasonal and there is need to consider this when planning support to this type of enterprises. Interventions such as village banking need to plan realistic pay back schemes that do not put undue pressure on those that chose to join the schemes.	MoLNR CPs implementing CF interventions
6) Attitude and behaviour take time to change, projects whose success is founded on there being trust between partners as well as there being sustained behaviour and attitude change towards forests needs to be long enough to allow for these changes to occur.	MoLNR CPs implementing CF interventions
7) The potential for communities to benefit from carbon credit interventions exists but there is need to ensure that communities understand this potential at the start of any projects so their selection of CF is informed. In addition, the possibility of combining CFs so as to have larger protected areas that are more suitable for carbon credit schemes. should be explored.	MoLNR CPs implementing CF interventions
8) There is need to support sustainable timber extraction and development of timber based enterprises (e.g. furniture making). In some CFs (those that were degraded) this may take time but support from the Department of Forestry in undertaking inventories and facilitating the process for timber permits for the communities is important. Government should also explore possibilities for a simplified process for sustainable timber extraction in community forests.	MoLNR
9) In view of the time it takes through the seven step approach of the community managed forest approach, new projects should try to prioritise areas where DFONRMP worked. This will cut down on lead time on the seven steps and will ensure the project has sustainable impact. In the absence of this, gains from the DFONRMP project will continue to be lost.	MoLNR CPs implementing CF interventions

Recommendation	Target audience
<p>10) While SI 11 of 2018 provides for the appointment of Honorary Forest Officers, the regulations do not specifically assign roles and responsibilities for enforcement, fines, confiscation of illegal produce and equipment. They do note that the CFMG shall “report forestry related offences to the forest officer” and the group has the right to retain revenues from these fines. It is important that the CFMGs are further guided on this as enforcement by the community is a key factor that could impact on sustainability of the CFs.</p>	<p>MoLNR</p>

5 Lessons learnt

5.1 Based on CSEF2

- 1) There is a clear need for continued and increased funding for CSOs in the environmental sector, given the challenges Zambia faced in the sector (large scale deforestation, pollution) *and* the opportunities in the sector, such as Community Forestry and pro-active engagement with the private sector.
- 2) The most effective support to environmental CSOs is broad organisational development support, that allows them to build their capacities and resources for implementation of activities that are defined by themselves rather than by detailed donor guidelines.
- 3) Where project funding is provided for environmental CSOs, prospects for sustainable impact can be strengthened by combining the project funding with targeted capacity building support and by providing funding over a longer period of time.
- 4) The general tendency of donors to ask for “innovative” projects, in combination with short funding horizons, will often undermine the prospects for real impact. Adoption of innovations requires considerable attitudinal and behavioural changes that can usually not be achieved in a few years.

5.2 Based on ILUA II

- 1) The considerable investments required for forest inventories are justifiable given the need for such data for sustainable forest management, REDD programmes and reporting on international commitments.
- 2) To ensure *usefulness* of such inventory data, it is important to design them with the intended applications in mind. The most effective use can be achieved by ensuring data are sufficiently detailed for forest management at individual forest level (forest reserves, community forests) while complying with international standards for inventories and ideally also for REDD baselines.
- 3) To ensure effective *use* of such inventory data, a lot of attention should go to develop effective data sharing and data marketing mechanisms that allow as many stakeholders as possible to use the data in support of sustainable forest management, policy development and decision making.

5.3 Based on DFONRMP

- 1) Prematurely ending a project as was done has meant upcoming projects have to spend more time building the trust of community members who will have learnt of the ending of the DFONRMP.
- 2) For CF to be successful the initial forests selected must be able to give benefits in the short term so the community remain motivated. This could be through forest-based enterprises for products like mushrooms and caterpillars, with timber and carbon credits to be promoted as more longer term benefits.
- 3) For communities to greatly appreciate the CF concept, it is important that they be closely connected to the identified CF in terms of distance. When they are benefitting from other forests, they will not have an appreciation for the CF to which they have been attached.
- 4) CF works and has created great interest among many partners in the country. Adequate time, human resource to provide necessary technical capacity and guidance is needed to ensure sustainability.
- 5) Linking the sustainability of the project to national processes (decentralisation) whose timeframe for implementation and success was unknown has affected the projects sustainability as institutionalisation of the project has not happened as initially foreseen.
- 6) Women who were involved in Village Banking in remote rural areas face a lot of challenges in enterprise development compared to those in the urban areas and therefore could not be given same conditions in

terms of loan repayment periods. The rural women need longer repayment periods that recognise the types of businesses they are running.

- 7) The example of mushroom driers shows that new technologies should be adequately tested in one of the target communities and under Zambian conditions before they are widely distributed to target communities. Otherwise money may be wasted on technologies that might not work.

Terms of Reference (ToR) and Invitation to Tender for the Impact evaluation of Finland supported Environment and Natural Resources projects in Zambia

1. Background

Finland's development cooperation support to Zambia has contributed to addressing some of the challenges of the environment and natural resources sector, including climate change. In this sector, forestry has been the pedestal of Finnish funding mainly as it is valuable in supporting other natural resources such as land, biomass energy, wildlife and food security. Finland's support to forestry in Zambia comes in the wake of the alarming deforestation rate that affects negatively on the economy, social and ecology of the country. The nexus between forests and poverty is clearly demonstrated especially in rural areas, making a vicious cycle of deforestation and increasing population living in poverty. The complexity of the challenges in the environment and natural resources (ENR) sector has meant employing various strategies and engaging different stakeholders to implement projects. Finland development cooperation support to the ENR sector has been channelled through Government of Zambia institutions as well as through non-state actors such as civil society organisations and private sector with local rural communities as key beneficiaries.

