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Table of Contents

Acronyms

CBD	Convention on biodiversity
CBFM	Community based forest management
CDM	Clean development mechanism
COP	Conference of the parties
CSO	Civil society organisation
CTA	Chief technical adviser
CTA	Chief technical adviser
DFID	Department for international development
FCPF	Forest carbon partnership facility
FLEG-T	Forest law enforcement, governance and trade
FRA	Forest Resources Assessment
GBIF	Global biodiversity information facility
GDP	Gross domestic product
GFTN	Global forest trade network
GIS	Geographical information system
GIS	Geographic information system
ITTO	International Tropical Timber Organization
IUCN	International union for the conservation of nature
MDG	Millennium development goals
MRV	Monitoring, reporting, verification
MTE	Mid-term evaluation
NFMA	National forest monitoring and assessment
NFP	National forest programmes
NGO	Non-governmental organisation
NLBI	Non-legally binding instrument
NWFP	Non-wood forest product
OC	Outcome of the Programme
PES	Payment for environmental services
PFAP	Provincial forest action plan
REDD	Reducing greenhouse gas emissions from deforestation and forest degradation in developing countries
RS	Remote sensing
SFM	Sustainable Forest Management
SOFO	State of the World's Forests

TOF	Trees on farmland
UNDP	UN Development programme
UNFF	United nations forum on forests
USAID	US agency for international development
USFS	US forest service

Synopsis of the Findings

The FAO-Finland Programme, which lies within the wider National Forest Monitoring and Assessment programme, has substantial funding of some US$ 17 million with parallel bilateral funding of around US$ 5 million, the bulk of which was invested in Tanzania with some also going to Zambia. The lion's share of the funds was allocated to Outcome 1, which is focused on inventory and information gathering related to the resource base and the demands on it. Inventory work is costly but if the investment in it is to be efficiently used and effective, then it has to be based on the most appropriate technology and to deliver information that is then used to improve the sustainable management of the resource base, leading ultimately to enhanced social, economic and environmental benefits, from both forest products and forest services.

The design of the Programme recognised the need for the inventory results to be used in two primary ways. The first was improved management of the resource, the second more specific was in support of country progress in respect of REDD. To this end, additional Outcomes were added relating to forest policy and governance (Outcome 2), SFM (Outcome 3) and building country capability particularly in respect of international obligations (Outcome 4).

The Programme has supported a substantial staff, comprised of both regular FAO personnel and additional personnel especially for Outcomes 1 and 3. It has nationally based personnel in all five of the partner countries (Ecuador, Peru, Tanzania, Viet Nam and Zambia).

The Programme was not intended to be the only vehicle of support for any of the Outcomes, and Outcomes 2 and 3 particularly have substantial, ongoing work from FAO and from other donors in all the partner countries. The Programme was intended to be incremental to this and of course, the situation is dynamic. It is not possible, nor was it ever proposed, that this Programme be the only source of support for policy and governance nor for SFM in the partner countries. Equally, the planning and implementation of these activities requires diverse sources of information that are not being gathered by Outcome 1. The aim was to provide "inventory" information that was integrated into planning and decision making to enhance these, but not to be the only source of information for this.

While there are some aspects of the activities that need to be refined and amended, no serious faults were identified during the evaluation. Nevertheless, the question needs to be asked as to whether the design of the Programme was adequate. In simple terms, were the activities under Outcomes 2 to 4 coherent with and optimal for ensuring uptake and use of the information being collected and provided by Outcome 1, which takes the bulk of the funding?

This raises the question of whether the design and appraisal of the Programme was sufficiently rigorous and the conclusion is that they were not. As always, the Programme had to be a compromise based on the interests of the donor, the available funding and the commitment of partner countries to the goals and aims of the Programme as well as taking note of other relevant ongoing work.

The design seems to have been overly optimistic in respect of the speed with which it could start and in respect of national capacity in some partners. Although it reviewed other initiatives comprehensively, it is not clear that the limited results of earlier interventions in some of the partners were fully reflected in the design.

Because the primary interest of the Programme is to secure good information to improve forest management and the benefits flowing from that, it was essential that provision was made to ensure the results from Outcome 1 were used. Assuming that the budget was limited and that the Programme received the maximum possible at the time, then a number of alternative options could have been considered. One would be to restrict the number of partners, another could have been to delay or at least limit the scale of activities under Outcomes 2 to 4 and confine these to ones that directly assisted the application of the results from Outcome 1.

This does not mean that what has been done under Outcomes 2 to 4 has not been well done or is not of value; the question is whether as funds are now insufficient, it would have been better for the design to ensure that full uptake of the results from Outcome 1 was prioritised. Until the findings are available, it is not possible to determine precisely what activities may be needed.

In respect of Guidelines, of which the Programme has a number in process, the issue is not their quality, all those reviewed have been excellent, but whether even when locally adapted, this is a sufficient mechanism to result in necessary changes. Guidelines are valuable for those that have both interest and knowledge, they cannot by themselves create interest when there is resistance to the changes they promote nor are they sufficient when technical knowledge of how to make changes is limited. They can only be part of a holistic suite of knowledge transfer mechanisms that is carefully designed to meet national – and sub-national – needs for knowledge. The precise mix of mechanisms needs to be supply led combined with a comprehensive skills gap analysis.

At the time the Programme was designed, in 2007, REDD was seen as having huge potential to bring new and additional funding into forestry. While carbon (and from this GHG emissions) are important, it is just one of a range of forest service values but it appeared to be one that had potential to attract global potential in a way that no other service values could do.

There is a danger that excessive focus on the mitigation potential value, because of its promise of substantial external funding, may lead to neglect of other values. It is important therefore, that while making sure that information gathering is REDD MRV compliant, this is not to the detriment of other service values. It is equally important that the needs of adaptation are not overlooked. This does not seem to be the case but it is worthwhile emphasising the point that REDD is but one of a suite of values that have differential importance depending on the circumstances. REDD will also very clearly be about results-based payment systems.

It has to be accepted that not all countries will be able to deliver the national-scale results REDD would require in the short to medium term. Unless countries can access the more lucrative compliance-based markets, then the transaction costs will become a significant proportion of any likely revenues. The delays that have occurred with international agreement on REDD raise the relative importance of other services above what it was at the time the Programme was designed. This needs to be recognised.

There is little scope for changing the allocation of funds between Outcomes at this stage. Not all the work for Outcome 1 will be completed within the existing budget in all partner countries and funds are not sufficiently available within the Programme to continue with Outcome 3 and also ensure that the results of Outcome 1 are fully utilised.

The Programme has built very effective teams and the synergy created within and by these teams made up of people with a range of differing expertise and national experience is very substantial. In discussing potential future options for funding, the value of maintaining this pool of expertise should not be overlooked.

Additional funding, either as an extension or a new phase will be vital for consolidation and optimisation of the value of what has been invested so far. Any such extension will need to give priority to maximising the value of what has been done so far. In particular, it is desirable to ensure full application of the information being collected in improved forest management. The precise size and scope of such new and/or additional funding will need to be discussed with the current donor and other potential donors. The Programme can assist greatly in this by preparing through scenario analysis a series of options which include a cost and potential benefit analysis of each.

Executive Summary

This section summarises the findings against the specific tasks in the ToRs (Annex 1). The Recommendations from Chapter 6 are presented at the end of this summary. The Programme aims to enhance ecological, social and economic sustainability of forest and tree resources and increase their benefits for rural livelihoods, and their role in mitigation of and adaptation to climate change. It has five partner countries (Ecuador, Peru, Tanzania, Viet Nam and Zambia) and four Outcomes. Outcome 1 (OC1) encompasses improved National Forest Monitoring and Assessment (NFMA) and was allocated the bulk of the funding. Outcome 2 (OC2) was designed to support National Forest Programmes (NFP), particularly policy and governance. Outcome 3 (OC3) was intended to enhance Sustainable Forest Management (SFM) with Outcome 4 (OC4) addressing improved national capability in meeting international forest-related commitments and the negotiation of these.

a. *Its relevance to FAO's development priorities, programmes, and to the needs of the member countries; to FAO's Country Programming Framework; to FAO's Global Goals and Strategic Objectives/Core Functions; and to other aid programmes in the sector.*

The programme, with its focus on climatic change and sustainable natural resource management at the national level, is highly relevant.

b. *Robustness and realism of the approach underpinning the Programme, including the logic of the causal relationship between inputs, activities, expected outputs, outcomes and impacts (against specific and development objectives) and validity of indicators, assumptions and risks.*

The Programme aims to develop innovative approaches for resource monitoring through the use external and local experts. The core of the project is focused on technical improvements in NFMAs. Methodologies and tools are being developed that will serve countries' needs for improved policy-making and planning, including service values of which REDD+ MRV is one.

Activities and indicators are quite general. Expected outputs and impact are not tightly specified, which makes their detailed evaluation difficult. Assumptions and risks are country specific and there is heavy dependence on the expertise of FAO personnel. Given the high quality of this expertise, this was appropriate and the programme has involved a large number of people from FAO, decreasing the technical risk.

The greatest risk in the Programme is that of partner countries failing to utilise fully the results of the inventory due to institutional capacity constraints. The provision of bilateral support to the African partners recognized their more limited institutional capacity and was highly appropriate. Nevertheless, the view of the evaluators is that institutional capacity, especially in the African partners, was viewed over-optimistically. For example, the 2003 and 2010 evaluations of Finnish bilateral support to both countries highlighted the long history of institutional weaknesses, including failure to make use of information and to upscale pilot results. This was already known from bilateral monitoring and evaluation work and from the management and reporting of forest-relevant interventions in these countries.

The Programme also had a very ambitious time frame, given its complexities, and it might have been better to include more provision for delays. Given the crucial assumption that improved knowledge of the national forest and tree resource would be used to guide policy,

planning and management, more attention could have been given to alternative approaches considered during appraisal. Examples include, limiting activities in the non-inventory Outcomes during the first two years, so that these could be more specifically focused on ensuring uptake and use of inventory results, or having fewer partner countries.

At the time the Programme was designed, REDD and the need for MRV to support this was regarded as a top priority because of its potential to bring substantial funding into sustainable forest management, including production, service delivery and conservation. The Programme responded correctly by including MRV parameters in the inventory specification but while it also includes information gathering for monitoring other forest service values, the potential problems with REDD, which are now becoming increasingly apparent and more openly acknowledged, were perhaps underplayed. NFMAs are designed to be flexible and compatible with the needs of REDD and MRV but this does not always seem to have been fully appreciated by all stakeholders and actors. The potential value of the Programme to provide information on, and hence improve management for, service values such as biodiversity, non-wood forest products (NWFP) and potentially water, as well as carbon, could be more explicitly emphasised.

c. *Quality and realism of the Programme design, including:*

- Duration;

The duration is quite short for the complexity of the programme, which is supposed to increase methodological capacities in very different parts of the world. The initial delays in start-up were compounded by the complexity of cooperation with many partners and the time frame has been too tight in most cases. There was an inadequate financial cushion to absorb the costs of delays. All partners appear to have need of time extension and some will require a second phase of support if the programme is to be completed and deliver its full potential.

- Stakeholder and beneficiary identification;

Stakeholders were well identified very well in some countries, such as Peru. However, there are some missing stakeholders in each country. The relative importance of environmental services is specific to each country and the it appears that the level of consultation necessary to ensure that all interests were canvassed does not appear to have always been adequate. Through application of its government "Environmental Code," Ecuador appears to be piloting a useful example of how to do this to ensure that the full range of values is considered effectively. The impression is that biodiversity and NWFPs seem to be somewhat neglected compared with carbon. The Programme needs to ensure that service values other than carbon are not overlooked by others.

- Institutional set-up and management arrangements;

The right organizations appear to have been identified in each country as the principal partners but co-operation with those responsible for agricultural and population census statistics could have been better. In technical terms, there seems to be a greater need to harmonise national level reporting practices between National Mapping Agencies than was appreciated initially. In many countries, as in Viet Nam, there are many different forest class definitions used in remote sensing and there is need to develop a conversion methodology for the data collection and definitions. This can be taken into account in any subsequent phase.

- Approach and methodology.

In terms of the inventory support, the use of basic open source policy and support of national projects is fine. The sustainability of software systems and links to FAO databases should be defined more clearly in the project documents.

In each country the inventory is a multi-purpose and multi-source inventory and the incremental cost of making this REDD and MRV compliant is not great. More could be perhaps be done to emphasise the varying importance of the various forest service values, within and between countries while continuing to make sure that the overall inventory design is fully compliant with the differential weighting of these in various situations.

The predominance of Outcome 1 in terms of finance has tended to dwarf the other Outcomes although all are vital if the results are to be used effectively. The capacity of the partners to make full use of the improved data seems to have been rather optimistically judged as in Zambia for example. It is important to note that comprehensive inventories are expensive and the budget had to take this into account. In comparison with other countries, the budget is appropriate. A similar inventory in Nepal has cost around US$ 6.5 million and engaged proportionally more personnel than the country inventories in this programme. [1] NFMAs during the previous years have shown that with a country budget of around US$ 1 million NFMA, the data accuracy is not sufficient for country-level planning and policy purposes; more intensive inventories were therefore needed. Furthermore, had less been allocated for the inventories, it cannot be assumed that Finland would have given relatively more money for other Outcomes. Inventory is an area in which Finland has great interest in the light of their national experience and expertise.

d. *Financial resources management, including:*

- Adequacy of budget allocations to achieve outputs;

Funding has been very generous in the early stages but the final results will only be seen when the methodological work being developed is applied in country. It appears that further support will be required in most partner countries if the results are to be fully utilised, including work to ensure that results are presented in the most user friendly way to maximise the probability of full uptake for policy and planning.

It is not clear in hindsight that the original allocation was fully appropriate, given the importance of Outcomes other than OC 1 to ensure that the information generated by that Outcome was effectively utilised but it is recognised that compromise was needed from an ideal and it is essential that the outputs from OC1 are adequate to provide a real basis for more informed policy development and planning. A more rigorous appraisal might have suggested delaying the start of the other Outcomes, or at least limiting their activities in the first two-year period.

There remains a funding gap if the Programme is to achieve its targets. This is a design flaw not one that is due to poor management.

- Coherence and soundness of Budget Revisions in matching necessary adjustments to requirements of implementation;

As far as can be judged, this has been done efficiently so far.

- Rate of delivery and budget balance at the time of the evaluation.

The budget is largely already either spent or committed and there seems to be limited scope for making cost reductions. Given the size of the investment to date, and the potential gains

[1] Information provided by the Programme Manager

from full completion, it seems that there is a good case for further funding to be found. The biggest problem lies in Zambia, where institutional issues have led to slow progress and it may be that a major revision is required here. In the other partners, good progress can be secured albeit with some additional funding.

e. *Management and implementation, including*:

- Effectiveness of management, including quality and realism of work plans;

Work plans are solid and realistic but are perhaps overly complex and prescriptive. This Programme is clearly a process one, with the feeding of information from OC1 into the other Outcomes. The management challenges vary in each country. These range from the largely bureaucratic in the case of Viet Nam, to major ongoing revisions of the policy and legislative framework in Ecuador and Peru. Tanzania has been successful in achieving physical targets but less so on capacity building while Zambia continues to suffer from wider institutional weakness that constrain its ability to even use fully previously gathered information.

- Coordination and collaboration with other related initiatives in FAO; and linkages of the Programme and country projects with other relevant institutions as well as appropriate use by the Programme of alliances and external expertise, at international and local levels.

The Programme has a high profile within FAO and as far as can be judged in its partner countries. It has drawn on available expertise within FAO and recruited high calibre international staff. Within the partner countries, the skills shortages within institutions have been bridged through the use of national consultants, who generally seem to have good competence. Zambia appears to be most problematic in this respect. There have been issues outside the control of the programme due to the lack of solid progress with REDD within UNFCCC that have caused some problems, the increasing complexity of demands for both safeguards and MRV systems being the main ones. Country linkages to other relevant agencies might benefit from greater coordination and collaboration as there are now so many relevant agencies involved.

- Efficiency and effectiveness of operations management, including managing communication and visibility;

The Wiki system and Web based reporting are good practices and highly visible. While the Programme has been well managed it remains overly complex with danger of overlap and duplication between these or at least lack of clarity as to where specific activities best fit. This is a challenge for any Programme of this nature and complexity with close linkages between the various outputs.

- Gaps and delays (if any) between planned and achieved outputs, the causes and consequences of delays (including looking at the countries' absorption capacities) and assessment of any remedial measures taken, efficiency in producing outputs;

All the country work has had some delays, for a variety of reasons and part of the cause of this was an overly optimistic time frame. Ecuador and Peru have both needed additional outside assistance. In Tanzania contracted out work includes mundane tasks such as data entry and some of the more complex tasks to national consultants (with possible negative impact on capacity building within the main forestry institution). It appears that the capacity of Zambia to take on the Programme was considerably over-estimated, as evidenced by the slow progress with the field work, for example.

- Effectiveness of internal monitoring and review processes;

There is an active and effective internal monitoring and review process.

- Efficiency and effectiveness of coordination and steering bodies; Core Team and FO management;

The overall team within FAO HQ is large and in some ways unbalanced. The personnel function in an informal way with the focus being on expertise rather than rank, which is highly appropriate. The size of the overall Programme is such that it may dominate and at times be seen as almost separate from FAO Forestry Department. This matter needs inputs from both the Programme and from FAO Forestry to obviate the risk by encouraging actively close and creative links and work.

- Quality and quantity of administrative and technical support by FAO; and

FAO capacity has been of well used by the Programme and has provided an impressive range of competent expertise as required by the partner countries. Most of the delays have occurred because of in-country problems although the original design must bear some responsibility also for the complexity and overly optimistic time frame.

- Timeliness, quality and quantity of inputs and support by the Governments and resource partners.

Bureaucratic delays have occurred in Viet Nam and Ecuador as already noted. The major problem has been with Zambia, where progress has been very slow and national counterparts not sufficiently available.

f. *Extent to which the expected outputs have been produced, their quality and timeliness.*

Outputs have been produced to generally high standards but in many cases these have been somewhat later than planned. The complexity of the Programme did not take a fully realistic view of the difficulties likely to be experienced in the partner countries and a less optimistic view may have been advisable; it is much easier to work from a pessimistic view than to struggle to match an overly optimistic one.

g. *Extent to which the expected outcomes have been achieved so far and factors that have led to their achievements or to delays, including:*

- the extent to which the Programme has contributed to country data processing and information creation capacity through the application and creation of innovative methods and open-source tools;

Many software products and systems are still in development phase and need to be tested with pilot countries. More attention could be given to product oriented software development. Clearer, tier-specific products should also be defined and this could be accommodated during the remaining period and in any extension or subsequent phase.

- The applicability at country level of guidelines developed by the Programme.

Guidelines aimed at many countries almost by definition will tend to be rather too general for a specific country, useful reference material rather than valuable demonstrations of how new information can be applied in country. A range of mechanisms ranging from workshops and discussions to more detailed country-specific manuals and at times, field-based training in the use of these is needed, based on skills-gap analysis. The precise approach has to be country-specific but this matter can be addressed during the remaining period and with any new funding. It is appreciated that in some cases, for example with the policy and governance work under OC2, such activities have been carried out with funding separate from the Programme. A study of the impact of guidelines at country level would be useful; this need

not be a specific study, useful assessments could be made during field visits by Programme personnel as part of their missions.

h. *Use made by the Programme of FAO's normative products such as NFMA, FRA and NFP voluntary guidelines and reports, and actual and potential contribution of the Programme to the normative work of the Organization.*

There has been a close and mutually fruitful relationship between the Programme and NFMA and FRA. The scale of resources allocated for NFP related work (OC 2) has restricted what is possible and more could have been done with greater resources.

i. *Extent to which gender has been mainstreamed in the Programme and extent to which the Programme allows adequately addressing other cross cutting themes, such as climate change.*

The Programme has made good efforts to deal with gender in its data collection activities and has been exemplary in recording gender-separated membership of workshops and recruitment. The original design was too theoretical on this aspect. More consideration is required on the development of gender sensitive interventions. NAFORMA collects gender sensitive data and has mainstreamed gender into the socio-economic and governance methodologies, although the final version in any country has to be a compromise of many needs and while being kept as simple as possible. It is understood that NAFORMA studies and manuals have been and will be further developed in other countries where gender will be increasingly taken into consideration.

Climatic change related reporting is a substantial and direct beneficiary of the Programme's results; it appears that the focus on REDD MRV has been too narrow but the approach now being piloted in Ecuador offers a very valuable alternative, while still be informative for climate change and other forest services. It is understood from Programme staff that a similar pilot will be conducted in Peru later in 2012, this is to be welcomed.

j. *The prospects for sustaining and up-scaling the Programme's results by the beneficiaries and the host institutions after the termination of the Programme. The assessment will include, as appropriate:*

- Institutional, technical, economic and social sustainability of proposed technologies, innovations and/or processes;

The project is studying alternative technologies and testing new methodologies for data gathering in different conditions. It will provide useful information about the applicability of these technologies in various situations. There is need for alternative Tier-level to be developed for different institutional capacity limitations.

