



United Nations Development Programme

MID TERM OUTCOME EVALUATION

Regarding

**IMPROVED NATIONAL CAPACITY TO NEGOTIATE
AND IMPLEMENT GLOBAL ENVIRONMENT
COMMITMENT**

Under

**THE ENVIRONMENTAL PROTECTION AND NATURAL
RESOURCES MANAGEMENT PROJECT**

FINAL REPORT

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List of Abbreviations:

CCF – Country Cooperation Framework
DDCC – District Development Coordinating Committee
ECZ – Environmental Council of Zambia
EP&NRM – Environmental Protection and Natural Resources Management
ICT – Information and Communication Technologies
MD – Meteorology Department
MDG – Millennium Development Goal(s)
M&E – Monitoring and Evaluation
MFNP – Ministry of Finance and National Planning
MTENR – Ministry of Tourism and Natural Resources
NPE – National Policy on Environment
PC – Project Coordinator
PDCC – Provincial Development Coordinating Committee
PMU – Project Management Unit
SC- Steering Committee
SOE – State of Environment
SRF – Strategic Resource Framework
UNDP – United Nations Development Programme
UNICEF – United Nations Children’s Fund
ZAWA – Zambia Wildlife Authority

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Executive Summary

The purpose of the evaluation of the Outcome- *improved national capacity to negotiate and implement global environmental commitments*- is to assess progress of UNDP supported interventions and activities towards achievement of this Outcome. It is too early in the process of capacity building to give more concrete conclusions regarding the status of the Outcome. However, satisfactory progress has been made in achieving the Outcome. The main milestones or features reflecting the status of the Outcome are:

- Drafting of the National Policy on Environment
- Progress in the domestication of 2 priority international conventions (CBD, UNCCD), though none of those conventions prioritised for domestication have been fully internalised yet;
- Some capacity building in the Ministry of Tourism Environment and Natural Resources (MTENR), the Zambia Wildlife Authority (ZAWA), the Environmental Council of Zambia (ECZ) and the Meteorology Department (MD) has taken place.
- Gender and HIV/AIDs mainstreaming - some initial steps have been taken, but the needs to be taken to a higher level.

A summary of the rating of the Outcome which also shows the status of the Outcome is detailed in the table below.

Summary of the Outcome rating reflecting the status of the Outcome

Outcome / Sub-Outcome	Rating of the Outcome (positive change / no change / negative change)	Rating of sustainability (sustainable / positive / negative change / unsustainable)	Rating of relevance (relevant / somewhat relevant / not relevant)
Improved national capacity to negotiate and implement global environmental commitments. Outcome indicator – the objectives and target of the National Strategy / Plans / Programmes for biodiversity and desertification integrated in national development planning and policy framework	Positive change	Positive change	Relevant
Increased capacity of environmental authorities to promote sustainable use of natural resources	Positive change	Positive change	Relevant
Increased capacity to negotiate with commercial and industrial firms to contribute towards cleaning environment	Positive change affected negatively by governance and legal frameworks related issues	Positive change	Relevant
Internalising 2 priority international conventions to which Zambia has acceded through legal reforms, new regulatory frameworks and improved enforcement and reporting	Positive change	Positive change	Relevant

The Evaluation concludes that the UNDP assistance under the Outcome has been relevant and in many instances crucial. Even though implementation of activities has in some cases been delayed and some project outputs have barely been achieved, the Evaluation Team recommends UNDP to continue its assistance under the EP&NRM project as well as in partnerships with other cooperating partners to support Zambia's national capacity building to implement and negotiate global environmental commitments.

The Evaluation Team further recommends that the UNDP explores new opportunities for assistance towards the achievement of the Outcome after the end of EP&NRM project in order to ensure that positive (though somewhat delayed) start of some of the initiatives is not abruptly curtailed. Possible areas of support after 2006 could include:

- Further assistance in the process of domestication of international conventions;
- Further assistance for capacity building to MTENR, ZAWA, ECZ and MD.
- Assistance that integrates good governance into the environmental sector which would help reduce adverse external impacts related to governance issues.
- The practical integration of gender in environmental management which presently only seems to be getting peripheral attention.

Further options for future support could also be drawn from the National Capacity Self Assessment exercise, and the review of the ECZ Strategic Plan.

1. Introduction

The purpose of the Evaluation of the outcome- *improved national capacity to negotiate and implement global environmental commitments*- is to assess progress of UNDP supported interventions and activities towards achievement of this Outcome. It specifically focuses on strategies employed in contributing towards the achievement of outputs as well as on generating lessons learned and recommendations that could be applied in interventions towards achievement of the Outcome for the remaining Country Cooperation Framework and in the development of the next country programme action plan.

The Evaluation discusses the major interventions and activities that may have contributed to the Outcome and determines which planned outputs have actually contributed to the Outcome. The Outcome has been defined in the current SRF of UNDP Zambia, and it is being implemented through the UNDP supported “Environmental Protection and Natural Resources Management Project”, as well as numerous other related activities. Though having a specific focus on the “Environmental Protection and Natural Resources Management Project”, the evaluation covers all activities supported by UNDP related to the Outcome and, where appropriate, also to other development partners that may have contributed to the achievement of the outcome.

The evaluation looked at the improved national capacity to negotiate and implement global environmental commitments as a three-layered process, consisting of:

- i) Strategic level – elaboration of policies, strategies, action plans;
- ii) Revision and amendment of relevant legislation; and
- iii) Enforcement and implementation – which involves the preparation and implementation of applicable projects and programmes at national and community levels, where capacities of institutions at national level and capacities of communities, industries and others, at local level are increased so that global commitments are met.