Zambia aspires to be a prosperous middle-income nation by 2030, as documented in the country's Vision 2030 whose strategic objective is inclusive and diversified economic growth. Based on the seven basic principles outlined, Vision 2030 is the fundamental national policy guiding development efforts, cast over long-term perspective and implemented through short and medium-term national development plans. Of relevance to this evaluation are the Sixth National Development Plan (SNDP 2011-2015), revised SNDP (2013 – 2016) and the current 7th National Development Plan (2017-2021) that has taken an integrated approach and builds on the Revised SNDP. The 7NDP strategic objectives are: economic diversification and job creation; reduced poverty and vulnerability; reduced development inequalities; enhanced human development and conducive governance environment. Amongst what Zambia aspires to have are development policies consistent with sustainable environment and natural resource management principles. Relevant to this evaluation are policies, but not limited to, on forests, climate change, energy, water, agriculture, biodiversity and wildlife.

Zambia is a Party to many international conventions that requires strategies and practical implementation of projects and programmes to align with the aspirations of these agreements. For instance conventions relating to biodiversity, climate change, forests, desertification etc. Zambia made progress towards the MDGs and is now implementing the SDGs through integrating them in the national development plans and vision.

Finland's development policy prioritises of 2016 emphasises sustainable development as the main theme to contribute to strengthening international security, the economy and the environment. Zambia is one of Finland's long-term development partner, with development cooperation support spanning over 45 years. According to Finland country strategies for Zambia, sustainable management of natural resources has been prioritised, recognising climate change, human rights based equality and gender as crosscutting objectives. These are in line with Zambia's cross cutting objectives on climate change, gender, governance and HIV as envisaged in the national development plans.

There are three projects to be included in this post project evaluation.

2. Description of projects to be evaluated.

i) Integrated Land-use Assessment, phase 2 (ILUA2: 2010-2017)

The Integrated Land-Use Assessment Project (ILUA II) was the largest comprehensive forestry inventory ever conducted in Zambia. The overall objective of ILUA II was to “strengthen forest inventory resources management and enhance its contribution to sustainable development, land use and livelihoods” in the country, building on the first assessment (ILUA I from 2005-2008) that generated baseline data. Therefore, ILUA II was designed to enhance the use and development of data towards sustainable forest management (SFM), Reduction of Emissions from Forest Degradation and Deforestation (REDD+) and the provision of additional information on trends of forest cover change through enhanced and refined methodologies.

The Impact was: benefits of sustainable forest management increased and mainstreamed in national economy and policies, supporting sustainable development of environment and rural livelihoods, meeting the Millennium Development Goals (MDGs) in a changing climate.

The project main outcome was defined as follows: strengthened capacity in planning and implementation of SFM and REDD through better information, capacity building, dissemination of information, and improved multi-sectoral dialogue.

The three main outputs of the project are identified as follows:

Output 1: Effective means of dissemination and utilization of the information for multi-sectoral dialogue.

Output 2: Improved methodological and human capacity in collecting and analysing forest resource information for SFM, REDD monitoring and carbon inventory.

Output 3: Implementation of ILUA II - Mapping and Field Survey

ILUA II was implemented by Government of Zambia and managed by Food and Agriculture Organisation, FAO who provided technical assistance and quality assurance. Beneficiary stakeholders are Government of Zambia and these included mainly Forestry Department as the Coordinator department, Zambia Statistics Agency, formerly the Central Statistical Office and Department of Agriculture.

ii) Decentralised Forest and other Natural Resources Programme – Introduction Project (2015 – 2018)

The Decentralised Forest and other Natural Resources Management Programme (DFONRMP) was a three-year introductory project between the Governments of Finland and Zambia.

The overall objective: to reduce poverty and inequality, and improve the environment through devolved integrated sustainable forest and other natural resource management

The project purpose: to set up an enabling framework, strengthen and operationalize devolved integrated sustainable forest and other NR management system including improved livelihoods in project districts and communities

The project comprises four components with interlinked results, outputs and associated activities, which together contribute to achieving the project purpose.

Component 1: Institutional Development for Natural Resource Sector Devolution focuses on the strengthening of the enabling framework for sustainable FNRM, especially at district level;

Component 2: Sustainable Forest and Other Natural Resources Management focuses on finding applicable models and systems for integrated sustainable forest and other natural resources management;

Component 3: Rural Entrepreneurship and Alternative Livelihoods on support to entrepreneurship and support to alternative livelihoods; and

Component 4: Project Management, Applied Research, result based M&E and Communication deals with the project management procedures including applied research aspect.

Implementation of this programme was towards sustainable management of forests and other natural resources as a result of mainly the negative effects of high deforestation rate in Zambia, especially on livelihoods of nature-based dependant rural communities where poverty levels were increasing despite country's thrives in economic development.

The Government of Zambia Institutions were the Implementers, with a focus on district level Government Departments and Local Councils as recipient of capacity enhancements efforts in line with the decentralisation policy. The direct beneficiaries to improved environmental management were stakeholders within local communities in selected sites of rural areas of six districts of Ikelengi, Kasempa and Mwinilunga in North-Western Province and Nakonde, Chinsali and Shiwang'andu in Muchinga Province.

iii) Support to Civil Society Organisations in Environment and Natural Resources Management in Zambia Phase 2 Project - Civil Society Environment Fund, phase 2 (CSEF2: 2015-2019)

The Support to Civil Society Organisations in Environment and Natural Resources Management Project phase 2, shortened to Civil Society Environment Fund, CSEF II was designed building on the lessons learnt during the first phase implemented from 2011-2014. CSEF II Project overall objective was " to enhance the role of civil society organisations (CSOs) to implement sound environmental management projects and promote sustainable and equitable development in Zambia." The Project purpose was " to initiate and implement funding mechanisms, enhance capacity development, advocacy and dialogue processes to enable CSOs to work for environmentally sustainable development".