- Perspectives for institutional uptake and mainstreaming of the newly acquired capacities, or diffusion beyond the beneficiaries or the Programme and the country projects;

Viet Nam and Ecuador both seem positive in this respect. In Tanzania, there is some reservation of the viability of the institutional capacity within government to continue the work in the future. In Peru, the picture remains somewhat unclear because of the ongoing policy and legal flux. For Zambia it is impossible to answer at present but prospects seem bleak.

- Environmental sustainability: the Programme's contribution to sustainable natural resource management, in terms of maintenance and/or regeneration of the natural resource base.

National level information is supporting resource allocation and sustainable use of resources. Information can be used to strategic planning and planning in use of resources (*e.g.* defining regional sustainable level of harvesting). Provided a wider-based approach is taken and maintained to forest services the danger of over-concentration on carbon avoided, the programme has considerable potential to contribute to environmental values and their sustainability.

k. *To the extent possible overall performance of the Programme: extent to which the Programme has attained, or is expected to attain, its intermediate/specific objectives and FAO Organizational Result/s (impact).*

The development work on information collection, data processing and reporting has immense potential impact value and will be largely completed. The application and use of this data, which are required to deliver this potential impact value is more problematic to assess at this stage. Certainly additional financing will be needed if the full potential is to be secured.

List of Recommendations

Recommendation 1 To FAO and partner countries

The inventory design in each country should be subjected to a detailed peer review in the light of changed circumstances since the programme was designed, especially with REDD related MRV. Such a review needs to cover technical matters and future needs. Consideration is also required on the need for adequate socio-economic data and the likelihood of data being used as it was intended to be. necessary changes should be recommended by the reviewers and, where appropriate, made. The previously collected inventory datasets should be analysed and the next round inventories designed with the inclusion of this experience. Specific attention should be given to reliability of provincial level forest statistics.

Recommendation 2 FAO and Ecuador

MRV systems need to be critically reviewed in terms of their transaction costs (in terms of skilled time as well as financial cost) and lessons from CDM adequately taken into account. MRV systems should not be carbon-focused but, rather, be appropriate for monitoring and fostering the full range of forest services relevant to each country, of which carbon is just one. Ecuador could be used as an example of a pilot to be tested in other partner countries.

Recommendation 3 To FAO

FAO should investigate the possibility of undertaking forest assessment based on the current condition of the forest in terms of canopy cover and composition relative to what it would be without degradation as a precursor to a meaningful debate on developing a better information system for improved forest management. Such information would allow much more relevant debate on progress and would create the basis for “results-based” systems that could generate funding much more cheaply than REDD provided that perverse incentives can be overcome.

Recommendation 4 To FAO, Finland, Zambia and other countries

Support should be given to Zambia to rebuild expertise in management planning that encompasses the reserved and non-reserved forest resources of the country and includes plans for restoration, optimising use of the data collected and analysed. Similar support might be considered for other partner countries, too.

Recommendation 5 To FAO

The value and use of the various guidelines and manuals that have been developed should be critically reviewed with the aim of developing a wider range of demand-led material for specific countries or groups of countries and to developing succinct political briefs based on the aims and outcomes of the Programme.

Recommendation 6 To FAO, Finland, Tanzania

Consideration should be given to supporting a model forest district in Tanzania to demonstrate the linkages from the national forest inventory, through the enhanced policy and governance framework, to actions on the ground that result in improved forest management and deliver real benefits to the local population.

Recommendation 7 FAO, Partner countries

Socio-economic data gathering needs to continue to separate clearly the views and needs of male and female-headed households to ensure that appropriate plans are elaborated; this information should also be utilised to develop gender appropriate interventions in natural forest management in particular.

Recommendation 8 FAO, Ecuador and other countries

The precise requirements for programme completion in terms of time and budget need to be specified. FAO should work with the potential partners already in contact with the Programme in Ecuador to develop a completion package. A similar exercise could be usefully done for other partner countries, especially those that are no longer priority countries for Finland.

Recommendation 9 To FAO, Partner countries

A clear statement is required for each partner country that shows how the extensive work being carried out under Outcome 1 will be taken up and applied towards improved forest management in forests of varying types and under different ownership.

Recommendation 10 To FAO, Viet Nam

The programme should have a time-extension in Viet Nam and indicators for livelihood gains and enhanced social inclusion should be formulated and monitored.

Recommendation 11 To FAO, Finland, Zambia

Further support is required for Zambia post-Programme to try and inculcate improved management planning, but such support should be predicated on an enhanced policy and governance framework. Zambia would benefit from the proposed demonstration model forest district as in Tanzania. A specific review mission to examine the delays, confirm national capacity to absorb additional support and interest in doing so would be valuable.

Recommendation 12 To All

Support for capacity building needs to include improved national-level coordination as well as enhanced negotiating skills at international and national levels to complement the gain provided by better information and clearer understanding of the issues that the Programme is bringing.

Recommendation 13 To FAO

FAO should undertake a study similar to that provided for Malawi that shows clearly the erosion of salaries and discuss with donors means of moving to a situation where people can earn a fair reward without any supplement being tied to specific events such as workshops or supporting unnecessary travel. Ultimately developing sources of funding to support fair salaries must be prioritised.

Recommendation 14 To All

There needs to be a concerted and cooperative effort to gather and exchange evidence of positive impact from the access to improved information, even if just in terms of potential gains initially while at the same time, fostering effective links within countries and within FAO between those responsible for forestry and those with interests in other land uses and in rural development more widely, including representatives to international meetings relevant to the forest sector in its widest sense.

Recommendation 15 To FAO, Finland

Action should start as soon as possible to review the budget and time frame so that additional resources can be made available to complete the Programme fully, including consideration of a substantial extension and/or a follow-on phase.

1 Introduction

1.1 Background and purpose of the evaluation

1. Finland has supported FAO's Forestry Department with a four–year *Programme on Sustainable Forest Management in a Changing Climate* ('the Programme') since March 2009. The support is especially targeted to the component of FAO's Strategic Framework on "Strengthening of the information base for sustainable forest management: Building countries' capacities to manage forests and trees based on timely and reliable information", which was defined by the Conference Committee in November 2008 as a possible Impact Focus Area where extra-budgetary resources are needed. Therefore, some 70% of the Programme budget is allocated to achieving Outcome 1: "Policy and practice affecting forests and forestry are based on timely and reliable national forest monitoring and assessment information for national and international reporting". The programme supports operations at FAO headquarters and in five partner countries: Ecuador, Peru, Tanzania, Viet Nam and Zambia.

2. The Programme is intended to build capacity, test and develop methodologies, and deliver good practices and methods on sustainable forest management at the national level in the member countries. Some of the experiences and good practices gained in the participating countries have been already shared through FAO's networks to benefit a wider group of member countries. The Programme aims to mainstream forestry into other sectors and therefore addresses not only the sustainable supply of goods and services from forest resources, but also the social, political, economic, and environmental contexts for sustainable forest management – including policies and institutions.

3. A mid-term evaluation (MTE) is typically held around the half-way point of a programme's duration. The defining document for the Programme on Sustainable Forest Management in a Changing Climate foresees two formal reviews that will be carried out during the four-year time frame (2009-2013): a mid-term evaluation (MTE), and a comprehensive final evaluation near the end of the fourth year.

4. The current MTE is intended to provide an assessment of implementation and achievements through to the end of 2011 with the view of making recommendations to the FAO Programme Management and the Donor for any corrective measures, including changes in the design and orientation of the programme as well as on the work-planning for the remainder of the project. It is understood that it may be difficult to make conclusions about the sustainability and impact of the Programme at this early stage. The MTE will contribute to future decisions on the project made by Finland and FAO and the beneficiary countries where pilot projects are implemented, including on any need for an extension of the project and/or budget amendments.

5. During the course of the first two years of project implementation, increasing emphasis has been put on meeting the reporting requirements relating to REDD+ measuring, reporting and verification (MRV) and safeguards. The project aims to strengthen governance in member countries to create an environment that makes the sustainable management of forests and REDD+ achievable goals. The Programme further seeks to achieve the four Global Objectives on Forests agreed by the UNFF through implementation of the non-legally binding instrument on forests (NLBI), and to mainstream forestry within efforts to eradicate extreme poverty and hunger, achieve sustainable land use, mitigate and adapt to climate

change, and to achieve the Millennium Development Goals – in particular goals 7 (ensure environmental sustainability), 1 (eradicate extreme poverty and hunger) and 3 (promote gender equality and empower women).

6. The four Global Objectives on Forests agreed by the UNFF in 2006 are:

- Reverse the loss of forest cover worldwide through sustainable forest management (SFM), including protection, restoration, afforestation and reforestation, and increase efforts to prevent forest degradation;
- Enhance forest-based economic, social and environmental benefits, including by improving the livelihoods of forest-dependent people;
- Increase significantly the area of sustainably managed forests, including protected forests, and increase the proportion of forest products derived from sustainably managed forests; and
- Reverse the decline in official development assistance for sustainable forest management and mobilize significantly-increased new and additional financial resources from all sources for the implementation of SFM.

7. The NLBI, which encapsulates the four global objectives, is expected to enhance international cooperation and national action to reduce deforestation, prevent forest degradation, promote sustainable livelihoods and reduce poverty for all forest-dependent peoples. It was adopted by the UN General Assembly on 17 December 2007

8. Intended stakeholders of the evaluation are:

- FAO: Forestry Department staff (including project staff and management); staff in the Natural Resources Department working on climate change and UN-REDD+.
- Pilot countries: Government stakeholders, in-country FAO staff, other cooperation partners in the countries, NGOs; and sub-national level beneficiaries, including women, marginalized groups and indigenous communities.
- External partners: who have collaborated on the development of the Programme's methodology and tools in FAO HQ and in the pilot countries?
- The donor: the Government of Finland

9. In terms of scope, the MTE was requested to focus on key strategic issues concerning the approach to implementation of the Programme and achievements so far. While the purpose of the Programme is to support innovative development of the Forestry Department's existing tools and methodologies, the key issue is the extent to which the institutional and working arrangements, the Programme activities and the overall approach of the Programme are conducive to meeting this purpose in relation to existing Forestry Department work programmes and other initiatives and projects (*e.g.* UN-REDD, other multi-donor projects).

1.2 Methodology of the evaluation

10. The evaluation methodology was quite straightforward. Following desk review of relevant documentation that was supplied in advance, the team spent the period between 16

and 28 January in at FAO headquarters in Rome. Following an initial detailed briefing from the Programme leader (Mikko Leppanen), interviews were conducted with all relevant personnel in Rome. In the main, the interviews were conducted separately, with Timo Tokola concentrating on Output 1 and Pat Hardcastle on the other Outputs. Following initial meetings with all personnel for each Output as a group, individual meetings were conducted.

11. Teleconferences were held with programme personnel in Peru, Tanzania, and Zambia during the time in Rome and subsequently with personnel in Ecuador and Viet Nam. Discussions have also been held with the team leader and other members of the ongoing evaluation of FAO Forestry. Timo Tokola subsequently visited the Ministry of Foreign Affairs in Helsinki to discuss the programme with relevant personnel there, primarily the desk officer and forestry advisers and will make another visit there.

12. The interviews were based around the workplans and progress reports but interviewees were also engaged in discussion on the wider operating framework in each of the partner countries. These proved to be extremely useful in highlighting the core constraints on a country-by-country basis.

1.3 Evaluation team

Patrick Hardcastle, Forestry development specialist and team leader

Timo Tokola, Forest inventory and remote sensing specialist

2 Context of the programme

13. The formal title of the programme is *Sustainable Forest Management in a Changing Climate* but the commonly used title is *FAO – Finland Forestry Programme*. The formal title notes explicitly the concern with sustainably managing forests under the uncertainties of climate change.

14. The programme, with a budget of US$ 17 million between 2009 and 2013, complemented by US$5 million of parallel bilateral support to the two African partners, mainly Tanzania, utilises FAO core competence in establishing national forest monitoring and assessment systems (NFMA) to support the development and implementation of National Forest Programmes (NFP) by deriving and implementing best practices guidelines for the different elements of forest management. Specific attention was given to providing tools and methods for assessment relevant to reducing greenhouse gas emissions from deforestation and forest degradation in developing countries (REDD) and climate change adaptation.

15. NFMA also supports the collection of high quality forest resource data on which to base policy decisions in forestry through supporting closer links between NFMAs and NFPs. The programme networks with other organizations, institutions and individual experts and cooperates closely with other development programmes. Overall, the programme aims to improve national management of natural resources through better-informed decision-making.

16. The overall impact that the programme is aiming to secure is:

> *To enhance ecological, social and economic sustainability of forest and tree resources and increase their benefits for rural livelihoods, and their role in mitigation of, and adaptation to, climate change.*

17. To secure this overall impact, the programme is based around four Outcomes (OC):

- Policy and practice affecting forests and forestry are based on timely and reliable NFMA information for national and international reporting;
- National Forest Programmes (NFPs) serve as an effective mechanism for integrating forestry into national development plans and processes, including climate change, and considering links between forestry, other land uses and livelihood benefits;
- Sustainable forest management more widely practised, including through the application of good practices guidelines and, meeting the climate change adaptation and leading to reduction in deforestation and forest degradation; and
- Countries' capabilities enhanced to meet their international forest-related commitments and negotiations.

18. The Programme Document was designed in autumn 2008. The agreement between the Government of Finland and FAO was signed on the 20th of March 2009 in Rome. By the end of 2009 most of the planned inception phase activities in FAO headquarters were completed. Planning and initiation of pilot country activities were started in 2010, although Viet Nam suffered from delays for a variety of, mainly administrative, reasons until 2011.

19. The five partner countries in the Programme are diverse in many ways, geographically, ecologically, economically and socially as well as politically, although there

are strong similarities between Ecuador and Peru and between Tanzania and Zambia. Viet Nam is in many ways an outlier, not least because its forest cover is increasing, albeit largely through plantations and the loss of natural forest there continues. Table 1 below provides some basic statistics on the five partner countries.

Table 1. Basic Forestry Statistics

Country	Forest Cover %	Forest loss % 2000 - 2010	GDP per cap US$ PPP	Forestry contribution to GDP %	Population density /Km²	% rural population
Ecuador	36	-1.8	8,014	2.3	54	34
Peru	53	-0.2	8,509	1.1	28	29
Tanzania	38	-1.1	1,301	1.9	48	75
Viet Nam	44	+1.6	2,787	2.4	281	72
Zambia	67	-0.3	1,357	5.9	17	65

Source: State of the World's Forests 2011 – FAO, Rome

2.1 Partner countries

2.1.1 Ecuador [2]

20. Ecuador has a land area of 27.7 million hectares and an estimated population in 2010 of 13.7 million people (United Nations Population Division 2010). Ecuador is ranked 80th out of 182 countries in UNDP's Human Development Index (UNDP 2009). The country comprises four main biogeographical zones: the Andean mountains (sierra); the Pacific coast; the Amazon Basin; and, 1000 km from the coast in the Pacific Ocean, the Galapagos Islands. FAO Global Forest Assessment 2010 estimated the forest area at 9.87 million hectares in 2010, which is 36% of the land area. In 2009, the Government of Ecuador estimated the total forest area at 11.2 million hectares.

21. There are three major forest types: Amazon rainforest, comprising about 62% of the forest estate; montane (sierra) forests of various types in the Andes (on the western and eastern slopes, at lower and upper levels, and towards the Andean high peaks), comprising about 21% of the forest estate; and tropical rainforest in the coastal plains of the Pacific region (mainly in Esmeraldas Province), which contains about 17% of the forests. Mangrove forests were once widespread but now cover only about 158 000 hectares. Ecuador is a megadiverse country with some of the highest forest biodiversity recorded anywhere in the world. There are reported to be 175,000 ha of plantations, 80% of which are pine or *Eucalyptus.*

22. Ecuador is regarded as highly vulnerable to climate change as a result of its topography and location, especially to the impact of the increasingly frequent El Niño effects which are expected to be particularly serious at higher elevations.

[2] The first three paragraphs are taken from *Status of Tropical Forest Management 2011*, ITTO, Yokohama, Japan.

23. The country began its UN-REDD preparatory phase in December 2011; this will last for two years. The Ecuadorian Government requires that forest inventory be multi-dimensional, covering all forestry priorities rather than just carbon, such as timber, biodiversity, non-wood forest products, ecological (e.g., hydrological) services and landscape so MRV systems have to cover these aspects as well as simply carbon.

24. Although the currently supported programme is delivering the first national forest inventory, there were two earlier regional inventories:

- In the late 1960s: El Chocó, in the Northwest, known for its biodiversity, and
- Tupecino region in the South, a tropical dry forest area also known to be of high biodiversity.

25. National capacity for inventory is limited and the team is supported by USFS personnel, who will conduct measurements and undertake training over the coming two years, particularly in data analysis. By the end of 2012, it is expected that 60% of the data collection will be done; analysis of the data collected will start in 2013 and will need 2-3 years beyond that. [3]

26. Although the Programme worked on a new forest law, the Government has decided to abandon a sector-specific approach in favour of a much broader Environmental Code (Código Ambiental) which will cover water and land as well as forests, and include biodiversity, environmental services, NWFPs, *etc*., in a coherent manner. The Ecuadorian Constitution specifies protection of environmental services the draft forest law that was developed will be revised to be consistent and coherent with the Código Ambiental.

27. A new institutional framework is also being developed to review and judge implementation of the Código: the Superintendencia Ambiental. This will be set apart from the Ministry of the Environment and will act more as "inspector" or "ombudsman".

28. Meanwhile, ten new *normativas forestales* (regulations or standards) are under development. Currently there is a set of 18-30 *normas*. The existing *normas* were developed for management of the three different forest types found in Ecuador: Amazonian, Andino, and dry forest and focus on management of forests for timber production. The new *normas* will broaden the focus to include ecosystem products, rapidly growing species, NWFPs and eco-sustainability. It is intended that the new law will be developed from the *normas* rather than *vice versa*.

29. The slow progress being made in Ecuador suggests that both time extension and additional budget of the order of US$ 2 million will be required to complete the entire inventory undertaking: $1.2 million for completing the field data collection and the rest for data analysis, the creation of a database, and other work such as developing ecological and socio-economic elements.

[3] Information provided by Programme CTA, Ecuador

2.1.2 Peru [4]

30. Peru has a land area of 129 million hectares and an estimated population in 2010 of 28 million people (UN Population Division 2010). It is ranked 78th out of 182 countries in UNDP's Human Development Index (UNDP 2009) Peru has three broad ecoregions: the desert coastal region, which covers 13.6 million hectares; the semi-arid Andean mountain range (sierra), which covers 39.2 million hectares; and the Amazon Basin, including the eastern humid slopes of the Andes, covering 75.7 million hectares. FAO Global Forest Assessment 2010 estimated Peru's forest cover at 67.9 million hectares, which is 53% of the total land area; 92% of these forests are in the Amazon Basin. Government of Peru estimates in 2009 and 2010 of forest area were 71.3 million hectares and 72 million hectares.

31. The main forest type in Peru is humid forest (rainforest) in the Amazon. It covers about 57 million hectares, with sub-types that depend on altitude and soils, particularly their position in relation to rivers. Terrace and hill forests – on rolling terrain with moderate slopes – are the most widespread humid forest sub-type, covering about 37 million hectares. The alluvial forests, including those on the lower river terraces, offer some of the best potential for integrated forest management and agroforestry because of their vigorous growth, flat terrain and good accessibility; their upper stories are generally 35–40 m in height. These forests have been used intensively in the past, leaving large expanses of secondary forest (purma) dominated by stands of fast-growing, light-demanding pioneer species.

32. There are about 11.2 million hectares of arid and semi-arid forests on the coast and semi-humid forests in mountain and inner-mountain valleys. Peru has about 5300 hectares of mangroves at Tumbes, in the extreme north bordering Ecuador. There are reported to be 820,000 ha of plantations, the overall quality of these is quite mixed and many are poorly productive while some 30% are for protective purposes.

33. Like Ecuador, Peru is highly vulnerable to climate change. Furthermore, it has 70% of the world's tropical glaciers, which exhibit an alarming rate of retreat: this has huge implications for water supplies, especially in the higher elevations and the arid zones.

34. Although the 2000 Forest and Wildlife Law was well regarded initially as an instrument for improved forest management, responses to climate change and the changes for legality tracking in response to the Peru-US have created a resurgence of debate around the legislation. Tenure and rights for indigenous people have become prominent and there is considerable flux with ongoing decentralisation, stronger participatory management and possibly a new national forestry institution. Overall the institutional framework in Peru appears to be fragile and unstable although three are many competent individuals.