There were three expected project outcomes:

- a) enhanced contribution of CSOs to various environment and natural resources management processes in Zambia, as a result of improvements in institutional and technical capacities of these organizations;
- b) enhanced coordination, information sharing, communication and networking among CSOs through improved capacity in advocacy and policy dialogue in environmental and natural resources issues;
- c) Increased number of environment and natural resources projects across sectors preventing and reversing environmental degradation.

The project has three components: Comp 1 Financing CSOs in environment and natural resources management; Comp 2 Capacity Development, Information, Communication and Networking; and Comp 3 Project management.

The CSEF II Project targeted CSOs as direct beneficiaries who received grants to implement various projects and also organisational capacity building to enhance service delivery. The funds were channelled through a Project Secretariat managed by a private company. The grants were competitive through an open call for proposal mechanism, therefore were open to eligible CSOs national wide. Indirect beneficiaries varied from rural community households to vulnerable urban households affected by environmental degradation who participated in implementation of various projects.

3. Results of previous evaluations

At project level, DFONRMP and CSEF II had mid-term evaluations, which were critical to address project implementation alignment to the design, risk management and sustainability potential. There was no mid-term evaluation for ILUA II.

Overall results of the mid-term evaluation for DFONRMP showed the project was relevant, implemented efficiently and effectively with high potential for positive impact on livelihoods and forest management. However, the main challenge was risk of loss of momentum since Finland was not going to fund subsequent phases and Government of Zambia had limited resources to build on the project success.

CSEF II conclusion of the mid-term evaluation was that the project contributed directly in strengthening CSOs for environment and natural resources management and actions addressing environmental issues and promoting sustainable development in Zambia. For the CSOs who face challenges in mobilising resources and utilising their role because of weaknesses in their organisations, CSEF II support was very relevant to them.

At global level, Zambia was included in the Finland's global evaluation of: Finnish Support to Forestry and Biological Resources - 2010. This evaluation showed Finland's positive results to support the forestry sector, though there were policy challenges of Zambia not having legal framework to sustain efforts in participatory community forestry management. The projects included in this evaluation (PFAP I and ILUA I) were precursor projects to the DFONRMP and ILUA II respectively.

4. Rationale, purpose and objectives of the evaluation

In all the 3 projects, capacity building and sustainability of results were the core strategic focus that were considered foundational to achieving any positive results to the underlying challenge of poverty in Zambia. It be with government institutions, civil society organizations or local communities who are the ultimate beneficiaries to these efforts, the aspect of stronger institutions and approaches to ensure continuity of positive results were desirable and common across the projects.

With Finland's many years of support to the environment and natural resources sector, the 3 projects offer an opportunity to get the indicative contributions of changes towards poverty reduction, especially as they were implemented during a period of major policy shifts/changes in both Zambia and Finland that affect bilateral relations. Zambia has attained status of a lower middle-income country, though poverty levels remain high amongst the rural populations. Finland's development policy changes are shifting towards multidimensional forms of cooperation, with development cooperation emphasizing on strengthening on private sector to create jobs.

The evaluation results will inform decision makers in Finland on the results of the long-term support for information to future policy decisions; whilst the impacts of capacities will be important for Government of Zambia's decisions on future natural resources-based plans and programmes.

The main objective of this evaluation is to provide evidence if and how the projects have contributed to their intended objectives and provide evidence of capacity enhancement impact on the institutions and participating communities, and sustainable applications on improvements in the institutions and community/household welfare.

5. Scope of the evaluation

The implementation period of the 3 projects stretches from 2010 to 2019. Both governmental and non-governmental institutions will be engaged including beneficiary local communities and households.

The link to the changed policy level directions for both Finland and Zambia will be critical. This would entail demonstration of the potential of organizational and community enhanced capacity to wealth/job creation and private sector support.

The evaluation shall follow the OECD/DAC criteria for evaluation on relevancy, efficiency, effectiveness, Impact and sustainability.

6. Overall evaluation questions

Amongst the questions to address, the impact evaluation is envisaged to provide the following key elements, though not limited to:

- To identify relevant lessons learned and recommendations on Finland development cooperation efforts in Zambia for possible wider use based on policy and strategic level results of the evaluation findings. How the impact could be strengthened?

- To identify relevant lessons learned and recommendations to Zambian government and other Zambian stakeholders on the potential of the environment and natural resources on poverty reduction based on evaluation findings.
- To follow up and analyze the aspects of potential impact foreseen and recommendations of Finland's global evaluation report of: Finnish Support to Forestry and Biological Resources (May 2010) and Evaluation of the Agriculture, Rural Development and Forest Sector Programmes in Africa (August 2019)
- When considering the total budgets of each project and the impact achieved through specific project objective and outputs/outcomes, what can be concluded in terms of value for money invested taking into account also if and what level the developed capacities, processes, systems and hardware etc. are in use.

7. Project specific evaluation questions:

ILUA 2:

- Provide with qualified views on impact (intended and unintended, negative and positive, direct and indirect) of ILUA II based on the set objectives and outcomes
- Has ILUA II data/information generated been used for evidence-based decision-making, and at which level? Has it been used for multi-sectoral dialogue and how? Provide the type of information used (Biophysical Data, FLES Data etc.).
- How much ILUA II data/information has been used/ accessed, by whom and to what purpose? Is the information/data available for free of charge, do the technical solutions work, is the information in usable format etc.
- Are the capacities built in institutions, methodological and human resources evidently in use, which areas? Provide evidence of use of products, such as maps and other information that are used is government management of forest resources

DFONRMP:

- Provide with qualified views on impact (intended and unintended, negative and positive, direct and indirect) of DFONRMP based on the set objectives and outcomes
- What has been the impact of Community Forest Management process on environmental conditions of forests and other natural resources in the project sites?

- What has been the impact of Community Forest Management process on government decision making of management of forest resources and climate change?
- What has been the impact of Community Forest Management process on community level organisations/households capacities and its contributions to reducing poverty?
- What capacities were built at organizational/departmental and household levels and the impact to improve organizational/department systems for decision-making and income generation respectively
- Provide views on sustainability of Community Forest Management process piloted under this project on community, local government and central government (Forestry Department) levels
- What is the status and impact of DFONRMP contribution of Ministry of Community Development and Social Services/ Department of Community Development Micro Credit to Women programme (Village Bank)? How sustainable has been the revolving fund? (MoU Signed between MCDSS and DFONRMP)

CSEF 2:

- Provide with qualified views on impact (intended and unintended, negative and positive, direct and indirect) of CSEF 2 based on the set objectives and outcomes
- What capacities were built at CSOs' organizational level and the impact towards environmental management in projects and are CSOs using the capacities and tools developed?
- What is the evidence of enhanced capacity in CSOs' role towards environmentally sustainable, equitable development and policy influence?
- What is the operating status and possible impact of the established Environmental Hub on the operations, coordination and governance of CSOs?
- What is the sustainability of activities envisaged to be performed by the Environmental Hub? What is the added value of such an establishment to the environment and natural resources management?

8. Methodology

The evaluation methodology will be used as one of the selection criteria in choosing the Consultant/Bidder. Therefore, the Consultant/Bidder is asked to propose suitable methodology. The methodology will be discussed and agreed upon at the start of the assignment. It is envisaged that

there will be desk review and field work. Based on the proposed methodology, the Consultant/Bidder shall propose a work plan and budget, which will also be used as one of the selection criteria.

The assignment shall consist of desk study, field work, analysis and reporting.

9. Timeline and reporting

The amount of required days for conducting the task shall be proposed by the consultant/bidder, including timelines on deliverables. The task in its full content shall be conducted by the end of December 2020.

The reporting language of the assignment is English.

The evaluation team must submit at least the following deliverables:

Inception report

The inception report should provide a concise analysis of the desk review of the forwarded information; interpretation of the ToR and understanding of the task at hand. Further the report should include a detailed work methodology; work plan and budget; an outline of roles of each member of the evaluation team and other relevant information that is needed at inception of the assignment.

The report needs to be submitted to the MFA minimum of two weeks before the field mission starts so that it can be commented and agreed on before commencing the evaluation activities.

Draft final report

The draft final report will be a combination of desk and field study results. The report will clearly outline the findings, conclusions, recommendations and lessons learnt and will integrate the evaluation results on cross-cutting objectives. The MFA will submit comments on the draft final report to the evaluation team. The consultant is responsible of securing management response from the relevant entities when deemed necessary and comments to the report from other relevant stakeholders.

Final report

The final report will be submitted to MFA one week after receiving comments to the final draft. The report format shall follow the MFA Finland guidelines.

Presentation of the evaluation findings

The evaluation team will be expected to make a presentation of the evaluation findings, recommendations and lessons learnt to MFA and relevant stakeholders, including, but not limited to, Forestry Department, Ministry of Lands and Natural Resources, Ministry of Community Development and Social Services and FAO. Presentation arrangement will be agreed between MFA and the evaluation team during the inception of the assignment.

10. Expertise required

The composition of the evaluation team is not predetermined but the Consultant/Bidder will propose suitable resources in terms of personnel. However, the team shall consist of at least one international and one national consultant. One person shall be nominated as the Team Leader. The combined evaluation team shall ensure solid experience and knowledge in the following fields:

- Proven expertise on carrying out of impact evaluations
- Expertise on carrying out of policy development evaluations
- Thematic experience from environment, forest, natural resources management and institutional capacity building and networking of civil society organisations
- Understanding of Finland's development policy and applications of Finnish Added Value in the ENRM sector

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13. Conflict of interest

In accordance with the OECD/DAC Principles for Evaluation of Development Assistance, the evaluation must be performed in such a way that it fulfils the principles of impartiality, independence, and credibility. This means that no expert shall be put in a situation where s/he should evaluate his/her own work in any way.

Annexes:

- ILUA2 Final Report, December 2016
- ILUA2 Completion, Report May 2017
- DFONRMP MTE, December 2016
- DFONRMP Completion Report, August 2019
- CSEF2 MTE Report, August 2017
- CSEF2 Completion Report, July 2019

- MFA Evaluation Report on Finnish Support to Forestry and Biological Resources (2010)
https://um.fi/development-cooperation-evaluation-reports-comprehensive-evaluations/-/asset_publisher/nBPgGHSLrA13/content/evaluointiraportti-2010-5-i-finnish-support-to-forestry-and-biological-resources/384998
- Evaluation of the Agriculture, Rural Development and Forest Sector Programmes in Africa (2019) https://um.fi/publications/-/asset_publisher/TVOLgBmLyZvu/content/evaluointi-maatalous-maaseutukehitys-ja-metsasektorin-kehityshankkeista-afrikassa/384998
- MFA Finland Evaluation Manual (Outline of the Evaluation Report: see MFA Finland Evaluation Manual and Evaluation report quality checklist: (OECD/DAC and EU Standards)
<https://um.fi/development-cooperation-evaluation-manual>

Other project relevant documentation will be made available to the selected evaluator.