35. Community forests in the Amazon region amount to some 13 million ha, one quarter of the total area. Given the current state of flux over the policy and law revision, there is some uncertainty as to whether the results of the inventory work will be able to be applied within the present time frame and budget allocation. It is understood from Programme staff that Peru is receiving assistance from USFS with its inventory work, including an ongoing concession inventory. The recent Peru-US trade agreement and the Lacey Act are significant influences on forest planning management.

[4] The first four paragraphs are taken from *Status of Tropical Forest Management 2011*, ITTO, Yokohama, Japan.

2.1.3 Tanzania [5]

36. Tanzania, with a marked bi-modal climate, has predominantly savanna forest ecosystems but it also has montane forests of global biodiversity importance (the Eastern Arc) as well as extensive fire-climax grassland areas, notably the Southern Highlands, which have been used extensively for industrial timber plantations, which are in process of expansion through external commercial investment. There is a substantial teak plantation resource at Kilombero valley. Central Tanzania is dry and towards the Kenya border, the forest grades into the extensive grasslands of the Serengeti. In the south, is the 55,000 Km² Selous Game Reserve. Wildlife is of major economic importance for tourism and there has been significant community-based wildlife management.

37. Loss of forest cover and forest degradation continue at a high rate in the country despite all the positive policy developments and implementation of the National Forest Programme (NFP). Tanzania has 34.2 million ha of forest and woodland resulting in a relatively high forest cover of almost 40%. The deforestation rate is 1.1%, and serious degradation is caused by fuelwood collection and charcoal production. There is heavy pressure from smallholder agricultural expansion, livestock grazing, and general unsustainable utilization of forest land and wood resources *e.g.* for construction and mining. Little primary forests remain. Population growth is high at 2.8% per annum adding to already high pressure on land. Poverty remains overwhelming in rural areas where some 87% of the poor live and, of course, where most of the forest resources are located.

38. Tanzania has progressive forest policy and forest legislation. It updated its strategy for poverty reduction in 2005. The new strategy, the "National Strategy for Growth and Reduction of Poverty" or MKUKUTA, recognises the importance of wildlife, forestry and fishery sectors for rural income generation and poverty reduction. The overall goal of Tanzania's National Forest Policy (1998) is to enhance the contribution of the forest sector to the sustainable development of the country and conservation and management of natural resources. The policy objectives in relation to the devolution in the forest sector include the participation of all stakeholders in forest management and conservation through participatory forest management.

39. The transition from the Forest and Beekeeping Division of the Ministry of Natural Resources and Tourism to the Tanzania Forest Service has been painfully slow and remains uncompleted. Despite a conducive policy and legal framework and extensive pilots of various types of collaborative forest management, sustainably successful examples are few and there has been no effective scaling-up.

40. While the generally moist highland areas are less vulnerable to climate change than the dry areas, which face considerable threat, the montane evergreen forests are particularly vulnerable. Already fragmented, these areas will come under significant risk of extinction as temperatures rise. The snow fields at the higher elevations of Mount Kilimanjaro have visibly declined in the past 20 years and are widely expected to disappear altogether during warmer seasons. Higher temperatures and diminished rainfall will affect the savanna/grassland boundary and fires can be expected to be more common, giving extra weight to the already urgent need for improved fire management.

[5] Information based on discussion with colleagues in the ongoing *Strategic Evaluation of FAO's Role and Work in Forestry*

41. Although there has been good progress in Tanzania, there remain doubts over the transfer of expertise beyond national and foreign expertise, for the inventory work and for the continuation of important work such as that on fire management. Despite its excellent policy framework, the apparent inability of the institutions to deliver sustainably the results from past pilots do not bode well. While the Tanzania Forest service is seen as a positive move in this regard, it is hard to be unduly optimistic given the poor record of Uganda's National Forest Authority and the slow progress being made by the Kenya Forest Service.

2.1.4 Viet Nam [6]

42. Viet Nam is one of few tropical developing countries that has increased its forest cover and growing stock; in this respect – and also in many other ways – it is similar to China. The forest area has been increasing continuously since 1995 as a result of large scale investment in forest plantation development and restoration of degraded areas, with an average increase of 282,600 hectares per year. Between 2005 and 2009, the forest cover increased from an estimated 37% to 39.1%, with an average rise in forest cover of 0.4% per year.

43. Continuing pressures on the remaining natural forests threaten biodiversity and water services as well as the livelihoods and well-being of forest-dependent local people. Despite increase in total forest area, natural forest is still being lost and the quality of what remains has deteriorated, reducing biodiversity and the stock of many important non-timber forest products (NTFP) such as bamboo and rattan.

44. The established productive plantations are generally of poor or average quality with an exception being joint ventures in fast growing plantations to supply mainly foreign wood chip markets. Plantation development has not really benefited the estimated 25 million people, primarily of ethnic minority groups, who live in and or near remaining natural forests in more remote, mountainous areas. The 2010 evaluation of Finnish Support to Forestry and Biological Resources [7] found mixed results from the aggressive policy of small-holder plantation establishment, with many small farmers preferring a more diverse species mix and poorer families excluded altogether from the gains.

45. Strong sector coordination and a well-established policy platform through the Forest Sector Support Partnership has been instrumental in developing the VFDS and facilitating and monitoring its implementation through a consultative forum involving government agencies, aid agencies and the civil society as well private sector. The multiplicity of donor inputs for the sector is effectively coordinated through the Trust Fund for Forests (TFF), which could be a model for application in other countries.

46. REDD has become a major influence in the forest sector, driving increasingly the policy dialogue and resource allocation. Viet Nam is one of the nine pilot countries identified for country programming under the UN-REDD programme in 2008 and also one of the first pilot countries under Forest Carbon Partnership Facility piloting, its Readiness Project Identification Note was approved in 2008. The Ministry of Agriculture and Rural Development (MARD) established the National REDD+ Network and REDD+ Working

6 Information based on discussion with colleagues in the ongoing *Strategic Evaluation of FAO's Role and Work in Forestry*

7 Evaluation report 2010:5/1, MFA, Helsinki

Group in 2010 and the National REDD+ office in 2011. FAO is one of the three key partners in UN REDD and is leading the MRV work in Viet Nam.

47. As a result of it becoming a major exporter of wood chips and especially of wooden furniture to markets which require that wood supplies are sustainable and of legal origin, Viet Nam has been active in the FLEGT Asia program and hopes to conclude VPA negotiations by 2012. The EU delegation in country reported that the FLEGT process is regarded by the Vietnamese government as having more national ownership than the UN REDD. Certification is actively being supported by a number of NGOs including WWF, SNV and Tropenbos as well as bilateral donors such as Germany.

48. Despite the delays, and the need for a time extension if planned activities are to be completed, Viet Nam presents in many ways a more optimistic picture than the other partners, although there are concerns with natural forest loss and limited poverty reduction accruing. Viet Nam seems to be the most likely candidate to make full use of the information being gathered and processed.

2.1.5 Zambia [8]

49. Zambia has a predominantly unimodal climate but is generally well-watered with the exception of Barotseland in the west and parts of the Zambezi valley. There are extensive areas of "moist deciduous forest" in the North West, transitional between the Miombo savanna and the closed forests of the Congo Basin. It also has a small and over-exploited area of highly valuable *Baikiaea plurijuga* forest on the Zambesi. The industrial plantations on the Copperbelt, which initially were highly regarded for the innovation of their silviculture and the efficiency with which they were created and managed, are seriously degraded with limited productivity and failing to deliver their potential economic contribution.

50. Zambia's substantial forest cover of 67% continues to decline both in quality and quantity. The deforestation rate is estimated at 250,000 to 300,000 hectares per annum. A primary driver of deforestation is the heavy reliance of local populations on firewood and charcoal as an energy source. Slash-and-burn agriculture and illegal logging are also important factors. There is a general lack of public awareness of the economic and environmental benefits of forests.

51. Zambia is well-known for the "chitimene" cultivation system, which brings in woody material from surrounding forest to be burned, giving a flush of nutrients for cropping. While changes to cropping patterns and increasing population pressure have rendered this traditional system less common, it is interesting in that it is also gender sensitive. In most cases, women who were doing the farming work on their own when their menfolk were employed away from home, notably in mining, were unable to bring in sufficient woody material from outside the cleared areas to ensure an adequate supply of nutrients from the burning.

52. There is an absence of forest management planning at all levels in Zambia and participatory forest management is not supported by legislation. Most forests are managed either without any management plans or under out-dated plans. There is no strategic planning at national, district or provincial level by the government. Joint forest management can only

[8] Information based on discussion with colleagues in the ongoing *Strategic Evaluation of FAO's Role and Work in Forestry*

be piloted but not implemented because there is no legal foundation for such planning. The 1999 Forest Act and its revised version have still not been approved by Cabinet and Parliament, the Forestry Department continues to operate under the 1973 policy and legal framework. The only management tool apparently utilized by the Forestry Department in local and national forests has been licensing, which has been criticised for its low fees.

53. There is inadequate human resource capacity within the Forestry Department to manage the forests under state control and monitor forest resource use and enforce regulations. Both the forest extension and forest patrolling services were abolished in 1997 following restructuring of the Department. The absence of on-the-ground monitoring has encouraged illegal logging activities.

54. Customary land tenure law occasionally conflicts with forest regulations. Various areas of the country have customary laws regarding access to forest land and use of non-timber forest products. Conflicts between local communities and Forestry Department officials are common in some areas, possibly due to a lack of community knowledge of restrictions on use of forests, the lack of consistent enforcement of the rules, and the greater social legitimacy of customary law. Outside of state-controlled forest areas, traditional leaders may allocate land – including forest land – to community members for agricultural use.

55. The weak institution in Zambia, albeit mellowed to some extent by a large number of well-trained and motivated individuals does not suggest that there is likely to be proper use made of the results from the programme without continued support. The continued failure of the government to enact changes to its forest law is of major concern, since given the nature of the resource base and the high level of forest dependency, collaborative management has to be a major component of the national forest strategy.

2.1.6 Finland

56. A revised development policy was promulgated by Finland in February 2012. The new policy priorities include democratic and responsible society promoting human rights; green economy that empowers people and provides employment; sustainable management of natural resources and environmental protection; and humane development. Three overarching themes will be observed in all activities: promotion of gender equality and climate sustainability, and reduction of inequality

57. Key partner countries for Finland under the new policy are now Ethiopia, Kenya, Mozambique, Nepal, Zambia and Tanzania. Viet Nam is also included among these, but gradually Finland will adopt new forms of cooperation with Viet Nam. The only partner in South and Central America under the new policy is Nicaragua, where assistance is planned o be delivered through the NGO sector.

3 Assessment of the concept and relevance

58. In simple terms, the strategic concept underlying the programme is that if those who manage forests have access to good information on the forest resources, the potential of the forest resources to supply sustainably products and services and the demand for these products and services, those who manage the forests will take better decisions. This decision making will be more effective within a sound governance framework. A sound governance framework will devolve from effective implementation of nationally appropriate forest-related policies that also reflect national commitments and obligations negotiated in the international arena by competent government representatives.

59. No matter how elegant and well-constructed forest-related policies may be, the ultimate determinant of whether forest resources are well-managed is whether those managing directly the forests and trees in a country take the right decisions. This may be which tree to plant where and providing appropriate tending; it may be which areas of forest to delineate and protect from damage – fire, over-cutting, etc. - or restrict to controlled extractive use through appropriate control measures; it may be which trees to fell within a natural forest to maintain forest health in the widest sense and long-term productive potential.

60. Those responsible for decisions of managing trees and forests include personnel of national forest agencies but in the five partner countries of the programme, the intensity of management is quite low and decision making at forest level often has to be facilitated and devolved to others. The basic approaches employed will fall into one of the following broad categories

- Trees in support of agriculture (mixed cropping systems, lines, woodlots, etc.) – mainly individuals or small groups. This is relevant in all partner countries
- Large-scale plantations – usually commercially managed but may also be smallholders, groups or institutions. This is relevant in all partner countries
- Productive high forests – mainly managed through concessions held by commercial companies or communities. This is relevant mainly in Peru and Ecuador
- Protective forests including: strict conservation, conservation with extractive use or low intensity wood production – strong community engagement is likely as these forests are extensive and personnel resource levels preclude intensive management. This is relevant in all partner countries.
- Forest restoration using a range of scales and techniques including framework methods, simple forest cover followed by succession to more complex systems by natural and artificial means. This is relevant in all partner countries.

61. While each of these approaches can be implemented by a range of actors (forestry agency, commercial company, Civil society organisation – CSO, community, group or individuals) each requires differing levels of technical knowledge. Effective policy implementation requires standards to provide a guide as to what to do and as a basis for ensuring that what is done is appropriate. The question arises, however, of what use will be made of improved information on the resource, its potential for providing goods and services and the demand for these.

62. At the strategic level (national and or provincial) good knowledge of the state of the forest resource is vital to its improved management. Knowledge of the potential for delivery

of productive and service functions is also essential. The question is whether the information that will be generated through outcome 1 is cost effective for this. While it may be adequate for strategic level decision making it is unlikely to be adequate for forest management unit level decisions while many actors may not actually need or use it for their decision making. The proportion of decision making by area and/or volume or value of products and services that will be influenced by the availability of improved information needs to be considered and is likely to vary between the five partners and within them.

63. It is generally acknowledged that in most countries the true economic value of forest and tree resources is understated (the classic summary of this is the contribution of forests to GDP in various countries reported in SOFO 1995) and the lack of a clear economic contribution of the sector to the national economy has long been recognised as a primary reason for its neglect. The survey of multilateral instruments for the REDD+ Partnership found that a common reason for the lack of political support for REDD in many countries was the lack of confidence that it would deliver the level of funding being talked about.

64. The lack of progress internationally since the enthusiasm of the Bali COP in 2007 on making REDD a viable financial mechanism on the scale talked about then represents a severe setback for financing on the scale expected. REDD has now become one of a series of possible sources of finance from monetised forest services rather than the dominant one. (See the short brief produced in November 2011 by FERN on behalf of many CSOs funded by EU). [9] The Programme will need to ensure it reflects this through adequate attention to other forest service values. Furthermore, the ability of countries with limited institutional capacity to tap into even the limited funding now available is very low and money spent on the assumption that they will do so may not be well used unless it has other benefits.

65. Monetisation in some form is required, but many of the services provided by improved forest management will not necessarily be tradable. It is important that their value is made explicit but the current focus on carbon clouds the picture in many countries to the detriment of other service values that otherwise would be more readily identified and could be better supported.

66. The question of results-based payments has been brought into sharp focus in connection with REDD. It is not clear that countries with a long history of development assistance dependency to fund their forest sector have fully appreciated the implications of this. Certainly in both Tanzania and Zambia (as in many countries in sub-Saharan Africa), the evidence is that development assistance has continued to flow despite the absence of results. Even countries that have not been so aid dependent in their forest sectors may have problems bridging the period between (at least partially) funded readiness activities and the start of results based payments.

67. The German Development Bank (KfW) has proposed a scheme for providing interim support through its Rapid Early Movers initiative. Two of the five proposed initial partners are Ecuador and Viet Nam but no further information was located on progress. In essence the scheme mirrors the WWF Global Forest Trade Network Initiative GFTN), which was designed to assist companies in transition to full forest certification to market their timber provided they had an approved action plan and were following it. Progress against the plan was monitored and in the event of failure, GFTN support could be withdrawn.

[9] "Carbon markets will not deliver for southern governments, forests and people" November 2011

68. If national forest resources are to be sustainably managed, which is what the programme aims to support, then as well as knowledge on the overall state of forest area loss and forest degradation, there need to be standards for forest and tree management. The rigour with which such standards are enforced depends on circumstances. Privately grown trees on farms may need only guidance to optimise their productivity and value. On the other hand, standards for commercial operations in a natural-forest concession need to be prescribed and enforced. Standards, as with those for certification or national forest regulations, include social and environmental aspects (including policies and governance) as well as forestry operations themselves.

69. Countries with limited personnel resources in terms of numbers and capacity are likely to lease out a higher proportion of the management of their national forest resources than those with more abundant personnel resources. Countries with limited personnel resources are also likely to be those with the greatest need for standards but the lowest capacity and capability to enforce them.

70. The lack of plantation standards and the capacity to implement them, in Tanzania is of major concern given the ongoing expansion of industrial plantations which depend on the corporate social responsibility of the investors to define and adhere to appropriate standards. All the partner countries other than Viet Nam appear to have extensive, failed plantations that are not being given adequate attention as to the causes of failure, the remedy nor how they will be rehabilitated nor for what purpose other than in the most general terms. In Viet Nam the picture with plantations is quite mixed with extensive failures but also highly productive plantation concessions managed by multinationals.

71. It is identified as a matter of concern that the discussion and planning of the Programme in Tanzania and Zambia appears to take no account of the long history of very effective forestry in both. It is not clear that the current personnel in the forest services in these countries have a clear understanding of this valuable history, either. The Forest Department in Tanzania was started in the Nineteenth Century when it was a German colony, which influenced both the early policy and the introduction of teak. In Zambia, the Forest Department dates from just after WW1, and was initially established to oversee exploitation of Zambesi teak.

72. Both countries had very innovative and effective forest services, with a great deal of valuable work on forest management and research. Fire management and plantation establishment both featured strongly in this. There is also much very useful information available in documents such as old management plans and reports to the (then) Empire and subsequently Commonwealth Forestry Conferences. The first of these was held in 1920, the 1962 meeting being in East Africa, including events in Tanzania. The Zambia Forest Department was widely considered to be the best in Africa and remained so for some time post-independence.

73. Much has changed since the colonial era and in the decades following it, and forestry has become more challenging as a result of much greater pressure from vastly increased population and higher demands on its resources. Nevertheless, there are useful ideas and concepts that could be revisited. In parallel with general government instructions, colonial forest services utilised a suite of technical orders and instructions which provided guidance on a wide range of activities. These also clearly identified those matters which were essential (such as fire management) and those that were advisory. There was also very advanced work with tree improvement, pest and disease control and silviculture as well as natural forest

taxonomy and ecology. The technical components of this historical archive need to be resuscitated, reviewed and made known to the present generation. Having a highly positive history to follow should be a matter of pride. Greater familiarity with that history might help in providing a vision of what is feasible. It could also serve as a good reminder of techniques for both natural forest management and plantations.

74. As an example, the Guide to implementation of phytosanitary standards in forestry (FAO Forestry paper 164) which was published under the programme is an excellent reference publication for those that understand the concepts it covers. For most forestry activities in the partner countries passive pest control measures have to be the norm, as do passive fire protection measures, since resources are not and never will be widely available for more costly active measures. The importance of good silviculture is correctly identified but given the state of most plantations in the partner countries, it is not clear that many of those engaged with plantations understand what this means.

75. In East and southern Africa, *Eucalyptus* plantations often fail because of termite damage. Previously, chemical treatment with chlorinated hydrocarbons was used to control this. Except on land where maize has been extensively grown in the past, good survival can be achieved without chemicals provided good seed, vigorous planting stock, timely planting, exemplary clean weeding and adequate fertiliser are used. Few plantations meet these standards and the search continues for alternative, less toxic chemical treatments or *Eucalyptus* is abandoned (some would say, misguidedly, good riddance!).

76. For people who lack understanding and experience of good practice, the information in the guide will be insufficient but the solution has to be not a detailed manual on pest management but application of good practice, preferably from field visits to places where it can be observed and studied.

77. It is this line of thinking, together with the recognition of the use being made of practical demonstrations of fire management being done by the Programme that has led to the idea of a demonstration district in Tanzania. On that scale, it would be possible to show a whole range of different forestry activities, all of which devolve from better understanding of the supply and demand side that the inventory work will produce and provide a “laboratory” within which a holistic suite of approaches can be developed and piloted that could take the inevitably generic guidelines and complement them with an appropriate mix of more detailed manuals, other media and field level demonstrations.

78. Forest cover and degradation levels are items of great concern to FAO as the global leader in forest assessment. To be most useful, forest assessment needs to provide information on the relative level of forest cover loss and degradation compared with what should be there in a protected and/or a well-managed forest. Statistics that gave a clear indication of the “degradation gap” open up the possibility of a grant-based or results-based mechanism to reward those that improve their forest without having to tie the rewards to single specific parameters such as carbon and would need far less costly MRV. This is something that the programme could usefully investigate and pilot.

79. The reward system in such cases would need to avoid perverse incentives to degrade but the national level inventory information being collected could provide a uniquely detailed snapshot the country-wide situation in all partners as a baseline.

4 Implementation

4.1 Budget and Expenditure

80. The overall budget, including current expenditure and commitments, was discussed with the Programme Manager highlighting identified shortfalls. The programme budget is summarized in Table 2 below, using figures supplied by the programme:

Table 2. Budget and Expenditure Summary

Item	Amount US$ 000s	Reduction US$ 000s
Total Budget	17,018	
Less Spent 2009 - 2011		7,081
Remaining for 2012 - 2013	9,937	
Less Field Commitments		7,970
After field commitments	1,967	
Less HQ Commitments		1,090
Uncommitted funds	877	

Source: FAO-Finland Forestry Programme

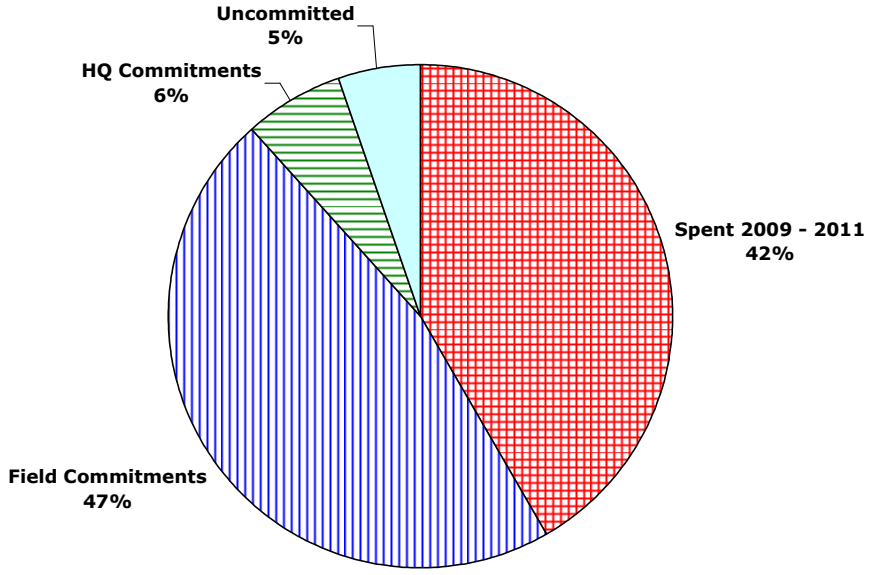

Figure 1. Overview of programme expenditure and commitments

81. The sum of expenditure and commitments leaves a very small amount of uncommitted finance to cover any cost overruns or additional activities. Programme funding in Tanzania and Zambia under Outcome 1 was complemented by parallel bilateral funding, Table 4 and Table 5 below include figures adjusted for this.

Table 3. Overall expenditure 2009-2011 and balance remaining for 2012-2013 (USD 000s)

Outcome	Budget 2009-2013		Expenditure 2009-2011		Total for 2012-13	Budget left for HQ activities 2012-13		Balance left, for 2012-13
	HQ	FIELD	HQ	FIELD		After FIELD Commitments	HQ, Commitments	Budget – HQ Commitments
OC 1	5,698	5,950	3,505	1,339	6,804	1,743	450	1,293
OC 2	742	1,296	446	186	1,407	126	170	-44
OC 3	936	1,101	884	341	811	2	0	1
OC 4	875	420	308	71	916	97	470	-373
Total	8,251	8,767	5,144	1,937	9,937	1,967	1,090	877
% of total	48%	52%	30%	11%	58%	11.6%	6.4%	5.2%
% split			73%	27%				

Note: FAO Project support costs, 13 not included in the figures

Table 4. Country Expenditures 2009-2011 (USD 000s) - Programme and Bilateral Funds

Outcome	Viet Nam	Ecuador	Peru	Zambia	Uganda	Tanzania	Nepal	Colombia	RAP+RNE	Sum	%
OC 1	419	473	318	611	82	4,670	0	0	0	6,571	90.4%
OC 2	13	184	0	37	0	8	0	7	0	249	3.4%
OC 3	0	69	63	6	0	90	130	0	0	359	4.9%
OC 4	0	20	0	0	0	8	0	0	62	90	1.2%
Sum	**432**	**746**	**381**	**654**	**82**	**4,776**	**130**	**7**	**62**	**7,269**	**100%**
%	6	10	5	9	1	66	2	0	1	100	

Bilateral funding applied to OC1 in Tanzania and Zambia

Table 5. Country Expenditures 2009-2011 as percentages - Programme and Bilateral Funds

Outcome	Viet Nam	Ecuador	Peru	Zambia	Uganda	Tanzania	Nepal	Colombia	RAP+RNE	Sum
OC 1	6%	7%	5%	9%	1%	71%	0	0	0	100%
OC 2	5%	74%	0%	15%	0%	3%	0%	3%	0%	100%
OC 3	0%	19%	18%	2%	0%	25%	36%	0%	0%	100%
OC 4	0%	22%	0%	0%	0%	9%	0%	0%	68%	100%
All OC's	6%	10%	5%	9%	1%	66%	2%	0%	1%	100%

82. Table 3 above indicates that the remaining budget for 2012-2013 is mainly already committed for field activities and only 25 % of OC1 HQ budget is available for 2012 onwards. OC2, OC3 and OC4 have already used their HQ quota, and they have more than US$ 400 000 of commitments over their remaining budget. Uncommitted funds are only US$ 877,000. Bilateral funding for OC1 in Tanzania and Zambia was around USD 5 million in 2009-2011). OC1 has supported this and spent substantial amounts doing so, especially in Tanzania.

83. OC1 activities are based on field related work with system development and methodological studies mainly done in HQ. If the current level of activities is continued, around US$ 2 million (+ 450 000) will be required for OC1. If additional funds are not available, other HQ commitments may have to be cut back and the funds vired to release money for these purposes.

84. The minimum sustainable level of work in OC1 is the following:

- Overall programme management continues efficiently (Mikko Leppänen)
- Remote sensing work in partner countries is supported and methodological development will be done efficiently (Anssi Pekkarinen)
- Open Foris component will be continued with major focus to Tier level End-products (Gino Miceli)
- Needed operative funds are available and specific funds are allocated for studies of Tanzania data as well as analysis of former NFMA datasets.

85. Recommended additional activities would also include:

- Support staff for Open Foris
- Support staff for country level activities
- Development of methodologies modern items, such as soil carbon or climatic parameters together with MICCA-project
- Development of additional remote sensing techniques together with FRA, mainly support staff for remote sensing and GIS development work, which is important to optimise use of ultimately cheaper technology

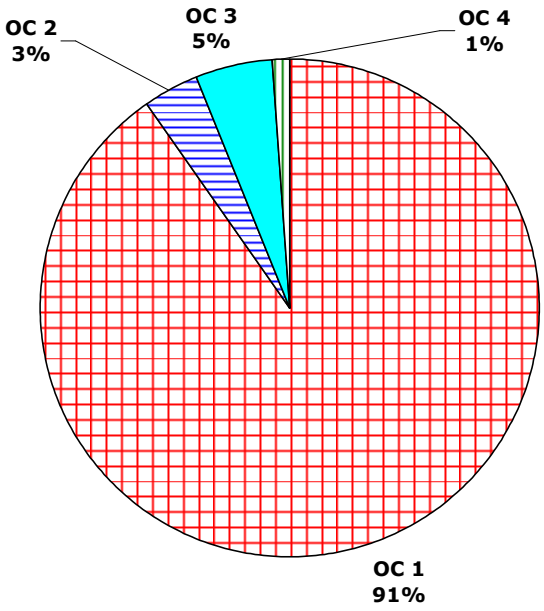

Figure 2. Programme and bilateral funding by Outcome

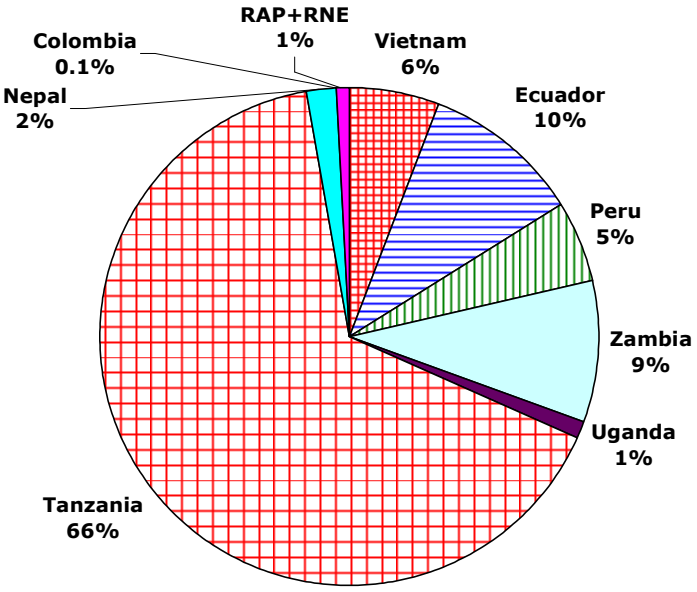

Figure 3. Programme and bilateral funding by Country

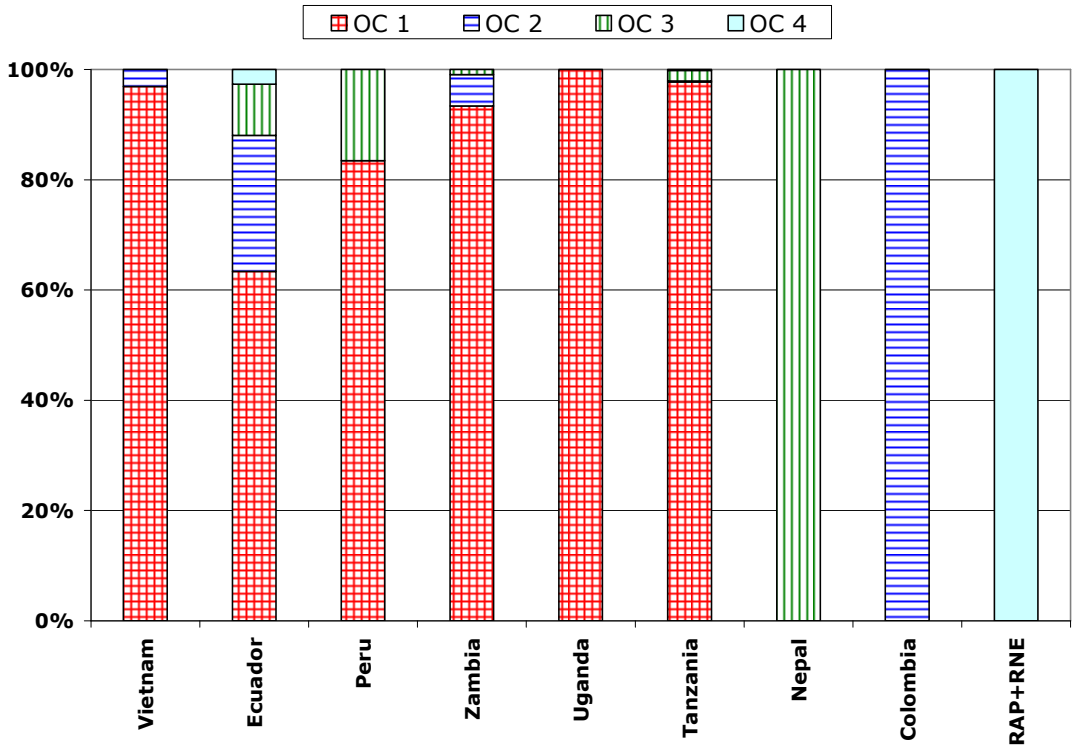

Figure 4. Programme and bilateral funding by Outcome and Country

86. Figure 2 and Figure 3 above show clearly the dominance of OC1 in terms of funding and, when parallel bilateral support is included, the dominance of Tanzania, especially in OC1. Despite parallel funding, Zambia has received a little less than Ecuador.

87. Country specific funds from the programme have been used in eight different countries. Tanzania (US$ 4.7 million) and Zambia (US$ 0.6 million) have been financed additionally through bilateral projects. Ecuador is the major country supported by programme funds while the second largest beneficiary has been Viet Nam. The work planning phase has been started well in Viet Nam, Ecuador and Peru and the major field work is in starting phase. Field data of Tanzania is already collected and field work operations have been progressed well; there are still problems in completing data management and processing, but work is under control.

88. Field work of Zambia is not yet planned and there is urgent need to start field activities. This part is not well organized and there should be a proper sampling design and plan before continuing old type of field inventory. The results of previous of old ILUA assessments were unreliable below national level and attention is needed to ensure that results will be sufficiently precise at provincial level to facilitate their use in planning.

89. There were also very limited activities under OC 1 in Uganda, OC3 in Nepal and OC2 in Colombia. The programme tested livelihood and poverty assessment methodology developed by IUCN for FRA and NFMA development in Uganda, ran a regional watershed management approach workshop in Nepal and in Colombia funds were used for a local consultant who supported the Programme work in Peru.

90. If the bilateral funding is excluded then the situation in terms of the relative allocation to different countries changes substantially as shown in the following tables and figures:

Table 6. Country Expenditures 2009-2011 (USD 000s) - Programme Funds

Outcome	Viet Nam	Ecuador	Peru	Zambia	Uganda	Tanzania	Nepal	Colombia	RAP+RNE	Sum	%
OC 1	419	473	318	4	82	0	0	0	0	1,295	65.0%
OC 2	13	184	0	37	0	8	0	7	0	249	12.5%
OC 3	0	69	63	6	0	90	130	0	0	359	18.0%
OC 4	0	20	0	0	0	8	0	0	62	90	4.5%
Sum	432	746	381	47	82	107	130	7	62	1,993	
%	22	37	19	2	4	5	7	0	3	100	

Bilateral funding applied to OC1 in Tanzania and Zambia

Table 7. Country Expenditures 2009-2011 as percentages - Programme Funds

Outcome	Viet Nam	Ecuador	Peru	Zambia	Uganda	Tanzania	Nepal	Colombia	RAP+RNE	Sum
OC 1	32%	36%	25%	0%	6%	0%	0%	0%	0%	100%
OC 2	5%	74%	0%	15%	0%	3%	0%	3%	0%	100%
OC 3	0%	19%	18%	2%	0%	25%	36%	0%	0%	100%
OC 4	0%	22%	0%	0%	0%	9%	0%	0%	68%	100%
All OC's	22%	37%	19%	2%	4%	5%	7%	0%	3%	100%

91. When the bilateral funds are excluded, as shown in Table 6 and Table 7 and in Figure 5 to Figure 7, the programme funding to the various partners gives a different picture. Ecuador has received 38%, Viet Nam 22% and Peru 19% of the overall programme funding while Tanzania has had only 5% and Zambia 2%.

92. The split between the various Outcomes is markedly different in the three non-African countries. In Ecuador, there has been support for all four Outcomes albeit dominated by OC1 followed by OC2, of which Ecuador has taken 74% overall. Some 10% of all the funding to Ecuador has gone to OC3. In Viet Nam, more than 95% of the funding has gone to OC1 while in Peru, over 80% has gone to OC1 and the balance to OC3. Of the programme funding (excluding bilateral funds) to Zambia, over 80% has gone to OC2 while in Tanzania a similar proportion has gone to OC3.

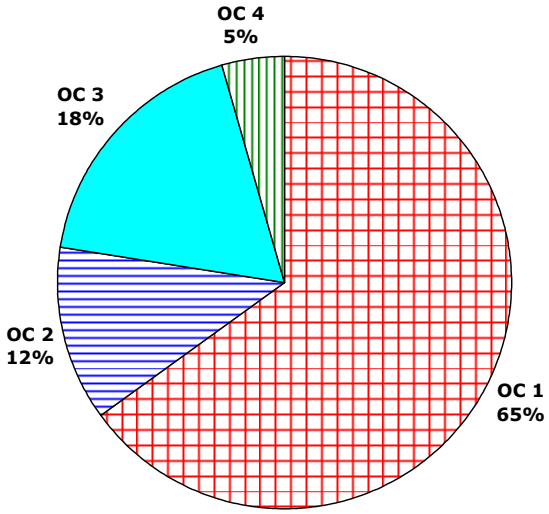

Figure 5. Programme funding by Outcome

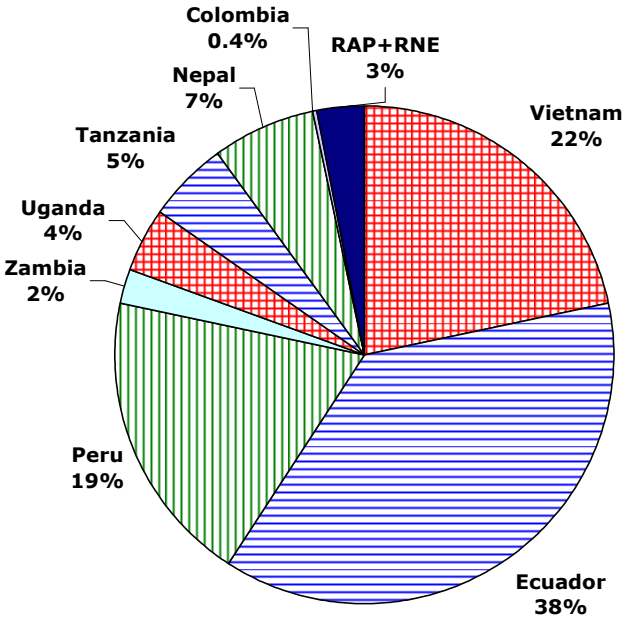

Figure 6. Programme funding by Country

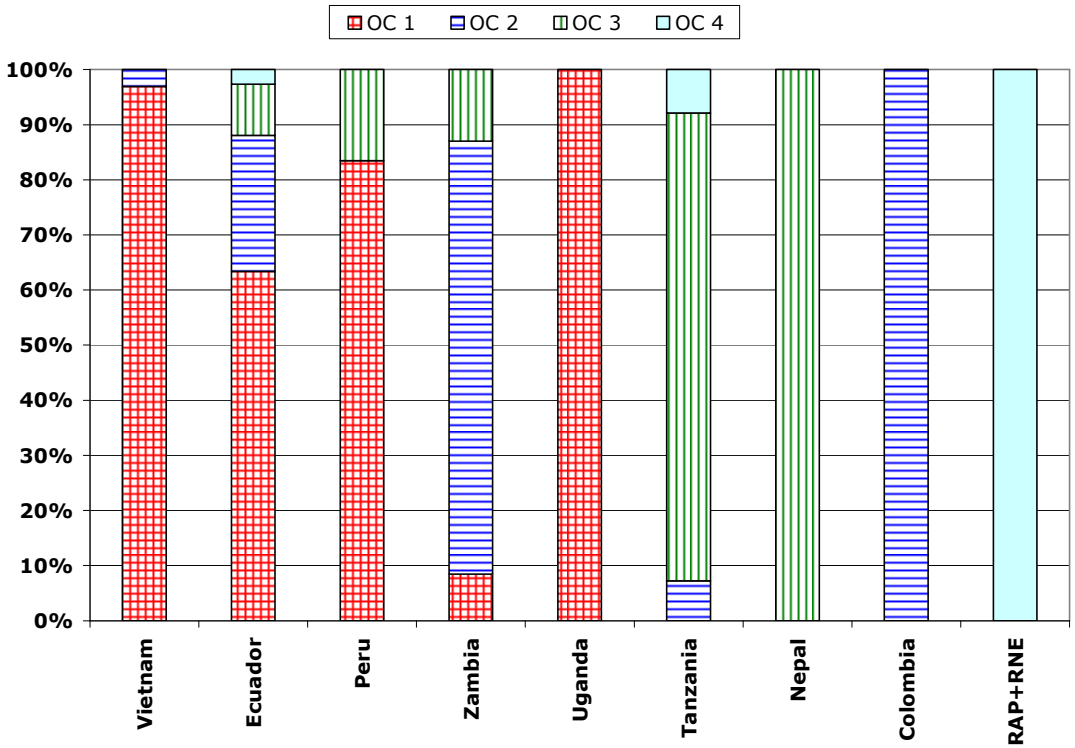

Figure 7. Programme funding by Outcome and Country

4.2 Programme Management

93. Programme management appears to be very competently delivered at HQ level and in all partner countries except Zambia. The relationship between the CTA and the counterpart institution are quite fractious and action is required to remedy this. The Zambia country report suggests that there are widespread and deep-seated coordination issues in the forest sector in Zambia and any changes should be made in the full light of these rather than piecemeal.

94. The Programme has had wide and effective cooperation with different departments within FAO HQ. It supports the activities of many other players active in country specific work (*e.g.* Peru, Ecuador). Individual experts have close and effective connections with country-specific actors. Software development and remote sensing tools are being jointly tailored with the pilot countries. Overall, the Programme has succeeded in creating added-value for related and ongoing work within FAO.

95. The Programme has utilised external expertise when required for specific purposes and tasks and this usage has been well justified. However, the Programme should organise a document management system that includes reports produced by individual experts. If reports such as these are not well organised and available to in internet searchers, there is a risk that they will not be readily available and used in other activities to which they could add benefit.