Annex II: List of people met/interviewed

Note: Some names can appear under more than one project.

ILUA

	Name	Position	Institution/Area	Contact
	Ms. Celestina Lwatula	Programme officer	FAO	+260 97 7707419
	Mr. Ignacius Makumba	Director	Forestry Dept. Min. of Lands and NR	inmakumba@gmail.com
	Mr. Keddy Mbindo	Senior Research Officer	Forestry Dept. Min. of Lands and NR	kdfolks@yahoo.co.uk
	Mr. Abel Siampale	Geoinformatics Engineer / Senior GIS/RS Technical Officer	WWF / Forestry Dept. Min. of Lands and NR	a.m.siampale@gmail.com
	Mr. Wesley Roberts	ex CTA ILUA2	FAO	Jonathan.Roberts@fao.org
	Mr. Sebastian Wesselman	Forestry and REDD+ Advisor	Forestry Dept. Min. of Lands and NR	sebastian.wesselman@fs-ip.us
	Mr. Ephraim Shitima	Director	Climate Change Dept. Min. of Lands and NR	
	Mr. Pascal Mumba	Statistician – Environment Statistics	Zambia Statistics Agency	pascomumba@gmail.com
	Mr. Faustin Banda		National Remote Sensing Centre	
	Mr. Michael Phiri	GIS Technical Expert	National Remote Sensing Centre	
	Ms. Mwiche Kabwe	Planning Specialist	Zambia Environment Management Agency	mkabwe@zema.org.zm
	Mr. Michael Phiri			
	Mr. Max Phiri	Provincial Forestry Officer	Forestry Dept. NW Province	+260 97 8462641
	Ms. Rachel Manda	Senior Forestry Technician	Forestry Dept. NW Province	
	Mr. Martin Musaba	Forestry Officer Extension	Forestry Dept. Muchinga Province	0977890444
	Mr. Hassan Sachedina	CEO	BioCarbonPartners	Hassan@biocarbonpartners.com
	Mr. Vesa Kaarakka	Senior Adviser, Development Policy (forestry)	MFA Finland	vesa.kaarakka@formin.fi
	Mr. Matti Väänänen	Former Senior Advisor, Finnish Embassy		

CSEF

	Name	Position	Institution/Area	Contact
	Mr. Andrew Simpasa	Executive Director	Kasisi Agriculture Training College	
	Mr. Albert Mate	Deputy Director	Kasisi Agriculture Training College	
	Mr. Vincent Lyongo	Production Unit	Kasisi Agriculture Training College	
	Fr. Claus Recklenwald	Business Development and Liaison officer	Kasisi Agriculture Training College	
	Fransisca Konika	Farmer	Kasisi	
	Christine Phiri	Farmer	Kasisi	
	Mr. Edwin Nyirenda	Farmer	Kasisi	
	Ms. Cecilia Kabanda	Farmer	Kasisi	
	Ms. Tasila Tembo	Farmer	Kasisi	
	Mr. Martyn Tembo	Executive Director	Kacheri Development Programme	0977128760
	Aron Phiri	Programmes officer	Prisoners Future Foundation	0978241983
	Aggrey Muyoba	Accountant	Prisoners Future Foundation	
	Geoffrey Mayamba	Executive Director	Prisoners Future Foundation	0978127554
	Mr. Siazemo	Chief Inspector/ Duty Officer	B-Farm	0977473370
	Mr. Gershon Mangimela	Assistant Superintendent	Kalonga Correctional facility	0977545516
	Mr. Malama Lupupa	Executive Director	Nature Guard	0975007122
	Astrida Chembe	Field officer	Nature Guard	
	Mr. Chiluba Makungu	M&E officer	Nature Guard	
	Mr. Lennox Musolo	Collector	Nakoli Compound	
	Ms. Jessy Nyirenda	Collector	Kamuchanga Compound	
	Ms. Kotutu Chimuka	Ex project manager CSEF	PMTC	Kotutu.Chimuka@ecorys.com
	Mr. Besa Kaoma	Education programme manager	Conservation Lower Zambezi	besa@conservationlowerzambezi.org
	Ms. Anna Tolan	Executive Director	Chipembele Wildlife Education Trust	
	Mr. Federico Gazzoli	Ex project manager CELIM project on Moringa	CELIM	f.gazzoli@celim.org.zm

	Name	Position	Institution/Area	Contact
	Ms. Mariella Leone	Project manager new CELIM project Mongu	CELIM	m.leone@celim.org.zm
	Mr. Stephen Phiri	Communication Officer	CS Environmental Hub	stephencdfa@gmail.com
	Mr. Eugene Kabilika	Director	CARITAS	eugorginakalyaunda@gmail.com
	Mr. Edmond Kangamunga	Economic and Social Accountability Specialist	CARITAS	edmondkanga@gmail.com
	Mr. George Chibwana	Head of Programmes	Council of Churches Zambia	george@ccz.org.zm
	Mr. Mwiya Mwandawande	Executive Director	Extractive Industry Transparency Alliance	eitazambia2009@gmail.com
	Ms. Angelic Rumsey	Director	ShiwaNgandu Development Trust	0967 780 887