4.3 Technical Backstopping

96. With the exception of the difficulties in Zambia noted above, technical backstopping appears to have been effective and well-received. Technical expertise relies heavily on the HQ support organised by Programme. Although regular FAO staff members are partly involved, the risk remains that project results are not fully institutionalised unless there is continuing effort to optimise this.

97. There appears to be a need to prepare more detailed plans for technical backstopping on a country-by-country basis. While it can be assumed that in some countries private sector contracts would be appropriate, effort should be made to utilise government organisations where possible to maximise institutional support. In some countries, such organisations can be technically very advanced (*e.g.* Viet Nam).

98. Given the anticipated wide range of people and organisations using it, the technical documentation related to software development should be produced in a way that ensures it can continue to be used by external as well as public sector partners.

99. The Programme team that has been created in FAO HQ is remarkable for its diversity and the synergy created through its relatively informal way of operating in a mutually supportive way. It encompasses a wide range of complementary expertise and experience that has added greatly to Programme delivery even if it cannot be accurately measured and assessed. There would be great value in keeping this team together as far as possible for any extension or indeed for a subsequent phase since the loss of impetus and the time taken to rebuild it would be substantial and costly in terms of the "learning curve" for a new team. Such a learning curve includes particularly the development of close working relationships and the synergy this can bring.

4.4 Government Support

100. One major issue here is the new Finnish Development Policy. While the programme remains within the broad development policy framework, there is need to strengthen and demonstrate over the remaining life of the programme the linkages between activities and direct impact on poverty and other social development goals, including specifically in respect of gender. A stronger and more evident linkage between the forest sector and other rural land-uses is also desirable to meet the latest policy aims. The activities under Outcomes 2 and 3 carry the main burden for this but is appreciated that plans are already in place and resources currently limited. The need to demonstrate uptake of inventory results is crucial and justifies additional funding if necessary to ensure it is done.

101. There have been delays due to government administrative processes in Viet Nam and Ecuador. As far as could be ascertained, these delays did not represent any dissatisfaction with or lack of interest in the Programme but were simply due to complex bureaucracy. This should have been identified at the design stage and the timing adjusted to allow for it.

102. Partner government support from Zambia appears to be well below what should be expected and national counterpart personnel have not been made available as they should and were expected to be for the Programme. Without the benefit of a field visit, it is impossible to be definitive but the indications are that, despite stated interest, there does not seem to be real commitment to the Programme as opposed to benefiting from the finance it provides. No real

use has been made of information collected previously and management planning is reported by recent missions to be non-existent. This is disappointing in a country that had excellent management plans in the past for forests and tree resources on reserved and non-reserved land.

103. Zambia has not revised its forest policy since 1975 and has continued to procrastinate over the enactment of the 1999 Forest Act, which is essential to permit collaborative forest management being taken up. There are obviously major institutional difficulties in Zambia and these are so serious as to call into question the value of continuing without their resolution. The training activities are still to start but despite technically knowledgeable and enthusiastic individuals, the failure of the government and NGOs to succeed with any of their applications for the small FLEGT grants administered by FAO suggests deep seated problems. The guidance for those grants is exemplarily clear and only very simple proposals are required.

104. On the positive side, Zambia still has an extensive forest resource and a deforestation rate that is low by regional standards. Degradation is more severe. Although the regenerative ability of *Miombo* woodland is remarkable, there is undoubtedly loss of biodiversity including loss of the less common but highly desirable tree species. Fire management is a vital tool and the failure to enable collaborative management severely restricts progress with improving forest management. There appears to be need for an in-depth visit to determine real interest and capacity and secure binding commitments from the government.

105. In Tanzania the transition to the new forest service is also a major cause of delays. This has been in process for more than a decade and remains uncompleted. The transitional state of the institutions is not helpful to assuring that the results of the inventory work, to which almost US$ 5 million has been committed, will be taken up and used fully. Tanzania has an excellent policy framework but the technical application is weak and there is little evidence of successful transition from pilot phase to scaling up in any forestry programmes. The most active work in the sector is in plantation development, which is the result of external private investors and takes place with little engagement of the forestry service.

106. As the country with the most vulnerable population and extensive dry forests vulnerable to climate change, it is vital that the investment in Tanzania does result in a positive uptake into improved forest management. The problem appears to lie in institutional complexity and weakness rather than lack of interest. While there is good expertise on the supportive aspects of planning and governance, technical competence is generally limited.

5 Results and contribution to stated objectives

5.1 Outputs and outcomes

5.1.1 Outcome 1

107. Generally, more GIS data was produced than was expected in the programme document. Some GIS layers need additional development and re-adjustment, but it can be made only when end-users have gained experience in using data. The project has prepared also spatial metadata layer, which is a good feature in long term use of data.

Output 1.1. Improved and strengthened National Forest monitoring and Assessment () programme by use of new innovative technologies, FRA 2010 Remote Sensing Survey, remote sensing methods, global research and emerging national and international information needs, to support SFM & REDD policy, planning and monitoring

i. Very good setup with various partners. Project has been able co-operate with UN-REDD and FRA activities although it has rather limited scope. It is recommended that project continue this holistic approach and continue extent co-operation to climatic change projects (e.g. plans with the MICCA project) to develop CO_2 reporting in national level policies.

ii. The concept of country specific "Need assessment & Client survey" survey should be developed. It should be possible (as appears to have been done under OC 2) to identify the real "End users". "Use Cases" for data usage should be documented and used as the basis for designing new inventories.. The basic "user need" consultation was made in Tanzania, but it should also cover detailed needs analysis related environmental services and NWFPs. The "Use cases" are normally defined when reporting systems are planned. It would be helpful to see how data is used in different ministries and how it is linked into national digital infrastructure. Analysis should contain information about attributes and reliability for specific geographical areas. It is unrealistic that only country level forest statistics is sufficient. It is also quite clear that National Forest Inventory is different from management planning. It is not very feasible always to plan inventories with extreme high intensity (*e.g.* Tanzania). This can be done for research purposes.

iii. The methodological integration of socioeconomic survey to forest inventories can be useful, but additional value of this type of work need to analyze carefully. While use has been made of National Census and Agricultural surveys by OC2, it is not fully clear that this source of information has been exhaustively reviewed and considered. Given the high cost of data collection, every opportunity must be taken to avoid duplication when adequate data already exists. It may be advisable to consider further cooperation with national census and survey agencies and add specific forestry related questions to their regular and special surveys. When there is need for highly forestry-specific household monitoring and enough money to derive reliable forestry statistics, it may be possible to use overlapping data collection schemes (although results from Zambia and Bangladesh do not support this assumption).

iv. On completion of the field work, and the data from Tanzania is analyzed, alternative remote-sensing supported concepts should be tested and reviewed together with more consideration of the need for field plots. The current approach

is planned to go to district level, but scenario of a "light-weight" version for provincial level statistics should be developed also.

v. Review and analysis of existing NFMA "large plots" could be used to derive recommendations for sampling intensity for all major forestry variables. All 14 previously inventoried countries have datasets which could be used in methodological studies and improved designs could be developed. The utility of plots as training areas for remote sensing needs to be studied. A second round of inventories is planned very soon and there is a good possibility of gaining experience from the accuracy of the results for different variables on how the system should be developed for the next round of field work. Special attention should be given to estimates of rare commercial tree species and suitable reporting areas for different landscape structure/forest proportions.

vi. The National Forest Inventory planning process is a very important element when methodologies are applied in different spatial land-use structures. A new approach has been applied in Tanzania using a Landsat image based land-use structure. Remote sensing based on four biomass strata, distance to roads and slope were utilised as part of sampling design. A substantial amount field work could be saved if the minimum reporting area was to be a province instead of a district, but much depends on the absolute size of these units. Variograms could be estimated separately for different parts of country and the distance between plots could be optimised in these.

vii. Some high resolution alternatives are already free (Google Earth) or superior in biomass surveys (LIDAR). More attention should be given to the development of two-phase sampling with post stratification. Current piloting of remote sensing systems is mainly focusing on optical Landsat data. It is rather an old approach and in scattered forests has many difficulties, including delineation of woody areas and mixtures with other green vegetation. LIDAR and High resolution RS is becoming more available and it is easy to create a systematic image plot network for visual interpretation and thus increase the accuracy of forest inventories using a post-stratification scheme. Initially, GoogleEarth based software has been created. The systems and work processes in this context need to be continued and tested in different countries.

viii. The standard, systematic FAO approach used in many countries (Zambia, Bangladesh, *etc*.) was designed to cover many different needs for information. However, it has very limited accuracy for forestry variables and limited value at sub-national unit (*e.g.* provincial) level since there are usually too few observations per unit. The existing cluster information collected and stored in to the database should be analysed carefully. The clusters could be split into plots and the plots combined with visual Google image data information.

ix. Methodology and software development activities (Open source concept and general tools) are appropriate and well organised. These activities should continuebut could be more results-oriented. Versions should be released more frequently and some standard versions should be available also. It is noted that there are monthly releases of the OT Toolkit.

x. The OpenForis concept is principally very good, but it requires expertise and capacity to adapt it to specific circumstances. There is a clear need for fixed Tier specific systems for marketing purposes. Most of the simple inventory data input and calculation systems should be available on the internet for basic purposes. It is understood that plans are in hand to do this.

xi. The "OpenForis Tiers" need to developed using skill and data quality based "Use cases". It should be possible to adapt ideas and definitions from IPCC guidelines.

xii. The Concepts for biodiversity – GBIF concept and software development should be tested and developed for NFMA data collection. It is notes that there have been unexpected delays due to key people not being available because of other commitments away from base.

xiii. The extension of resources and cooperation with FRA could benefit wider FAO transparency. It would improve scalability, error control and applicability of methods as well as improve FRA quality. The linkage between FRA and country specific works is clear and some methodological studies could be done jointly. It has been already started in the form of a "work group", but some formal resources could be allocated to this work and research.

Output 1.2. Country tailored improved s set up in 3 -5 countries and integrated into national policy and planning processes and such initiatives as WB Carbon Partnership Facility (FCPF) and UN-REDD

i. Principally, there are enough countries (5) with different characteristics to test different concepts. Socio-economic surveys could be organized through national census agencies although good cooperation would be required to do this if the required data is to be collected, since it may not be of direct interest to such agencies. Ultimately, a mixed approach may be required but the key point is to minimise duplication and overlap while ensuring that "demand side" data is sufficient to make full use of that on the "supply side."

ii. The value of information from country specific population census, agricultural census and forestry specific socio-economic results should be analysed and its potential use defined. The question ultimately will be, "What would be the optimal combination and give provide the best value for money? Moving collection of forestry variables to other censuses could be considered provided the results are adequate for the purposes required. In the event they are not, then data collection can be continued separately. The full range of opportunities needs to be assessed.

iii. It would be useful to undertake more analysis on developing a range of concepts and reporting tiers for Forestry data needs, different skill levels, datasets and needs. The wide range of forest types and condition as well as socio-economic and environmental parameters will require a good range of alternative approaches and tools.

iv. Tanzania is very good test site for many new African concepts. Collected data need to be analysed properly and put effectively into use in improved policy development and planning work. The experience gained with this can then be used in planning approaches elsewhere. The experience gained with different forest types and structures will be important. The minimum acceptable design should be defined and alternative approaches for different parts of country could be analysed using variograms. The most appropriate plot size to capture information on large, rare trees will need to be defined.

v. Post-stratification assessment using Google materials should be done for Zambia data. One question needing consideration is how to split Zambian plots into small units, which can be used with high resolution RS. Analysis of optimal sample plot size and cluster shape is needed for Zambia for different variables: biomass,

rare species, landscape, degradation and growth. This would be a good test site for LIDAR. The Google Earth exercise will need to be done for the entire country, not only the pilot.

vi. In Peru there have been delays and progress is behind schedule but the planning of the inventory is well organised. There is good cooperation and co-financing schemes. Support will be received from USFS, and the regions are co-financing with (US$ 1.8 million). Vegetation mapping is supported by Ministry of Environment, who have a specific mapping tool and use Landsat mosaics. There is a 2009 map, updated 2011, and the Programme field started pilot work in October 2011. The design aspects are being followed up to ensure good overall coherence. There is well organized co-operation with the statistical administration and biodiversity surveys: during the current year, this has included the FAO Peru Agricultural census as well as work on multipurpose forest governance, which also involved census people. Biodiversity aspects were handled through co-operation and an expert-meeting arranged.

vii. The Peru work has close connections to forestry-related investors, who need data to make financial decisions on their investment.

viii. For Viet Nam, the best approach seems to be to use the extensive network of previous inventory plots to inform the design of plot sizes and clusters. A major issue will be the assessment of rare species and medical plants in some areas; different designs may be required for east, west, north, south to reflect the widely different conditions. Socioeconomic variables have already been covered in the population survey, but there is need to check the adequacy of this. Further study of Open Source segmentation tools is also needed. It may be that additional socio-economic survey is not needed or at least not in full, a review of the incremental value of this should be carried out.

ix. Further consideration could be given to the benefits of remote sensing in country specific surveys; the number of field plots can be reduced when high resolution material available and this aspect should be considered in the planning of inventory design. Current plans rely mainly on field measurements and the connection with remote sensing could be strengthened. There is need to test applicability of samples of high resolution material and the integration of field plots into the interpretation process.

x. The value of this data for improved policy and planning is fundamental but so far there has not been sufficient information available to see clearly that this is being done although the work under OC2 and OC3 has prepared the way for this.

Output 1.3. National Forest Information System planned and established in 2 - 4 countries to integrate the results and products to national information and planning systems to provide updatable information on forests, trees outside forests and land cover to meet national and international reporting for policy making and planning on SFM, REDD accounting and other development and monitoring purposes.

i. There is need to establish data sharing protocols, contracts and practice between Census, Agricultural census, Forestry, Environment & Wildlife departments. Peru provides a good example of an effective approach to this. The process has been started in Zambia. Crucial to this process is the enhancement of cooperation and collaboration among different organisations within country, which it is recognised is far from easy to achieve.

ii. There would be value in pursuing joint projects with departments of Natural Resources, Agriculture and Forestry as a means of demonstrating carbon reporting at policy level.
iii. More statistical and sampling expertise is needed within FAO Forestry. Statistics with auxiliary data and bootstrap estimators need to be strengthened.
iv. Trees on farmland inventory systems using Google Earth materials could be developed and should be tested using tools developed by the Programme as soon as possible.

Output 1.4. FAO position strengthened as a Centre of Excellence with a Knowledge Reference and Information Services for countries, organisations and specialists on the access to and use of forest inventories and remote sensing for forest monitoring in order to increase the technical capacity for developing countries

i. The recruitment of additional statistical expertise is very much needed for this.
ii. Greater awareness about statistical reliability is really needed within FAO. Too many former NFMAs have been designed with low reliability requirements for forest characteristics. Many output variables show a high degree of randomness, which means they are of little value.
iii. Different alternative approaches should be developed for different spatial forest structures and knowledge levels, "Tiers" and concepts need to be developed using "skill and data quality need" levels for specific countries.

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Output 1.5. New knowledge generated to monitor progress towards the 2010 Biodiversity Target, the UNFF Global Objectives on Forests and the Millennium Development Goals through a series of special studies on SFM e.g.; forest degradation; forest fragmentation; forests in protected areas; trees outside forests; and forests and poverty

i. This has not yet happened
ii. There is urgent need to focus more on this during the remaining lifespan of the Programme as soon as resources are available, since this is vital for the wider impact from the application of the inventory data.

Output 1.6. A strategy for future global forest resources assessments developed taking into account coordination with new needs of countries and recent technological developments and the need for up-to-date information on a number of key forest-related topics

i. Not yet significantly addressed
ii. There is need to focus on this during remaining lifespan of project as it is a key element of sustainability and wider impact, from the uptake of experience gained.
iii. Internet-based document management should organized and used.
iv. The Wiki is an example of good practice.

5.1.2 Outcome 2

108. The funding allocated to this has been quite limited, on the grounds that it was meant to be incremental rather than mainstream. As a result, the scope and intensity of what was possible has been quite limited.

Output 2.1. Cross-sectoral dialogue between forestry and other sectors established and/or strengthened at national and local levels, integrating emerging issues related to climate change

109. To date, the Programme reports that:

- Efforts were undertaken to strengthen forest communication capacity by developing forest communication training modules and initiating networks of communication professionals.
- Forest governance monitoring work was started as a means to help communicate and make the sector more transparent and – over time – better governed.
- Socio-economic monitoring has been strengthened as a way to better show the contribution of forests in a wider context. This includes measurement of the informal economy (which can amount to 90% in some of the FAO-Finland pilot countries).
- Tool development work has started to make use of NFMA data in land use change projections and scenario building, supporting national and subnational policy and planning processes, including REDD+.

110. What has been done so far is sensible and appropriate. The work on trying to document the informal economy is of particular value and lack of detail on this has been a major constraint to effective planning in many countries. The planned work in Ecuador and Peru appears to be sensible consolidation of what has already been done. The greatest need perhaps is in the African partners where even internal coordination is fraught with difficulties and cross-sectoral cooperation remains generally elusive. The situation is exacerbated by the range of agencies responsible in many countries for different elements of forest-related policy.

111. Given the significant changes to the anticipated rate of progress with REDD, it is now also important to encourage useful debate with UN-REDD and FCPF on future actions and to revisit the linkages to FLEG-T processes. The relative importance ascribed so far to climate change mitigation needs to be balanced by greater attention to adaptation. The Programme supported the development of the initial Guidelines on *Integrating climate change into NFPs* and this has continued outside the Programme.

Output 2.2. The capacity of governmental and non-governmental stakeholders to implement the NFP through participatory processes, taking into account poverty aspects, is increased

112. Work under this Output has primarily concentrated on the first stage, training of trainers mainly through two workshops, for East and southern Africa and for Asia. Initial collaboration is underway on UN-REDD participatory governance assessments in Ecuador and Viet Nam.

113. The limited institutional capacity in Zambia especially and to a lesser extent in Tanzania is a severe constraint to effective uptake. There needs to be a rigorous audit of planned and ongoing activities outside the Programme in these two countries, since in many cases, key participants are often drawn from a small but highly influential group of people. Their availability can largely determine whether or not there is subsequent progress, irrespective of the quality of the support provided.

Output 2.3. Enhanced capacity of Forestry Administrations and other stakeholders to participate actively in national development strategies, programmes and international discussions, including those related to climate change

114. The proposals to concentrate on securing better understanding of real value of forestry's contribution to national economies are well-conceived and highly appropriate. Whether this work should concentrate on either Tanzania or Zambia given the difficulties likely to be encountered is unclear. Peru and Viet Nam would seem to be more logical places at least initially although the substantial investment to date in Zambia also justifies investigation of what might be achievable in that country.

Output 2.4. Countries have developed national financing strategies, plans and mechanisms for SFM, including climate change adaptation and mitigation, through participatory processes

115. The study on PES planned for 2011 did not take place due to staff changes. Given the changes to the likely progress with REDD, it would seem well worthwhile to resuscitate this study with a view to securing good information on the potential for more prominent focus on non-carbon environmental services as part of improving forest management and ultimately SFM.

Output 2.5. Guidelines for integrating climate change into national forest programmes (i.e. forests and climate change strategies) are developed, applied in 3 to 5 countries, discussed in regional workshops and widely disseminated

116. This is an important output but would benefit from being considered in a wider way than just guidelines. A system that provides a coherent suite of support from guidelines to detailed manuals, preferably country or at least ecologically specific is indicated. Guidelines and manuals may need to be complemented with "hands on" field visits rather than workshops; the value of piloting guidelines in country is potentially high and it is important that FAO learn directly exactly how guidelines are used as a means of developing new materials.

Output 2.6. Based on a participatory analysis of forest-related institutions and governance processes, strategies are developed and implemented in 3 to five countries to strengthen the institutional capacity to implement forest policy and legislation and to respond to new challenges, including climate change, and advance towards SFM

117. This important topic needs to be addressed in a country with a basically effective institution. Peru appears to be well-suited in this regard. The suggestion in the workplan to undertake activities in Tanzania seems premature given the slow progress in developing the Tanzania Forest Service and the institutional weaknesses evident in that country.

5.1.3 Outcome 3

118. The resources devoted to this outcome, which were set at the design stage, seem to be less than required to complete the work fully. The outputs and activities are ones that will

give uptake to the information obtained under Outcome 1 through the policy framework that is supported through Outcome 2. This imbalance needs to be addressed but unless savings can be made under Outcome 1, which is the one with the major proportion of the funding, this seems unlikely. A case needs to be made that builds on what has been done and shows clearly how this will support effective uptake of the inventory results.

Output 3.1. Guidelines for integrating climate change into forest management operational practices

119. The idea of revising forest management practices to accommodate climate change is undoubtedly correct, the activities proposed for 2012 target the local level which is inherently correct. It is important that these activities make full use of as wide a range of knowledge transfer techniques as possible, including field based demonstration and training when appropriate. It is not fully evident that all partner countries have the capacity for effective integration without substantial assistance. Given the limited resources available, a tightly targeted focus will be essential.

Output 3.2. Guide to implementation of "Phytosanitary standards in forestry and "Agroforestry policy guidelines" prepared through multi-stakeholder processes and field tested in three to five countries

120. The Phytosanitary Guidelines have been published and appear to be competent and potentially valuable. Those on Agroforestry will be published including 16 case-studies. As with so many guidelines, these publications will be valuable for countries with fair competence levels but are unlikely to have so much impact in countries with weak capacity. An integrated suite of materials and events and in many cases a more hands-on approach is required if useful changes are to be supported in such countries.

Output 3.3. Strengthened country and stakeholder capacity to implement existing "Good Practice Guidelines" towards sustainable forest management in three to five partner countries

121. The progress and plans for Peru appear to be appropriate and useful. In Ecuador the picture seems also fairly positive, although there do appear to be some potential difficulties due to unclear institutional leadership that need to be resolved quickly to avoid unnecessary competition amongst them.

122. In Tanzania, while the progress seems to be locally good and valued, there remains great danger that once programme support ceases, the impetus will cease. This was the finding from the 2010 evaluation of Finnish support [10] and while much confidence is place in engagement of communities as the vehicle for ongoing delivery, the 2009 review of PFM Impact in Tanzania [11] presents a depressing view of limited scaling-up, restricted engagement

[10] Finnish Support to Forestry and Biological Resources. Evaluation Report 2010:5/1 MFA, Helsinki

[11] Participatory Forest Management in Tanzania: 1993 – 2009. Tom Blomley and Said Iddi, MNRT, FBD.

and poor returns to communities. Unless and until a mechanism can be found to overcome these basic weaknesses, then the chances of success will be remote.

Output 4.1. All partner countries are able to actively participate in key international forestry-related processes, including both regional and global processes

123. This is a potentially valuable output but what is also needed is help to move countries towards a position where their engagement leads to policies being effected. It is unclear that the present state of the forest institutions in East Africa justifies major intervention of this nature. Nevertheless, the ability of many poorer countries to negotiate effectively at international level is usually weak. As part of enhancing collaboration among national agencies, negotiation training could be useful. Countries that engage with commercial operations also often need improved negotiation skills to deal with this and again, this is an area that could be usefully explored.

Output 4.2. Strengthened partner country capacity to provide high-quality reports to the main forest-related processes, including regional forestry commissions, COFO, FRA 2010, CBD, UNFCCC, UNFF and he MDG processes

124. This output is dependent on the appointment of an expert to UNFF. The question f definitions is one in which FAO can and should have a leading role but the discussion perhaps needs to be set wider than it has been with a view to providing a real incentive for countries to work on securing data that is both valuable to their forest-sector and appropriate for international reporting.

Output 4.3. Increased awareness of the role of forests and sustainable forest management in climate change mitigation and adaptation

125. While good communications for Forest Day 2012 are essential, it is unclear that the results noted by the country missions to Tanzania and Zambia will be able to provide appropriate material for this.

5.2 Gender issues

126. The Programme has been punctilious in reporting of numbers of women attending workshops, *etc*. and in recruitment appears to have made good efforts to ensure women are given ample opportunity. There is need to build on the substantial body of material on women's role in relation to forests and their products and services, women's specific needs and the factors that exclude or work against women.

127. In respect of collaborative forest management, there is considerable potential for developing gender sensitive interventions that could contribute actively to women's livelihoods and enhance their status. The 2010 report by Ylhäisi and Kingasi from Tanzania deals in some depth with the issue of gender in socio-economic surveys and was quite critical of the failure to deal adequately with the topic. Their report was followed up in detail and

substantial changes were made as a result. As in other matters, the Programme is ultimately in a facilitating position and in many instances compromise is needed to secure support from partner countries. The information being collected should provide useful insight to assist with the development in due course of more gender specific interventions at forest level.

5.3 Capacity development

128. The major issue identified in terms of capacity development relates to the African partners, where technical expertise to implement the work being piloted remains very limited. Most of the inventory work in Tanzania is being carried out by consultants and the building of capacity within the national forestry agency as a result is not happening. Given the need for rapid progress, this is understandable but it has implications for sustainability and is also inculcating a heavy reliance on national consultants.

129. In Zambia, progress has been very slow on nearly all Outcomes and the institutional weaknesses there restrict what can be done. In the absence of a better functioning institution, it seems difficult to see significant progress will be achieved.

130. Both of the Latin American countries are making good progress. In Ecuador there has been heavy reliance on outside assistance although it is understood that active training of national counterparts is being undertaken. The situation in Peru suggests that the outputs under Outcome 3 have been well received and taken up but the current state of flux in the policy environment leads to questions over whether the results of the inventory will be utilised in the proposed way and the extent to which this will be possible.

131. Despite the delays in start up, capacity is not reported as a problem in Viet Nam and work is active and competently delivered

5.4 Sustainability: institutional, social, technical and economic

132. It is too early to make definitive comment on these aspects, which are closely related to the situation and capacity of the partner countries. Viet Nam appears to be best placed to deliver sustainable changes and has solid ability to mainstream the practices being applied. The concern in Viet Nam relates to issues that the programme does not address directly: the conservation and livelihood of natural forests and the exclusion of poorer farmers from benefits from tree-planting.

133. In Ecuador, there appears to be potentially a useful and sustainable outcome in respect of good documentation and analysis of a wide range of service values through modifications to the MRV approach. The value of a complete national forest inventory is also solid and appears to be well integrated with current government interests and strategies. However, unless additional funding is found, then there is danger that the ongoing work will cease uncompleted.

134. The situation in Peru is similar but has less clear government support, in part because of the apparent disarray pervading the future direction of the forestry sector. The extensive community forests in the Amazon are a crucial component of a sustainable outcome and the success in integrating and using the outputs from the Programme is somewhat unclear.

135. In Tanzania, it seems that the inventory work will be completed effectively and will deliver most if not of all of the information as planned. The issue in this country is whether the institution has the capability to make effective use of this for improved planning and deliver activities on the ground that are guided by it. The heavy use of external and national consultants is not helping to build skills within the forestry institution but it is recognised that the slow progress with the Tanzania Forest Service exacerbates this situation.

136. Tanzania will require further support to greatly strengthen the policy/practice link if the benefits from the current Programme investment are to be realised.

137. In Zambia, the position is perhaps worst. The failure to update and apply legislation inhibits collaborative forest management and the lack of real use made from ILUA 1 information bodes ill for current plans. The situation in Zambia appears to justify a more extensive field visit than has been undertaken by the short mission that was part of the *Strategic Evaluation of FAO's Role and Work in Forestry*. There is a difficult relationship between the Programme and Forest Department in the country that requires action to remedy it.

138. It was reported but not confirmed in detail that very substantial support has been committed by USAID for MRV piloting in Eastern Province. This seems inappropriate given the lack of progress made in utilising the investment made by ILUA I and II and the very disappointing failure to provide a legal framework within which CBFM could take place. Funding on this scale is likely to dominate the Forest Department thinking to the detriment of proposals from other donors, including possible the Programme.

5.5 Impact

139. It is too early to make much useful comment on potential impact. Overall it seems that impact will be largely related to institutional capacity and capability. While positive impact is expected in Ecuador and Viet Nam, and probably in Peru, impact in Tanzania and is likely to be transitory unless further support is forthcoming to ensure the take-up of the opportunities being provided by the Programme for improved forest management based n sound information. Impact in Zambia, unless there are major rapid changes, is likely to be very limited.

6 Conclusions and recommendations

140. There are major questions relating to the validity of the assumptions for the African partners, as confirmed through discussion with Programme staff and colleagues who had recent experience in country, which indicate strongly that there is unlikely to be adequate uptake of the inventory information in a way that would improve planning at national level, still less at subsidiary levels.

141. The outcome of the UNFCCC Durban COP is generally regarded as having put back any likelihood of REDD as other than a voluntary funding mechanism until at least 2020. Voluntary funding will never be able to meet the financial flows expected from compliance markets, probably less than 10% at best. Although both Tanzania and Zambia are partners in UN-REDD and Norway is supporting REDD relevant activities substantially in Tanzania through bilateral funding, the view promoted in the short paper coordinated by FERN [12] presents a gloomy picture that was widely shared by major international NGOs heavily involved in REDD-related activities and by the World Bank in interviews undertaken recently in Washington, DC.

142. As a major partner in UN-REDD, FAO is obviously in a very difficult position in these circumstances but to ensure optimal uptake of information being gathered by the programme a strong reiteration of the need to include other forest service values as well as carbon would be timely. There is undoubted value in MRV for a widely based assessment of ecological forest services, including carbon. The model being promoted in Ecuador appears to have considerable potential as a solution to this problem.

143. Although the review has found little of concern related to the delivery of the workplans and indeed the evidence in the progress reports demonstrates exemplary commitment and dedication, the review team has major concerns over the fundamental structure of the programme, in particular, the linking of five partner countries with very disparate needs and capability to take up the results from the programme. In essence, the partner countries fall into three groups that mirror their geographical dispersal.

6.1 Inventory design issues

144. The work that has been done and is continuing has been of a high technical standard. Nevertheless, there are a number of issues that require attention:

- Whether sufficient use is being made of the latest remote sensing technology.
- There is a question as to the specification of the accuracy of the results and whether they are for national level planning or expected to provide adequate information at sub-national level.
- Thirdly, especially in Tanzania and to a lesser extent in Zambia, will the national institution have the expertise to be able to continue with the systems as a means of providing updated information?
- Fourthly, is adequate use is being made of existing sources of socio-economic information, from censuses and household surveys for example? It is not clear that

[12] "Carbon markets will not deliver for southern governments, forests and people" November 2011

collecting such information on the basis of a sampling frame designed for the resource base would be appropriate.

- Fifthly, what evidence is there that improved information will be taken up and applied to policy development and planning leading ultimately to improved forest management delivering enhanced benefits? It is too early to say for the ongoing inventory work but is currently existing information fully used and if not, why not?
- Finally there is the question of whether the current emphasis on REDD MRV can be adapted to provide information on environmental services more generally (particularly but not only water and biodiversity); it appears that this is already being undertaken in Ecuador so there seems to be no major hindrance to doing that; while the benefits of doing this would be very significant and this could be a useful model for application elsewhere.

Recommendation 1: To FAO and partner countries

The inventory design in each country should be subjected to a detailed peer review in the light of changed circumstances since the programme was designed, especially with REDD related MRV. Consideration is also required on the need for adequate socio-economic data and the likelihood of data being used as it was intended to be; necessary changes should be recommended by the reviewers and, where appropriate, made. The previously collected inventory dataset should be fully analysed and next round inventories should be designed based on those experiences. Specific attention should be given to reliability of provincial level forest statistics.

6.2 REDD MRV

145. At the time the Programme was appraised, REDD appeared to have huge potential to bring new results-based funding into forest management in tropical developing countries. The increasing expense and complexity of MRV systems and the slow progress on securing a binding international agreement on REDD, together with the requirement for countries to make national level gains in respect of forest cover and condition, suggest that many countries will be unable to benefit from REDD payments regardless of the sophistication of their MRV systems. The situation is particularly problematic for countries where savanna woodlands predominate in the forest cover as these woodlands have a very fluid forest/agriculture interface and were known to display long-cycle (several decades) climate-related forest cover changes even before more recent warming began to be fully appreciated. The programme ultimately aims to support improved forest management, which by definition includes being climate-change compliant.

Recommendation 2: FAO and Ecuador

MRV systems need to be critically reviewed in terms of their transaction costs (in terms of skilled time as well as financial cost) and lessons from CDM adequately taken into account. MRV systems should be less carbon-focused but, rather, be appropriate for monitoring and fostering the full range of forest services, of which carbon is just one. Ecuador should be used as an example of a pilot that might be tested in the other partner countries.

6.3 Forest potential

146. If forest resources are to deliver their full potential, they need to be as sustainably productive as possible although they may be managed in a wide variety of ways to meet specific needs. Flexibility is also essential to meet new and changed needs and demands. Planning requires good knowledge of the resource, its condition and potential. The weakness of the current definition of forest cover as 10%, which is used to determine forest status and changes, is already well-known and widely discussed. Forest cover and degradation levels are subjects of great concern to FAO as the global leader in forest assessment. Rather than a system based on a "global norm", a system based on the relative state of the forest would be much more helpful in giving guidance nationally on protection and management and providing sound reporting internationally.

147. A forest assessment system based on *relative condition values* would provide information on the level of forest cover loss and degradation compared with what should be there in a protected and/or a well-managed forest. The cost of undertaking measurement of forest cover is continually decreasing and a combination of forest and biodiversity inventory gives a good proxy for degradation. In essence, this would be an "improved Tier 1 reporting" in IPCC terms. Statistics that gave a clear indication of the "degradation gap" open up the possibility of a grant-based or results-based mechanism to reward countries that improve their forest, without having to tie the rewards to specific parameters such as carbon, and would need far less costly MRV; in essence, Forest MRV rather than simply carbon MRV.

Recommendation 3: To FAO

FAO should investigate the possibility of undertaking forest assessment based on the relative condition of the forest as a precursor to a meaningful debate on developing better information system for improved forest management. Such information would allow much more relevant debate on progress and would create the basis for "rewards-based" systems that could generate funding much more cheaply than REDD.

6.4 Uptake into plans

148. The uptake of inventory information into planning from policy level down to management plan level is essential to justify the investment made. Given that forest conversion will inevitably continue, solid knowledge of the resource can help minimise the loss from this. Application of data into plans, especially at sub-national and forest level remains a problem in Tanzania and especially in Zambia, where knowledge of how to do this has almost completely eroded. Good technical capacity exists in Zambia but less so in Tanzania, although the policy and governance framework is generally better in Tanzania.

149. Because improved plans drawing on new inventory information is critical if the Programme goal of improved forest management delivering enhanced benefits is to be secured, it would be desirable to follow on from the current Programme with targeted support to this aspect. In Tanzania, it could be done through the demonstration district. In Zambia, the experience from the Luapula PFAP was not favourable and more fundamental support is required to rebuild the concept of management plans created within a framework of good information, a sound policy and an effective strategy both congruent with other sectoral plans.

Recommendation 4: To FAO, Finland, Zambia and other countries

Support should be given to Zambia to rebuild expertise in management planning that encompasses the reserved and non-reserved forest resources of the country and includes plans for restoration, optimising use of the data collected and analysed. Similar support might be considered for other partner countries, too.

6.5 Guidelines and standards

150. FAO is widely recognised for the quality of its guidelines and - previously - for its detailed manuals. It is not clear that there has been adequate follow up of how more recent guidelines have been used and a more demand-driven approach may be better. The needs of different countries for technical guidance of this nature vary widely and while guidelines may be sufficient in some cases, in others detailed manuals or alternative approaches to knowledge transfer would be more appropriate. It is recognised that work has gone on that was not supported by the Programme and this has not been reviewed although the Programme personnel have made the evaluators aware of this.

- Areas that seem to have been somewhat neglected include climate change adaptation as opposed to mitigation;
- Forest plantation design to accommodate wider needs such as biodiversity and other forest services, especially on degraded land. Good design is also part of maintaining forest health;
- As timber plantations are important and ideas for rehabilitation and/or expansion exist in all partner countries except Zambia (although that country has considerable potential to do so) appropriate standards seem to be strongly indicated. Such standards do exist and could be adapted for national use fairly readily;
- Tanzania, for example, has a very active programme of externally funded timber plantation expansion but neither standards nor the staff with the expertise to apply them. Good standards that are appropriate to the needs of that country would be very helpful to sound development.

151. Because climate change in particular is highly political and one reason identified for slow progress with REDD has been lack of real political support in many countries, consideration should be given to the preparation of "political briefs," aimed at senior politicians, from the successes of the Programme, based on its aims and outcomes, to help inculcate such support. The content of such briefs must, of course, be factually based, informative and promote the Programme aims. The former DFID Forest Research Programme produced high quality briefs of this type as a requirement on most of the projects it funded and found that they were highly influential.

152. FAO should consider demand-driven publications and other media and approaches that meet the needs of partner countries to rehabilitate and expand timber plantation areas where appropriate and should ensure that the sound material already contained in guidelines is available in sufficient detail to ensure that the relevant institutions in each country are able to implement properly the ideas contained in them.

153. FAO generally and under this Programme has produced numerous sets of guidelines aimed at the global and subsidiary levels, including national level. It is not clear that there has always been an objective assessment of the extent to which these have been used, how and by whom and whether they are fully appropriate. Particularly in Africa, technical expertise has eroded so severely that much more detailed information needs to be made available on precisely how to do things – *i.e.,* manuals and hands on training events.

Recommendation 5: To FAO

The value and use of the various guidelines and manuals that have been developed should be critically reviewed with the aim of developing a wider range of demand led material for specific countries or groups of countries and to developing succinct political briefs based on the aims and outcomes of the Programme.

6.6 Demonstration areas, model forest

154. Many detailed manuals exist on all aspects of forestry, yet in practice technical application is often weak. What does seem to be an effective tool is demonstration. In Tanzania in particular there is a disconnect between a sound forest policy and its application on the ground. This includes poor plans as well as poor implementation of silvicultural and related activities. By concentrating effort into a single district selected for its ability to provide a good demonstration rather than for political reasons, it would be possible to achieve and demonstrate good implementation of all the various components that have been supported by the programme.

155. Showing physically how inventory data has been brought into plans and how these plans have been developed through effective consultation, as well as how they respect ecological limitations, would provide much clearer insights and learning opportunities for many people to complement guidelines, manuals and related material. By operating at district scale, detailed monitoring of the resource base and socio-economic changes would be facilitated and provide objective information on which to base future activities in other areas.

Recommendation 6: To FAO, Finland, Tanzania

Consideration should be given to supporting a model forest district in Tanzania to demonstrate the linkages from the national forest inventory, through the enhanced policy and governance framework, to actions on the ground that result in improved forest management and deliver real benefits to the local population.

6.7 Gender

156. As well as dealing with gender in management, securing balanced groups, *etc*., the programme as a whole has focused on including adequate gender separation information in it data gathering. Solid efforts have been made to ensure that women participate in meetings and that there is gender balance in employment and contracts. There is, however, potential for much deeper gender considerations. The principles of these also apply to empowerment of other disadvantaged groups. Women-headed households are particularly common in Tanzania

and Zambia, in part due to a long history of men working away from home in industries such as mining. Both resurgence of mining in Zambia and employment opportunities in the Gulf region for men from Tanzania increase this tendency and there are also effects from HIV-related mortality of men.

157. In Viet Nam, there are currently pilots in two districts that are developing concepts for socio-economic studies: [1] NFIMAP 2011-2012: Ha Tinh, Bac Can; NFIMAP 2012-2013 provinces are preliminary: Lai Chou, Lao Cai, Quang Ninh, Hoa Binh, Than Hoa, Kon Tum, Lam Donk, Ninh Thuan, Ca Mau, Thua Thien Hue (Information provided by Dr N.B. Ngai, Deputy Director of VNFOREST, 12.9.2011). This should in due course be made available to other partner countries after validation as part of the general exchange of findings and feedback on methodologies.

Recommendation 7: FAO, Partner countries

Socio-economic data gathering needs to separate clearly the views and needs of male and female-headed households to ensure that appropriate plans are elaborated and this information should also be utilised to develop gender appropriate interventions in natural forest management in particular.

6.8 Ecuador

158. Ecuador suffered from administrative delays initially but appears to be making good progress. Capacity is limited and parallel assistance has apparently been secured from US. The state of uncertainty surrounding the ultimate form of the new forest policy and legal framework remains an issue of concern but the direction being taken seems to be appropriate. The country's first national forest inventory is of great importance especially given the current work being undertaken on revision of the overarching policy and legal framework and the attention to environmental services.

159. The government decision to broaden MRV beyond carbon brings challenges to the programme as originally designed but appears to be eminently sensible and could provide a model that would reduce the risk of excessive work on carbon focused MRV systems while generating useful data on a wider range of forest service values, all of which are highly appropriate to the wider aims of poverty alleviation, social inclusion and sustainable management.

160. The indicative figure for additional funding required for Ecuador is US$ 2 million. Given that the country is no longer a major development partner, it seems unlikely that there would be substantial further bilateral funding from Finland.

Recommendation 8: FAO, Ecuador and other countries

The precise requirements for programme completion in terms of time and budget need to be specified. FAO should work with the potential partners already in contact with the Programme in Ecuador to develop a completion package. A similar exercise could be usefully done for other partner countries, especially those that are no longer priority countries for Finland.

6.9 Peru

Peru has been active and apparently effective in taking up opportunities from the Programme under Outcome 3. The position with Outcome 1 is less clear. Although physical progress is being made there needs to be assurance that the current policy and legislative flux will not prevent the adequate uptake of the enhanced information and its wide application, including for the extensive community forests in the Amazon and by the commercial investors. Peru has received support with the inventory work from the USFS.