DFONRMP

	Name	Position	Institution/Area	Contact
	Ms. Elizabeth Ndhlovu		Finnish Embassy	0977890519
	Mr. Matti Väänänen	Former Senior Advisor, Finnish Embassy		
	Mr. Makumba	Director	Ministry of Lands and Natural Resources	
	Mr. Simasiku	Acting Chief Forestry Officer	Ministry of Lands and Natural Resources	0977789817
	Ms. Thekla Kafwimbi	Former Focal point person on the DFONRMP	Ministry of Lands and Natural Resources	
	Mr. Alastair Anton	Former DFONRMP CTA	Community Forestry Technical Advisor - TRALAD project	0964169192
	NW Province			
	Mr. Max Phiri	Provincial Forestry Officer	Forestry Dept.	+260 97 8462641
	Mr. Thumah Hachizibe Moono	District Forestry Officer	Kasempa District	0 97 5934002
	Mr. Dauti Mutapa	Chairperson	Kamalumbwe CFMG, Kasempa district	
	Mr. Renox Shakwamba	Secretary	Kamalumbwe CFMG, Kasempa district	
	Mr. Vincent Hanyama	District Forestry Officer	Mwinilunga District	0977921808
	Mr. Paul Kanema	District Forestry Officer	Ikelengi District	paulkanema1@gmail.com

	Name	Position	Institution/Area	Contact
	Mr. Machipisha Percy	Member	Kelonde Zambezi CFMG, Ikelengi district	
	Mr. Ilunga Ackson	Member	Kelonde Zambezi CFMG, Ikelengi district	
Muchinga Province				
	Mr. Jere Adam	Provincial Local Government Officer	Local Government Provincial Office	0979174638
Chinsali District				
	Mr. Jere Adam	Provincial Local Government Officer	Local Government Provincial Office	0979174638
	Mr. Martin Musamba		Forestry Department	
	Mr. Martin Chongo	District Forestry Officer	Forestry Department	0977350853
	Ms. Brenda Silwemba	District Administrative Officer	District Commissioners office	
	Ms. Mary Witika	District Commissioner	District Commissioners office	
	Ms. Beatrice Munsha Chikashu	District Community Development Officer	Department of Community Development	
	Ms. Mwenya Zyambo	Snr Community Development Officer	Department of Community Development	
	Mr. Mwemba Shimbetu	District Fisheries Officer/ Chairperson District team	Department of Fisheries	0979459821
	Mr.. Danford Munjile		Ministry of Traditional Affairs	0977177877
	Mr. Dominic Mushashu	Environmental Planner	Local Authority	0979616111
Chinsali Community meeting				
	Paul Chileshe	Snr Headman	Mupeka Village	
	Kafula Richard	Vice Chairperson CFMG	Buyantanshi village	
	Moses Shuvale	Secretary CFMG	Mupeka Village	
	Ruth Nzowa	Chairperson Village Banking	Mupeka Village	
	Nakambabe Veronica	Mushroom user group	Mupeka Village	
	Flavia Chileshe	Treasurer mushroom user group	Chipupa village	
	Prudence Mukuka	Chairperson CFMG	Chapalakata village	
	Esau Ntale	Honorary Forest officer		
	Simukonda Patricia	Vice Secretary CFMG	Chapalakata village	

	Name	Position	Institution/Area	Contact
	Brighton Mugala	Head of Enterprise	Chapalakata village	0965883497
	Nelly Nakamba	Village Banking member	Jakab village	
	Maureen Nakwala		Mikunku village	
Shiwangandu District				
	Mr. Japhet Kabonso	District Forestry Officer	Department of Forestry	0977253140
	Mr. Bernard Mumbi	District	Department of Forestry	
	Ms. Evelyn Kangwa	District Commissioner	District Commissioner office	0976857437
	Mr. Alex Zulu	Council Secretary	Siwangandu Council	0977798502
	Mr. Alex Ngandwe	Chief Mukwikile	Siwangandu	
	Mr. Chinyanta Lukwesa	Assistant Community Development Officer	Department of Community Development	0977441905
	Mr. Angel Siame	District Community Development Officer	Department of Community Development	0972819823
	Ms. Susan Sampa	Entrepreneur	Siwangandu	0956994488
	Ms. Stella Mtanga	District labour Officer	Chairperson Enterprise Development	0977542156
	Mr. Mosess Chisapi	Fisheries Officer/Aqua culture assistant	Fisheries Department	0977768659
	Luzango Chewe	Teacher	Musunku Primary School	0973274804
Community meeting Chisonso				
	Ms. Grace Kangwa	Chair Village Banking Group	Chisonso village and CF	
	Mr. Frank Mutale	Honorary Forest Officer	Chisonso CF	
	Mr. Chisonso	Headperson	Chisonso CF	0953016398
	Milton Mubanga	Secretary CFMG	Chisonso CF	
	Priscilla Mubanga	Community member	Chisonso CF	
	Deborah Mubanga	Community member	Chisonso CF	
	Mike Chanda	Honorary Forest Officer	Chisonso CF	
	Charles Chanda	Honorary Forest Officer	Chisonso CF	
Community meeting Pawa				