Recommendation 9: To FAO, Partner countries

A clear statement is required that shows how the extensive work being carried out under Outcome 1 will be taken up and applied towards improved forest management in forests under different ownership.

6.10 Tanzania

161. Tanzania has a very good forest policy framework but application on the ground is weak. Despite numerous successful pilots on collaborative forest management, there has been no effective scaling up. Protection and management show some improvement but overall forest loss continues at a high level with expansion for subsistence farming, land grants for commercial agriculture and, in upland areas, concessions for timber plantation establishment. Technical expertise has been eroded and this limits delivery of sustainable management systems that deliver the desired range of products and services in many cases.

162. The level of resources being invested in REDD MRV in Tanzania seems to need review given the structural limitations that are likely to preclude the country securing results-based payments in the foreseeable future. Emphasis should be on a more widely based (REDD-compliant) system that monitors all forest service values. Tanzania has small areas of globally important forest biodiversity that need continued protection.

163. Consideration should be given to support for concentrated inputs that would allow creation of a "model forest district" to provide opportunity for personnel and stakeholders at all levels to see what the implemented policy could look like (see Recommendation 6: above).

6.11 Viet Nam

164. The delayed start in Viet Nam means that progress is behind the original plan. The main support being provided to Viet Nam is under Outcome 1 and the country has good national expertise in both inventory and remote sensing that will facilitate application of revised methodologies. Despite the overall positive gains in terms of forest cover in Viet Nam, major issues remain in terms of continuing loss of natural forest and substantial expansion of industrial wood plantations for export markets. In concert with rapid economic development, there is need for clear disaggregation to ensure that forest sector planning takes into account and provides opportunities for enhanced livelihoods and addresses the marginalisation of vulnerable groups.

Recommendation 10: To FAO, Viet Nam

The programme should have a time-extension in Viet Nam and indicators for livelihood gains and enhanced social inclusion should be formulated and monitored.

6.12 Zambia

165. Like Tanzania, Zambia has a history of a very effective forest service although this has been degraded for more than 25 years. Past innovations include excellent plantation development on the Copper Belt; sound management plans, which were implemented, for protected areas; and very innovative management plans for forest resources on non-reserved land. These included consideration of agricultural cropping systems and livestock as well as conservation, catchment and water course protection.

166. Zambia does not have an effective forest policy and delays in enacting changes that enable collaborative management continue to be a source of frustration. Capacity for management planning is limited although technical expertise is generally good. Although there was a previous programme of information gathering (ILUA 1), this did not appear to result in better planning leading to improved management on the ground. Forest loss through land conversion continues at a high rate in the country although much of the forest resource is potentially restorable, largely through natural means, given appropriate protection and limited silvicultural interventions.

167. The level of resources being invested in REDD MRV in Zambia seems to be excessive given the structural limitations that are likely to preclude the country securing results-based payments in the foreseeable future. A more widely based REDD-compliant system that monitors all forest service values would be preferable, as in Tanzania and indeed perhaps generally, using the Ecuador model as a starting point.

Recommendation 11: To FAO, Finland, Zambia

Further support is required for Zambia post-Programme to try and inculcate improved management planning, but such support should be predicated on an enhanced policy and governance framework. Zambia would benefit from the proposed demonstration model forest district as in Tanzania. A specific review mission to examine the delays, confirm national capacity to absorb additional support and interest in doing so would be valuable.

6.13 Capacity building for international negotiations

168. Outcome 4 correctly identifies the need for partner countries to be able to participate actively in key international forest-related processes at regional and global levels. What is not clear is the extent to which the issue of different national agencies being responsible for the various forest-related processes and conventions has been taken into account. In many cases, for example, UNFCCC and CBD contact points are not located in forestry departments or even in the same ministry. Coordination within country is often quite poor.

169. While being able to provide good reporting is crucial (as noted in Output 4.1) many forestry representatives (and other national representatives) also lack negotiating skills, especially in sub-Saharan Africa. This is particularly so in the case of REDD where the widespread but informally voiced concerns over African countries being able to participate is never raised in negotiations and countries go along with proposals that bring short-term gain (such as readiness funding) while the deeper constraints are never mentioned. Strengthening negotiation skills would be beneficial at national level as well as the international level, especially where powerful interests such as major investors are involved.

Recommendation 12: To All

Support for capacity building needs to include improved national-level coordination as well as enhanced negotiating skills at international and national levels to complement the gain provided by better information and clearer understanding of the issues that the Programme is bringing.

6.14 Allowance culture

170. Inflated allowances (sitting allowances and night allowances) have become the norm in sub-Saharan Africa in particular as a result of severe erosion of salary purchasing power. There has also often been a civil service-wide upgrading of posts as a means of trying to improve individual salaries. The allowance culture currently diverts attention away from national strategic priorities in the forest sector in favour of activities that generate allowances.

171. Donor reluctance to support salaries is understandable given the hindrance this would cause to sustainability of efforts after donor funding ceases. However, providing allowances creates the same problem in addition to resulting in even more perverse outcomes, such as encouraging personnel to attend conferences of peripheral value to them rather than do the productive work their positions require. The current system of allowances also makes field work prohibitively expensive and the cost is not sustainable after donor withdrawal. It will be hard to change established practice on this but ultimately countries need to return to a system of adequate salaries with allowances effectively covering additional costs as opposed to being an indirect salary top-up.

172. It should be possible to develop contracting of private sector institutions for specific tasks in some countries, especially data management tasks and muck of the mapping work, as an alternative to using government personnel with costs inflated by allowances.

Recommendation 13: To FAO

FAO should undertake a study similar to that provided for Malawi that shows clearly the erosion of salaries and discuss with donors means of moving to a situation where people can earn a fair reward without any supplement being tied to specific events such as workshops or supporting unnecessary travel. Ultimately developing sources of funding to support fair salaries must be prioritised.

6.15 Collaboration and Coordination

173. Enhanced collaboration and coordination is widely recognised as required but very hard to achieve, as evidenced by the decision to drop the FAO study on this under OC 2. The experience of REDD and in country communications as well as the increased information now available on the drivers of forest loss and degradation give added urgency to this.

174. The Programme needs to endeavour to take a lead whenever possible at country level and within FAO and at the same time it needs to gather as much information as possible to link access to improved information with improved forest management and tangible positive impact on poverty, livelihoods and delivery of production and service values.

Recommendation 14: To All

There needs to be a concerted and cooperative effort to gather and exchange evidence of positive impact from the access to improved information, even if just in terms of potential gains initially while at the same time, fostering effective links within countries and within FAO between those responsible for forestry and those with interests in other land uses and in rural development more widely, including representatives to international meetings relevant to the forest sector in its widest sense.

6.16 Programme extension

175. It is apparent that the programme will not complete Outcome 1 activities within the original time frame and partner countries will variously require further time and in some cases additional funds to do so. As a result of delays and the limited funds remaining for Outcomes 2 and 3, it will not be possible to complete all the envisaged work on making sure that the results from Outcome 1 are as fully integrated into decision making as possible.

176. In order to complete the Programme as originally conceptualised, further time and funding will be necessary. This will require consideration of an extension of the current Programme, additional funding and potentially a further phase to consolidate the progress made. In particular it is essential to ensure that the new information collected and made available from Outcome 1 is utilised as fully as possible in the improve policy development and planning functions it was designed to support. Without this, the investment made will not deliver its full potential value.

177. A decision needs to be made as quickly as possible, not least because unless more funding is available, staff will start to leave and the very valuable synergy created in the current team will be compromised. The Programme could aid this process by preparing a series of options for consideration.

Recommendation 15: To FAO, Finland

Action should start as soon as possible to review the budget and time frame so that additional resources can be made available to complete the Programme fully, including consideration of a substantial extension and/or a follow-on phase.

7 Lessons learned

178. This chapter draws on the findings of the MTE and identifies issues that may have wider application beyond as well as to the Programme itself. Many of these lessons are not new, similar ones are often recorded in evaluation reports. It is noted with concern that despite this, real change seems to be seldom effected.

Focus of the Programme:

179. The FAO-Finland Programme is complex and in hindsight perhaps overly ambitious. One of its key characteristics is that it includes a highly technical component (the inventory work) which dominates the inputs and management time but is in itself only one part of a process that aims to achieve the wider outcome of improved forest management. The enhanced level of knowledge of the resource is only of real value if it is used in a way that leads to improved management and then to improved benefit-levels for stakeholders. This situation is not uncommon and similar examples occur with climate change for example, where climate modelling is again a highly complex and expensive undertaking that only has real value if its output is utilised.

180. The danger inherent in a programme such as this one, which includes such a substantial, highly technical component, is that this component can easily overshadow the other components, falling foul of the need to maintain the right balance to achieve the Programme's full aims. As well as the size in terms of financing, there may also need to be timing considerations, especially if the subsidiary elements would be better run sequentially rather than concomitantly.

181. There is huge benefit from the synergy of the mixed approach that the Programme has to some extent taken up. For example, the breadth of expertise and experience marshalled and the creative discussion among members of the groups working on each outcome has been very helpful for refining the inventory plans and supporting a conducive environment in which they can be taken up. The challenge in these circumstances - and it is not clear that the programme has fully met this challenge - is to find the correct balance among the components to ensure that the outputs from the highly technical work is effectively utilised. In this case a more comprehensive and challenging appraisal at the design stage would probably have been helpful in securing more reliable uptake of the inventory information.

182. The experience gained from the Programme of maintaining a broad focus when it includes a major component relating to a highly technical aspect is of importance for other similarly constructed programmes.

Issues regarding funding:

183. Because highly technical components of any programme are so costly of funds and management time, potential donors may not be willing to fund an entire Programme overall at the scale necessary to secure balanced funding and the other components may tend to become "poor relations." This is to a certain extent true of the FAO - Finland programme. This has implications for the level of resources provided to the different components and maintaining a balanced rate of progress. Highly technical components can be fairly readily kept on track through the use of external expertise, since much of the work does not require great familiarity with the country in which it is conducted. This is especially true of elements such as software development, basic measurement techniques and to some extent, inventory planning. This is not true in respect of matters related to management systems for the forest

and tree resources, especially where management is devolved to communities, and in respect of governance.

184. When a programme has Outcomes that are very different in scale, there is a risk that the demands on management time from the most costly one may cause the others to be neglected. In this case, an alternative structure that could have been considered at the appraisal stage might have been to delay or at least reduce the activities in Outcomes 2 to 4 until the bulk of the activities under Outcome 1 had been completed creating also opportunity to ensure that the other Outcomes focused more strongly on the uptake of the results from Outcome 1.

Country-specific issues:

185. While countries can be grouped in terms of their ecology, level of management expertise and sometimes the social and cultural background and hence the drivers of forest change, there are also country-specific considerations. The Programme partner countries divide naturally into three groups: Viet Nam is unique, while the others fall into similar country pairs - Ecuador and Peru on the one hand and Tanzania and Zambia on the other. Both Latin American countries are in a state of flux with their policy and legal framework for forestry. Ecuador has adopted an interesting and innovative approach, in response to their government's "Environmental Code" that treats carbon as one of a range of forest services, and wishes to adapt MRV systems to take account of this. This is not the case in Peru, where it has not been much discussed if at all, although there may be potential to consider application of the approach there.

186. The two African partners share a similar ecological profile, population structure and culture with a high level of forest dependency and substantial urban demand for fuelwood and charcoal. While Tanzania is regarded as having a modern policy and legal framework, Zambia has not yet updated its framework and its progress has been very slow with aspects such as collaborative management as a consequence.

187. The management of most of the natural woodland resource base in both countries is heavily dependent on the management of fire and grazing and both countries have a history of having done so. The original fire management experiments for Miombo woodland (the dominant forest type in both countries) were established in Ndola, Zambia, in the late 1930s and the results of these experiments (which maintained and assessed until the mid 1990s before being destroyed by fire) provided the basis for fire management for decades thereafter right across the savanna regions of Africa. Similarly, both African partners have a history of extensive exotic timber plantations - although those in Zambia have become more degraded than those in Tanzania, which is starting an active programme of expansion using external investment.

188. Programmes working with multiple partners need to give careful consideration to the similarities and differences among the partners to optimise the opportunity for exchanges of experience.

Institutional issues:

189. Institutionally, there are striking differences between Tanzania and Zambia, and this is reflected in the progress made. In Tanzania, there has been considerable progress, albeit with much of the inventory-related work being contracted out to local consultants, and there is piloting of work on fire management. In Zambia, despite a possible higher level of up-to-date

technical expertise being available, progress has been largely stalled due to institutional limitations. In both countries, despite very substantial past donor investment in collaborative forest management, there has been no successful scaling up of this.

190. It is important that any externally funded programme secures genuine agreement from the partner government. In some cases, even if there is agreement, the bureaucratic process may take a long time. This certainly seems to have been the case in both Ecuador and Viet Nam. In other cases, there is a tendency for potential partner countries to agree to externally funded opportunities without question and regardless of capacity constraints and even strategic conflicts: the value of the foreign support in essence trumps all other considerations. This is certainly the case in many, if not most, poorer countries.

191. It is crucial that clear commitments are given at the start of any programme by the partner government and that the timing and extent of national support be subjected to rigorous review to ensure it is realistic.

The Appraisal Stage:

192. All the issues noted so far emphasise the importance of the design and appraisal stage. The design has to be adapted to reflect national interests, capacity (*i.e.* the level of resources available such as numbers of people with different expertise and the level of that expertise), capability (*i.e.* the ability to make things happen according to plan) and also the rate at which the country can usefully absorb funding.

193. Climate change has in some cases provided much more funding than can be used effectively and, for example, in the current Programme the possibility of substantial funding apparently committed by USAID to Zambia's Eastern Province for MRV (the precise amount is unclear and needs to be checked) may well result in over-taxing of the limited local expertise and the capacity of the national institution to use it effectively, especially given the funds from other donors and the concomitant burden on local/national capacity that utilising these other funds will entail. In Tanzania, for example, in addition to FAO-Forestry Programme funds, there is huge bilateral funding for REDD from Norway. It is important that such matters are considered and analysed in terms of their possible constraint on new activities rather than simply being recorded.

194. As far as can be ascertained, the design and very limited appraisal of the Programme seems to have been far too superficial and optimistic. The documentation reviewed by the MTE team seems to have been rather too theoretical. None of the concepts and ideas is inherently wrong but the ability of the partner countries to fully realise the opportunities provided does not seem to have been subjected to sufficiently rigorous debate and risk analysis.

195. The planned timing, for example, allowed insufficient time for slippage and the balance of the various components does not seem to have been adequately considered. In particular, the differing capacities of the partners to deal with the administrative requirements for the Programme to start and the ability of the institutions to engage sufficiently actively does not appear to have been fully addressed. The use of external expertise, while effective in delivering results, does not assist in future sustainability unless the country decides that continuing to rely on such expertise is a chosen route. Even when it is, the institution with overall responsibility for, *e.g.*, inventory must have sufficient expertise to be able to manage external assistance.

196. For most countries in sub-Saharan Africa, consideration also needs to be given to the "allowance culture", which has evolved in response to severe salary erosion and which has led to public servants either requiring second jobs (such as consultancy or a business) or relying on allowances to top-up their official salary to a level sufficient for them to live on. In many cases, without such allowances, senior civil servants cannot even put food on the table: this is a serious issue to which those affected have made a rational response. The result of this in respect of externally funded programmes is that either individuals are not as available as they were expected to be, because of the need to pursue other earning opportunities, or programmes tend to be pushed towards strategies that maximise the allowances, especially for the decision-makers, rather than pursuit of the optimal strategy to meet the goals and requirements of programme being funded.

197. These aspects should have been made explicit during appraisal. All of them can potentially be accommodated provided the programme strategy takes account of them. Failure occurs when they are either not known or known but then ignored. Good appraisal is the key to developing a strategy that is robust and resilient. It is essential that all programmes are subjected to constructively critical review during appraisal, including asking the "What if?" questions that characterise strategic planning in the commercial world.

Forest management goals:

198. Related to this is the question of adaptive forest management, taking known approaches and modifying them to meet new needs or a changed balance of multiple needs. In all five partner countries some type of collaborative approach (including small, individual farm woodlots in Viet Nam) will be used extensively. The extent to which collaborative systems are currently in use varies between countries: in some cases there is already *de facto* collaborative management, even if by default. Traditional approaches to forest management tend to focus on production of timber or closely related products such as construction poles. The Programme has a strong focus on carbon MRV as a support mechanism for REDD payments. In both cases, however, other products and other service values may in fact be equally, or indeed more, important, especially locally.

199. In Tanzania, for example, it was reported in the 2010 evaluation of Finnish Support for Forestry and Biological Resources that district forest staff simply did not know how to manage the woodland for products other than large sized timber. Local community members required much greater diversity than this, including NWFPs and domestic forest products, such as small-sized fuel and poles.

200. Management systems to deliver values of local or community importance are not generally written up. The solution is to work from an understanding of ecology and develop systems that are ecologically sound and also meet as far as is possible the diversity of beneficiaries' needs but few district forest personnel have sufficient grasp of this to do so. It also requires local experimentation but again, this requires an intensity of management that current staffing largely precludes.

Treatment of gender issues:

201. While the Programme has been exemplary in encouraging and reporting representation of women in meetings and appointments, gender has not yet been fully mainstreamed. There is active work to collect gender separated data but dealing with this issue inevitably involves compromise with partner countries. There is increasing amounts of information relating to women's current and potential role in the forest sector and also on the

constraints imposed by their other commitments. Following the collection of gender-separated socio-economic information, there will be opportunity to develop a series of forest intervention options that meet the specific needs of women. It is important that gender matters do result in sustainably enhanced opportunities if mainstreaming is to be effective.

202. Given the attention that gender has received (in parallel with attention to the needs of other vulnerable and/or marginalised groups) it is important that these considerations be inculcated at the design stage of programmes and not added as an after-thought.

Costs vs. benefits of information-gathering (MRV):

203. As designed, the Programme seems to have concentrated on the highly technical part, information gathering, with inadequate attention being paid to the crucial element of how the information would be utilised, and the wide variety of forest management systems that would benefit from the information other than fairly traditional wood production. In many cases, wood is a relatively minor product among a host of other products and service values.

204. The primary focus in the Programme is on inventory with a strong additional focus on making the information REDD MRV compliant. The importance of REDD was widely agreed back in 2007, with relatively little dissent, when REDD appeared to some to have the capability to deliver substantial results-based funding to support forest management. All five partner countries have engaged substantially in preparatory work for REDD. The increasing complexity of the MRV systems and the need for national-level approaches makes the chances of - particularly - the two African partners reaching a stage where they would be eligible for results-based payments quite remote. Complex MRV demands from international discussions are now rapidly increasing the transaction costs in terms of finance and the use of scarce expertise. REDD as being currently promoted is rapidly becoming too costly for many countries to realistic become involved in it, especially those with limited capacity. Tracking the transaction costs of REDD is an increasingly important issue.

205. The slow progress internationally with REDD has further delayed until 2020 or beyond the time when major compliance market funding might start to accrue. REDD needs to be seen as one of a suite of environmental services for which MRV is required. The overly optimistic view of REDD is one that was widely shared but has actually diverted attention away from the real issue, which is sound forest management, sensitive to the needs and capacity of relevant stakeholders and beneficiaries.

206. Forestry development has for many decades responded to “magic bullets”. While the basic requirements of good technical knowledge applied equitable within a framework of sound governance remain the same, these basic requirements seem to be too often overlooked in the enthusiasm for the latest “bullet”.

Adaptation:

207. The overall aim of the Programme – improved forest management – can be seen as including a wide range of payments for environmental services, including REDD. Such a wide vision of forest management should also consider and prioritise climate change *adaptation* (probably much more important to most ultimate beneficiaries of the Programme than mitigation) together with forest management systems more strongly focused on beneficiaries livelihood needs. The Ecuador Environmental Code noted above has many characteristics of such an approach although it is early days in terms of it leading to real, sustained change.

208. Finland (the donor in this case) has a development policy that encompasses poverty reduction and other MDGs; such a policy is fairly consistent with nearly all other donors; FAO itself has an overall strategic focus on food security. Securing development funds in competition with alternatives that deal more directly and often more quickly with donor priorities is hard for forestry and to do so with major funding required for activities (in this case, sophisticated forest inventory) that may be seen at best as remote for immediate needs is a huge challenge. Despite this, countries moving towards results based payment systems as presaged by REDD would also be helpful in breaking the cycle of dependency on non-results based aid. Gathering information on the value of all benefits is useful but ultimately forestry is likely to be determined by political rather than an economic decision, as it is now in many developed countries.

Programme continuation:

209. The case for the Programme has to be made within the framework that determines the allocation of financial support, primarily development assistance at least in the immediate future. This can only be done through demonstrating effectively the use of the enhanced information to bring about improved forest management which delivers increased yields of products and services and direct and positive livelihood and other benefits to them. This is in addition to providing national social, environmental and economic benefit. The specific needs of vulnerable groups, and the limitations on them in terms of the direct inputs they can provide, need to be integrated into programme design at the outset.

210. The current Programme would benefit from an extension of funding and/or time in all partner countries. If such funding is to come from development funds, then a much stronger argument may now be required than that put forward initially. By making a successful case for such an extension, the Programme could provide a model for use by other similar programmes that require expensive highly technical work as a precursor to improved forest management as a means of meeting MDGs.

Annex 1 Evaluation terms of reference

Mid-Term Evaluation

Terms of Reference

Final

FAO - Finland Forestry Programme

Contribution by the Government of Finland

to

"Strengthening Forest Resources Management and Enhancing its Contribution to Sustainable Development, Land use and Livelihoods"
Programme GCP/GLO/194/MUL

Sustainable Forest Management in a Changing Climate

1 Background of the Initiative

Finland has supported FAO's Forestry Department with a four–year *Programme on Sustainable Forest Management in a Changing Climate* ('the Programme') since March 2009. The support is especially targeted to the component of FAO's Strategic Framework on "Strengthening of the information base for sustainable forest management: Building countries' capacities to manage forests and trees based on timely and reliable information", which was defined by the Conference Committee in November 2008 as a possible Impact Focus Area where extra-budgetary resources are needed. Therefore, some 70% of the Programme budget is allocated to achieving Outcome 1: "Policy and practice affecting forests and forestry are based on timely and reliable national forest monitoring and assessment information for national and international reporting".

The Programme intends to build capacity, test and develop methodologies, and deliver good practices and methods on sustainable forest management at the national level in the member countries. Some of the experiences and good practices gained in the participating countries have been already shared through FAO's networks to benefit a wider group of member countries. The Programme aims to mainstream forestry into other sectors and therefore addresses not only the sustainable supply of goods and services from forest resources, but also the social, political, economic, and environmental contexts for sustainable forest management – including policies and institutions.

The Programme is based on FAO's work in supporting member countries to establish national forest monitoring and assessment (NFMA) systems, in developing and implementing National Forest Programmes (NFPs), and in deriving and implementing good practices guidelines on forest management. Special emphasis has been put on establishing closer links between NFMA systems and NFPs, thereby supporting the collection of quality forest resources data on which to base policy decisions. At the same time, it is expected that NFP decision makers can more effectively feed their information needs into the NFMA process.

During the course of the first two years of project implementation, increasing emphasis has been put on meeting the data requirements relating to REDD+ measuring, reporting and verification (MRV) and safeguards. The project aims to strengthen governance in member countries to create an environment that makes the sustainable management of forests and REDD+ achievable goals. The Programme seeks to achieve the four Global Objectives on Forests agreed by the UNFF through implementation of the non-legally binding instrument on forests (NLBI), and to mainstream forestry within efforts to eradicate extreme poverty and hunger, achieve sustainable land use, mitigate and adapt to climate change, and to achieve the Millennium Development Goals – in particular goals 7, 1 and 3.

Programme impacts and expected outcomes

The expected Programme impacts at the global and country level are to enhance the ecological, social and economic sustainability of forests and tree resources, to increase the contribution of forest and tree resources to rural livelihoods, and to strengthen their role in the mitigation of, and adaptation to, climate change. . Specific anticipated outcomes are as follows:

Outcome 1: Policy and practice affecting forests and forestry are based on timely and reliable national forest monitoring and assessment (NFMA) information for national and international reporting.

Outcome 2: National forest programmes (NFPs) serve as an effective mechanism for integrating forestry into national development plans and processes, including for climate change and considering links between forestry, other land-uses and livelihood benefits.

Outcome 3: Sustainable forest management (SFM) more widely practiced, including through the application of Good Practices Guidelines, meeting the climate change adaptation needs and leading to reduction in deforestation and forest degradation.

Outcome 4: Countries' capabilities enhanced to meet their international forest related commitments and negotiations.

Programme budget and timeframe

The budget of the Programme is €14 million over four years (2009-2013). This budget is allocated for strengthening FAO resources and capacity at the Rome Headquarters (45%) and for the operations in the participating in three pilot countries; Viet Nam, Peru, Ecuador (55%). The activities in Zambia and Tanzania have their own bilateral funding directly from Finland, of €1.4 million and USD5.8 million respectively. FAO HQ staff in cooperation with national counterparts prepared during 2009-2010 country project documents with detailed work plans and budgets that have formed the basis for activities of the Programme in each of the countries.

Table 1: Funding from the FAO Finland global budget to the country project:

Country	Outcome 1 NFMA	Outcome 2 NFP	Outcome 3 SFM	Outcome 4 International. Processes	Total, USD
Zambia	*	**	**	separate projects not formulated	
Tanzania	* +60 000	331 600	360 612	separate projects not formulated	752 212
Peru	2 652 000	282 000	159 581	separate projects not formulated	3 093 581
Ecuador	807 090	407 055	285 501	separate projects not formulated	1 499 646
Viet Nam	2 763 000	**		separate projects not formulated	2 763 000
Total	**6 282 090**	**1 020 655**	**805 694**	**0**	**8 108 439**

Progress to date

During the Programme's inception phase in 2009, five countries were chosen for pilot activities: Viet Nam, Peru, Ecuador, Tanzania and Zambia. Multi-disciplinary teams of specialists in NFMA, NFP and SFM from FAO, together with national counterparts, prepared during 2009-2010 country project documents with detailed work plans and budgets. These documents have formed the basis for activities of the Programme in each of the countries.

OC 1 has major achievements in relation to establishing open source tools for field data collection, management and remote sensing serving the NFMA country implementation. OC

2 is in the process of producing guidelines for supporting NFP and integration of NFMA information to policy processes, OC 3 has produced Phytosanitary and agro-forestry guidelines. A detailed account of the achievements of the Programme to date is introduced in the latest progress report and updated logframe from July 2011 (Annex 2). Annual consultations are held between FAO and Finland to decide on adjustments to the results matrix, the work plan, budget and other elements of the Programme as appropriate.

2 Purpose of the Evaluation

A mid-term evaluation (MTE) is typically held around the half-way point of a project/programme's duration. The project document for the *Programme on Sustainable Forest Management in a Changing Climate* foresees two formal reviews that will be carried out during the four-year time frame (2009-2013): a mid-term evaluation (MTE), and a comprehensive final evaluation near the end of the fourth year.

The MTE is intended to provide an assessment of implementation and achievements so far in a view to make recommendations to the FAO Programme Management and the Donor for any corrective measures, including changes in the design and orientation of the programme as well as on the work-planning for the remainder of the project. It is understood that it may be difficult to make conclusions about the sustainability and impact of the Programme at this early stage. The MTE will contribute to future decisions on the project made by Finland and FAO and the beneficiary countries where pilot projects are implemented, including on any need for an extension of the project and/or budget amendments.

The timing of the MTE is planned in such a way that the results, including recommendations, will be ready for discussion at the next annual donor meeting – tentatively scheduled for the end of March 2012. At this meeting, the Programme's annual plan for 2012 (including responses to the MTE) will be introduced.

The MTE of the *Programme on Sustainable Forest Management in a Changing Climate* will draw upon relevant previous and current evaluations being undertaken of FAO's activities. In particular, it will benefit from strong synergies with the current evaluation of *FAO's Role and Work in Forestry* being undertaken by FAO's Office of Evaluation. This evaluation was launched in September 2011 at the request of the FAO Programme Committee, and will be completed in June 2012 and presented to FAO Governing Bodies in October 2012. The evaluation is broad in scope and covers all the activities of FAO which contribute to Strategic Objective E (Sustainable Management of Forest and Trees), including activities relating to forest resource monitoring and assessment. As part of the evaluation methodology, a sample of countries will be visited to review FAO forestry related activities at country level – including Peru, Tanzania and Viet Nam, which are pilot countries for the Programme. The MTE of the Programme will therefore use information collected in these countries by the evaluation of *FAO's Role and Work in Forestry*. In turn, it is expected that the MTE will provide a sound body of evidence to feed into the strategic evaluation in the areas of work covered by the Finland Programme. The MTE will also use the results of a previous MTE completed in August 2011 for the National Forestry Resources Monitoring and Assessment project in Tanzania.

Intended stakeholders of the evaluation are:

- FAO: Forestry Department staff (including project staff and management); staff in the Natural Resources department working on climate change and UN-REDD+.

- Pilot countries: Government stakeholders, in-country FAO staff, other cooperation partners in the countries, NGOs; and sub-national level beneficiaries, including women, marginalized groups and indigenous communities.
- External partners: who have collaborated on the development of the Programme's methodology and tools in FAO HQ and in the pilot countries?
- The donor: the Government of Finland

3 Scope of the Evaluation

The MTE will focus on key strategic issues concerning the approach to implementation of the Programme and achievements so far. While the purpose of the Programme is to support innovative development of the Forestry Department's existing tools and methodologies, the key issue is the extent to which the institutional and working arrangements, the Programme activities and the overall approach of the Programme are conducive to meeting this purpose in relation to existing Forestry Department work programmes and other initiatives and projects (e.g. UN-REDD, other multi-donor projects).

The MTE will assess the Programme in terms of:

a. Its relevance to FAO's development priorities, programmes, and to the needs of the member countries; to FAO's Country Programming Framework; to FAO's Global Goals and Strategic Objectives/Core Functions; and to other aid programmes in the sector.

b. Robustness and realism of the approach underpinning the Programme, including the logic of the causal relationship between inputs, activities, expected outputs, outcomes and impacts (against specific and development objectives) and validity of indicators, assumptions and risks.

c. Quality and realism of the Programme design, including:
   - Duration;
   - Stakeholder and beneficiary identification;
   - Institutional set-up and management arrangements; and
   - Approach and methodology.

d. Financial resources management, including:
   - Adequacy of budget allocations to achieve outputs;
   - Coherence and soundness of Budget Revisions in matching necessary adjustments to requirements of implementation; and
   - Rate of delivery and budget balance at the time of the evaluation.

e. Management and implementation, including:
   - Effectiveness of management, including quality and realism of work plans;
   - Coordination and collaboration with other related initiatives in FAO; and linkages of the Programme and country projects with other relevant institutions as well as appropriate use by the Programme of alliances and external expertise, at international and local levels.

- Efficiency and effectiveness of operations management, including managing communication and visibility;
- Gaps and delays (if any) between planned and achieved outputs, the causes and consequences of delays (including looking at the countries' absorption capacities) and assessment of any remedial measures taken, efficiency in producing outputs;
- Effectiveness of internal monitoring and review processes;
- Efficiency and effectiveness of coordination and steering bodies; Core Team and FO management;
- Quality and quantity of administrative and technical support by FAO; and
- Timeliness, quality and quantity of inputs and support by the Governments and resource partners.

f. Extent to which the expected outputs have been produced, their quality and timeliness.

g. Extent to which the expected outcomes have been achieved so far and factors that have led to their achievements or to delays, including:

- the extent to which the Programme has contributed to country data processing and information creation capacity through the application and creation of innovative methods and open-source tools;
- the applicability at country level of guidelines developed by the Programme.

h. Use made by the Programme of FAO's normative products such as NFMA, FRA and NFP voluntary guidelines and reports, and actual and potential contribution of the Programme to the normative work of the Organization.

i. Extent to which gender has been mainstreamed in the Programme and extent to which the Programme allows adequately addressing other cross cutting themes, such as climate change.

j. The prospects for sustaining and up-scaling the Programme's results by the beneficiaries and the host institutions after the termination of the Programme. The assessment will include, as appropriate:

- Institutional, technical, economic and social sustainability of proposed technologies, innovations and/or processes;
- Perspectives for institutional uptake and mainstreaming of the newly acquired capacities, or diffusion beyond the beneficiaries or the Programme and the country projects; and
- Environmental sustainability: the Programme's contribution to sustainable natural resource management, in terms of maintenance and/or regeneration of the natural resource base.

k. To the extent possible overall performance of the Programme: extent to which the Programme has attained, or is expected to attain, its intermediate/specific objectives and FAO Organizational Result/s (impact).

Based on the above analysis, the MTE will draw specific conclusions and formulate recommendations for any necessary further action by FAO and the participating governments

or other parties. This will include proposals on securing the implementation and TA support to the country projects after the official agreement closing date of the programme (March 2013), and considerations for an exit strategy.

The evaluation will draw attention to specific good practices and lessons of interest for other similar activities and make suggestions on recommended innovative developments that the Programme should focus on, taking into account the global scenario as well as countries needs and capacities. Any proposal for further assistance should include specification of major objectives and outputs and indicative inputs required.

4 Evaluation methodology

The evaluation will adopt a consultative and transparent approach with internal and external stakeholders throughout the evaluation process. Triangulation of evidence and information gathered will underpin the validation of evidence collected and its analysis and will support conclusions and recommendations.

The evaluation will make use of the following tools: desk review of existing reports, publications and other documents; semi-structured interviews (or teleconferences) with key informants, stakeholders and participants in FAO HQ and pilot countries, supported by check lists and/or interview protocols and questionnaires with field staff in the pilot countries if needed. As mentioned above, the MTE will also make use of the information collected by the strategic evaluation on forestry in countries where the FAO Finland Programme has activities and of findings from the mid-term evaluation of the NAFORMA project in Tanzania. Therefore no field mission is planned to take place.

5 Consultation process

The evaluation team will establish contact and maintain close liaison with: the FAO Office of Evaluation; the Programme management and Core Team members at headquarters, regional or country level; stakeholders in the pilot countries; and all other key collaboration partners and stakeholders. Although the evaluation team is free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitment on behalf of the pilot country Governments, the donor or FAO.

Considering the chosen approach not to have the team travel to pilot countries, the evaluators will be very attentive to gather both FAO headquarters and field level perspectives in a balanced manner, so as to avoid bias in their findings.

The team will present its preliminary findings, conclusions and recommendations to the key stakeholders for feedback. The draft evaluation report will be circulated among key stakeholders for comment before finalization; suggestions will be incorporated as deemed appropriate by the evaluation team.

6 The evaluation team

The evaluation team will consist of the team leader and one team member. The team shall have solid academic, practical and organizational background so that the combined skills of the team mentioned below are covered and the ToRs are able to be covered in depth by the combined efforts of the team.

General minimum requirements for MTE team members will be an M.Sc in a relevant area of expertise, and a minimum of 10 years working experience including on developing country projects.

The combined skills of the team members should cover:

a. Programme Evaluation
b. National Forest Inventory, Remote Sensing and Information systems
c. Forest policy processes, NFPs and governance/socio-economic issues
d. Sustainable forest management issues and international processes
e. Sensitivity to and experience in assessing cross-cutting issues (*e.g.* gender).

Team members will have had no previous direct involvement in the formulation, implementation or backstopping of the *Programme on Sustainable Forest Management in a Changing Climate*. All will sign the Declaration of Interest form of the FAO Office of Evaluation.

The evaluation team is responsible for conducting the evaluation and applying the methodology. The evaluation team is fully responsible for its independent report which may not necessarily reflect the views of the Government of Finland, the pilot countries' Governments or of FAO. An evaluation report is not subject to technical clearance by FAO although the Office of Evaluation is responsible for ensuring conformity of the evaluation report with standards for project/programme evaluation in FAO.

8 The Evaluation Report

The Evaluation Team is entirely responsible for its final report that will have to reflect an independent analysis, which will not necessarily reflect the opinions of stakeholders interviewed. Notwithstanding, preliminary conclusions and recommendations will be fully discussed with all key stakeholders in order to reach a reasonable consensus.

The evaluation report will illustrate the evidence found that responds to the evaluation issues, questions and criteria listed in the ToR. It will include an executive summary. Supporting data and analysis should be annexed to the report when considered important to complement the main report.

The recommendations will be addressed to the different stakeholders and prioritized: they will be evidence-based, relevant, focused, clearly formulated and actionable.

The evaluation team will agree on the outline of the report early in the evaluation process, based on the template provided in Annex I of this ToR. The report will be prepared in English according to the standardized evaluation report formatting used by FAO (to be provided).

The team leader bears responsibility for submitting the final draft report to FAO's Office of Evaluation (OED) within two weeks from the conclusion of the evaluation. OED will circulate the report for comments having done a first quality control and within two additional weeks, FAO will submit to the team its comments and suggestions. The team will include these as appropriate in the final report within one week.

9 Evaluation tentative timetable

9-13 January 2012: Documentation review by the evaluation team (home-based)

16-27 January 2012: Mission to Rome (one week); interviews of stakeholders, interactions with the Team of the Strategic Evaluation of FAO's Role and Work in Forestry

10 February 2012: Draft Report sent to OED

15 February 2012: OED sends the Draft Report back to the team with comments

17 February 2012: Draft Report sent to FAO stakeholders for comments

02 March 2012: Comments sent back to the evaluation team

9 March 2012: Final Report sent to OED for final review and circulation to FAO management

02 April 2012: Management Response finalised and sent to OED

Annex I: Report Outline

Table of contents of the evaluation report

Annex 2 Malawi Salary Figures [13]

Relative Purchasing Power

Position	**Forest Guard**	**Certificate holder**	**Diploma holder**	**Degree holder**	**Senior Graduate**
Year ↓ / Grade →	*SC II*	*TA*	*TO*	*PO*	*P7*
1970	100%	100%	100%	100%	100%
1980	66%	48%	43%	36%	35%
1990	56%	40%	22%	13%	14%
2000	65%	35%	15%	9%	8%

Importance of Night Allowance

	Grade →	*TA*	*TO*	*PO*	*P7*
Current Night Allowance (MK)	830	830	875	920	920
Current Monthly Salary (MK)	1517	1901	3191	4248	5738
Tax take, proportion	0.10	0.10	0.12	0.16	0.20
Current Net Salary (MK)	1365	1711	2808	3568	4590
Nights / month to earn equivalent of salary	2	2	3	4	5

Malawi Salary differentials – Annual Salary as % of P7 Grade Salary

Year	*SC II*	*TA*	*TO*	*PO*	*P7*
1970	3%	7%	29%	67%	100%
1980	6%	10%	36%	68%	100%
1990	13%	20%	45%	60%	100%
2000	26%	33%	56%	74%	100%

Number of days consultancy fee to earn annual salary (gross)

	US$	*MK*	*TO*	*PO*	*P7*
Daily fee rate	25	1138	33.7	44.8	60.5
Daily fee rate	50	2275	16.8	22.4	30.3
Daily fee rate	100	4550	8.4	11.2	15.1
Daily fee rate	150	6825	5.6	7.5	10.1
Daily fee rate	200	9100	4.2	5.6	7.6
MK per US$	45.5				

[13] These figures were collected as part of the Evaluation of the Finnish Forest Sector Development Cooperation. Evaluation report 2003:2 (parts 1 & 2). MFA, Helsinki

Namibia Salary Figures

Relative Purchasing Power *Year*	**Ranger**	**Technician**	**Forester**	**Chief Forester**	**Deputy Director**	**Director**
1996	100%	100%	100%	100%	100%	100%
1998	94%	91%	91%	88%	84%	84%
2000	86%	80%	80%	77%	73%	73%
Salary Differentials *Year*						
1996	11%	27%	29%	53%	88%	100%
1998	12%	29%	31%	56%	88%	100%
2000	12%	30%	32%	56%	88%	100%

Only limited figures are available for Namibia. Although relative purchasing power is falling, and seems less severe than in Malawi, if the trend continues it could become serious.

Salary differentials (between highest and lowest scales) have been eroded markedly in Malawi. In Namibia there is evidence that this is also happening, albeit slowly at present.

Implications

As can be seen above, salaries fell drastically in real terms in Malawi between 1970 and 2000. Subsistence allowances are significant, non-taxable benefits and individuals rely on them to survive. Anecdotal evidence suggests around 80% of people's living expenses is provided by these allowances, unless they have business earnings or other sources.

This has led to the "Allowance Culture" where people attend meetings based on allowances. It has also led to the position where people, having generally been paid to go to "Workshops" on *e.g.* Curriculum Development, are now reluctant to address such matters as part of their normal work, without allowances. There is a high level of dependency on outside leadership and allowances to secure what would be considered elsewhere as normal work. This has major implications for Technical Assistance.

Linked to this is the perception of donor projects as sources of allowance and thus an understandable lack of coalescence between donor aspirations and counterpart views. Projects are inevitably seen as sources for personal gain rather than a joint approach aimed at tackling a developmental problem. A further consequence is that key decision makers in country rationally try to realign donor supported interventions to maximise their personal allowances rather than following the strategic needs of the sector.

At subordinate levels, the need to pay allowances for all field work makes the cost of this prohibitive compared with the past and seriously undermines the sustainable continuation of donor-supported, field-based work.