	Name	Position	Institution/Area	Contact
	Reginal Busaka	Fisheries user group	Filamba CF	
	Chrispin Mulenga	Chairperson CFMG	Filamba CF	
	Davis Kamfwa	Treasurer CFMG	Pawa CF	
	Emmanuel Kampamba	Secretary CFMG	Pawa CF	
	Patrick Mukuka	Headperson	Pawa CF	
	Conrad Kampamba	Community member	Pawa CF	
	Deborah Kampamba	Community member	Pawa CF	
	Mukuka Chushi	Mushroom user group	Pawa CF	
	Sharon Kampamba	Mushroom user group	Pawa CF	
	Peter Mukuka	Fisheries user group	Pawa CF	
	Machelo Kayinda	Chairperson Caterpillar User Group	Ngosa Milamba Cf	
	Rose Ngosa	Mushroom user group	Ngosa Milamba CF	
	Annie Kayinda	Mushroom user group	Ngosa Milamba CF	
	Maggie Mulenga	Vice chairperson CFMG	Ngosa Milamba CF	

Annex III

List of key documents consulted

BioCarbon Partners, 2019. Luangwa Community Forests Project, Submission to Verified Carbon Standards

Bradley A., Mickels-Kokwe G., Moombe K. B. 2019. *Scaling up community participation in forest management through REDD+ in Zambia*. FAO, Rome. Licence: CC BY-NC-SA 3.0 IGO.

Central Statistical Office. 2016. Living Conditions Monitoring Survey.

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CSEF2 Project Management Unit, PMTC, 2019. CSEF2 Completion Report

CSEF2 Project Management Unit, PMTC, 2019. Endline study of the support to civil society organisations in environment and natural resource management in Zambia, phase 2 (CSEF2) programme

Davis, A-L., Blomley, T., Homer, G., Sommerville, M., & Nelson, F. (2020). *Community-based Natural Resource Management in Zambia: A review of institutional reforms and lessons from the field*. Washington, DC: Maliasili, the USAID Integrated Land and Resource Governance Task Order under the Strengthening Tenure and Resource Rights II (STARR II) IDIQ, and The Nature Conservancy., 2020.

DFONRMP Project Management And Coordination Unit, Decentralised Forest & Other Natural Resources Management Programme – Introduction Project, Project Completion Report, 2015-2018

DFONRMP Project Management And Coordination Unit, Summary – key lessons from the Community Forestry pilot model assessment.

DFONRMP Project Management And Coordination Unit, Summary Project Results & Learning

FAO, Reducing GHG emissions from deforestation and forest degradation and enhancing rural livelihoods in the Headwaters of the Zambezi river (Zambia's North-Western province), in support to NDC implementation and RBPs, Concept note submitted to the Green Climate Fund

FCG International Ltd (Joss Swennenhuis, Jeston Lunda, Pamela White), 2016. Mid-term Evaluation (MTE) of the Decentralised Forest and other Natural Resources Management Programme – Introduction Project.

FCG International Ltd (Michael Thurland, Bethel Nakaponda), 2017. Mid-Term Evaluation of the Support to Civil Society in Environment and Natural Resources Management in Zambia - Phase II (CSEF 2)

GRZ, National Remote Sensing Centre, 2020. Natural Capital Account for Land, 2010-2015, Technical Report

GRZ, Ministry of Lands and Natural Resources, 2020. Current status of the forest account (FA) – wealth accounting and valuation of ecosystem services (WAVES) project

GRZ, Seventh National Development Plan, 2017 – 2021, 2017

GRZ, 2020. Third national communication to the United Nations Framework Convention on Climate Change (UNFCCC).

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Jonathan Wesley Roberts et al, 2017. Integrated Land Use Assessment Phase II 2010 – 2017, Project Completion Report.

MLoNR, ILUA II. Informal Forest Economy, Technical Report Series 2016.

Joanna Lindahl, SGU-rapport 2014:22, Environmental impacts of mining in Zambia: Towards better environmental management and sustainable exploitation of mineral resources

Johanne Pelletier et al. Distribution of tree species with high economic and livelihood value for Zambia, in: Forest Ecology and Management 441, 2019, page 280:292

Ministry for Foreign Affairs of Finland, Decentralised Forest and Other Natural Resources Management Programme – Introduction Project, Zambia - Final Project Document, May 2014

Ministry for Foreign Affairs of Finland, Country Strategy for Development Cooperation Zambia 2016-2019.

Ministry for Foreign Affairs of Finland, 2010. Evaluation Finnish support to Forestry and Biological Resources, Country report Zambia.

UNFCCC, 2018. Report of the technical assessment of the proposed forest reference emission level of Zambia submitted in 2016.

Annex IV
Field work programme-
Muchinga province field visit
by evaluation team member Mpala Nkonkomalimba

Sunday 15th November 2020 – Travel to Chinsali

Chinsali District

Monday 16th November 2020

Time	Appointment	Contact details
08:00- 09:00	The District Commissioner Chinsali	
09:00 – 10:30	Mr. Everisto Nonde: Principal Forestry Officer - Muchinga province	everistomn13@gmail.com Mobile nos. 0977845534 / 0966572713
10:30 – 12:10	Mr. Martin Chongo District Forestry Officer - Chinsali	martin.chongo6@gmail.com Mobile nos. 0977350853 / 0966402206 / 0954556279
12:15 – 13:00	Department of Chiefs and Traditional Affairs	
13:00 – 14:00	Health break	
14:00 – 15:30	Department of Community Development Sr comm dev officer	Ms Mwenya Kabwe Zyambo
15:45 – 16:50	Department of Fisheries and Livestock	

Tuesday 17th November 2020

Time	Appointment	Contact details
08:00- 09:00	The PLGO Chinsali	
09:15 – 10:30	The Local Authority Chinsali	
10:45 – 11:45	Field visit to meet the community Chapalakata – Ms Prudence Mukuka	0973222660
11:45 – 13:00	Meeting with CFMG members (6-8)	
13:00 – 14:00	Health break	
14:00 – 16:00	Meeting with women that were part of the revolving fund under the MCDSS (6-8 women)	
16:00 – 17:00	Interview with someone running an IGA	

Wednesday 18th November 2020

Time	Appointment	Contact details
08:30- 10:00	Meeting with the WDC chairperson	
10:15 – 11:00	Meeting with any traditional leader – Chief or headperson	
11:30 – 12:00	Debrief with Mr Nonde and Mr Chongo	

Travel to Siwangandu

Shiwangandu District

Thursday 19th November

Time	Appointment	Contact details
08:30- 09:00	The District Commissioner Siwangandu	
09:00 – 11:00	Japhet Kabonso District Forestry Officer -Shiwangandu	jkabonso@gmail.com Mobile nos. 0977253140 / 0965253140
11:15 – 12:30	Department of Chiefs and Traditional Affairs	
13:00 – 14:00	Health break	
14:00 – 15:30	Department of Community Development	
15:45 – 16:50	Department of Fisheries and Livestock	

Friday 20th November 2020

Time	Appointment	Contact details
08:30- 09:30	The Local Authority Shiwangandu	The Council Secretary
09:30 – 11:30	Meet with Chief Mukwikile	
11:30 – 13:00	Field visit to meet 1 st CFMG Chairperson – go and see the forest	
13:00 – 14:00	Health break	
14:00 – 16:00	Meeting with women that were part of the revolving fund under the MCDSS (6-8 women)	Meeting with CFMG members (6-8)
16:00 – 17:00	Interviews with a case study (woman or man doing IGAs)	

Saturday 2nd November 2020

Time	Appointment	Contact details
09:00 – 10:30	Meeting with WDC Chairperson	
10:45 – 13:00	Field visit to meet 2 nd CFMG Chairperson - Also go and see the forest	
13:00 – 14:00	Health break	
14:00 – 15:30	Meeting with women that were part of the revolving fund under the MCDSS (6-8 women)	
15:30 – 16:30	Meeting with group of community members doing IGAs	

Sunday 3rd November 2020, leave for Lusaka

Annex V

Sample criteria and list of sampled CSOs for CSEF evaluation.

For the evaluation a sample of CSOs was selected that were evaluated in detail.

This sample was based on the following selection criteria:

- 1) Some of the CSOs that have participated in the MTE.
- 2) CSOs that may be operational in Muchinga Province where the field work will take place, or that can easily be visited on the way to or from Muchinga province.
- 3) CSOs with links to wealth creation and Private Sector Development (PSD) and/or one of the private companies that was supported by CSEF.
- 4) CSOs in around Lusaka that allow the team to visit the project sites.
- 5) Spread of CSOs over the different support modalities provided by the CSEF.
- 6) CSOs that focused explicitly on one or more of the cross-cutting objectives.

Based on these criteria and on discussions with PMTC staff that was involved in managing the CSEF project, a total of 11 organisations were selected.

Table 1 - Sample of organisations selected for the CSEF evaluation

Nr	Name of CSO Partner	Project Title / Objective	Grant type	Grant Amount	Project Location	Also received CB?
1	Chipembele Wildlife Education Trust	Organisational Development Support Grant	OSDG	Euro 190,000.00	Eastern	Yes
2	Council of Churches in Zambia	Empowering Local Communities to Adapt – Zambezi	IAPG	Euro 132,020.00	North-Western	Yes
3	Kasisi Agricultural Training College	Improved/Sustainable Environment and Natural Resource Management through the Promotion of Sustainable Organic Agriculture and other Sustainable Technologies	IAPG	Euro 146,970.00	Lusaka	Yes
4	Caritas Zambia	Enhancing the participation of women, children and youth in Natural Resource Governance.	EED	Euro 8,690.00	Copperbelt	No
5	Extractive Industry Transparency Alliance	Community Monitoring and Advocacy Tool for Environmental Impact Assessment Public Participation	EED	Euro 9,250.00	Central and Eastern	Yes
6	MECB* Consulting Limited	Strengthening the Capacity and Policy influence of Water and Sanitation Apex CSOs to improve and preserve the quality of groundwater in peri-urban areas of Lusaka district.	IAPG	Euro 118,000.00	Lusaka	No
7	CELIM	Moringa Oleifera, the key for improving the food security and nutrition of villagers, and mitigate the climate change effects in Western Province, Zambia.	IAPG	Euro 123,000.00	Western	No

Nr	Name of CSO Partner	Project Title / Objective	Grant type	Grant Amount	Project Location	Also received CB?
8	Conservation Lower Zambezi	Modernizing and expanding CLZ's 'NZOU' Environmental Education Programme in the Lower Zambezi through the implementation of educational tablets.	IAPG	Euro 142,000.00	Lusaka	Yes
9	Kachere Development Programme	Women in Sustainable Empowerment (WISE) through Investment for Environment and Agribusiness Enterprise through Self Help Groups Approach.	IAPG	Euro 100,000.00	Eastern	Yes
10	Nature Guard	Plastic Waste Recycling Initiative.	IAPG	Euro 100,000.00	Central (Kabwe)	Yes
11	Prisoners Futures Foundation	Development of a policy and guidelines to improve prisons environmental sustainability.	IAPG	Euro 100,000.00	Central (Kabwe)	Yes

* Unfortunately, the evaluation team did not manage to interview the only private sector organisation selected, MECB. In spite of several agreed times for online meetings, the MECB contact person failed to show up in those meetings.