This approach allowed the evaluation to be more introspective regarding the process and progress of attaining the Outcome – beyond the direct inputs and processes of a project-type intervention to actually follow through to the consequences of lower level processes. This is the only way that Zambia can determine whether any of its environmental protection and natural resource management programmes, projects and the partnerships and synergies being developed is having any positive effects.

Assessment of capacity building primarily focuses on three key institutions related to the Outcome, namely: the Ministry of Tourism Environment and Natural Resource (MTENR), the Zambia Wildlife Authority (ZAWA), the Environmental Council of Zambia (ECZ), and to a lesser extent also the Meteorological Department (MD). The evaluation also looked at the capacity building from the perspective of decentralisation and tries to establish whether there are any positive changes at local level in terms of environmental management capacity (in district and provincial institutions).

The Evaluation paid special attention to the mainstreaming of gender and ICT, as well as to HIV/AIDS - whether these are being adequately addressed in the interventions and whether they have contributed to the achievement of the Outcome.

The Evaluation provides a number of recommendations for the remaining Country Cooperation Framework and for inclusion during the development of the next country programme action plan. The recommendations emanate from the findings and from the lessons learned.

1.1 Methodology

This evaluation included four categories of analysis: status of the Outcome, factors affecting the Outcome, UNDP contribution to the Outcome, and UNDP partnership strategy. The analysis employed three basic methods:

- i) Review of literature review, which included UNDP programme documents and annual reports, workshop reports, government documents and other related documents (for a full list of literature reviewed, refer to the Annex 2);
- ii) Detailed interviews with government officers, donors, stakeholders and other UNDP staff (for a list of institutions / organisations interviewed, see Annex 3); and;
- iii) Field visits to Kasama and Mansa (which allowed for the interview of individuals involved in the interventions on daily basis in relation to ZAWA capacity building and local level environmental management capacity in relation to the work of ECZ.

The methodology of the Evaluation took into account the inadequate M&E system proposed in the EP&NRM project document and the lack of baseline information. For a better understanding of the Outcome and for more effective evaluation of the status of the Outcome, the following 3 sub-outcomes were also assessed (as per the CCF – see also section 2.1):

- Degree to which the assistance has contributed to building capacity of environmental authorities in the promotion of sustainable use of natural resources;
- Level of enhancement of Government's capacity to negotiate with commercial and industrial organisations in the contribution towards cleaning the environment;
- Degree of internalisation of 2 priority international conventions to which Zambia has acceded through legal reforms, new regulatory frameworks and improved enforcement and reporting.

1.2 Structure of the report

The Report consists of 7 sections. It includes the *Introduction*, which incorporates the purpose, key issues and methodology of the evaluation, followed by Section 2 which presents the *Development context*, which generally outlines Zambia's global environmental commitments; what the Outcome is expected to solve and the main UNDP development partners. Further, the Section 3 presents the *analysis of the Outcome* which initially presents the overall status of the Outcome and factors that have affected and henceforth concentrates on UNDP contribution to the Outcome.

Section 4 assesses *UNDP partnership strategies*, while section 5 and 6 present *the lessons learned* and *the recommendations* for follow-up after the Evaluation. The report also contains annexed Terms of Reference (Annex 1), list of literature reviewed (Annex 2) and list of persons interviewed (Annex 3).

2. The Development context

The UNDP's desire to contribute to improve national capacity to negotiate and implement global environment commitments has origins in the implementation strategies and actions recommended in the National Environmental Action Plan (NEAP) of 1994 supported during the 1st Country Cooperation Framework (CCF). This key document together with others such as the National Biodiversity Action Plan (NBSAP) and of late the Draft Environmental Policy, all recognise and highlight, Zambia's limited capacity in environmental protection and sustainable natural resource management. The capacity problems are manifested as poor coordination of programmes, poor monitoring, poor enforcement of environmental laws and environmental obligations was limited due to among others, limited capacity in terms of staffing levels, skills, equipment, management plans, strategies and financial means to implement those. The capacity problems have translated into a general lack of responsiveness to international environmental commitments.

2.1 What problems are expected to be solved by the outcome?

The critical environmental problems in Zambia are identified as the loss of biodiversity, soil erosion, water pollution and the build up of toxic substances in the environment. While the immediate causes of degradation - habitat alteration and loss, over-harvesting etc., are well understood and documented, the critical challenge is to understand what lies behind these proximate causes. Only by exploring and understanding the root causes—the factors that drive degradation of the natural environment—will Zambia be able change to address the negative changes in the environment.

Contemporary environmental protection and natural resource management approaches in Zambia supported by UNDP acknowledge the necessity of addressing the root causes that continue to degrade the natural environment and point to the need to take a broader look at the factors driving environmental change. These are identified as: poverty, inadequacies in the policy and institutional framework, including weaknesses in local level institutions for effective environmental protection and natural resource management.

The basic logic in the Environmental Protection and Natural Management project implemented with the participation of several key players in environmental protection and natural resource management is simple and straightforward. It is that by focusing on key selected areas in the policy and institutional arena, Zambia's managerial capacity for environmental protection and sustainable management would be enhanced, and ultimately make the country better address its limited abilities for environmental protection and natural resource management, but address those limiting factors that impede the attainment of its global environmental commitments, hence the intended project outcome – **improved national capacity to negotiate and implement global environmental commitments.**

According to the Second Country Cooperation Framework for Zambia (2002 – 2006) by the end of 2006, UNDP's support is expected to have contributed to building

capacity of environmental authorities to promote sustainable use of natural resources. Support is also expected to have enhanced Government's capacity to negotiate with commercial and industrial firms to contribute towards cleaning environment. The CCF also expects that work towards the internalisation of 2 high priority conventions (CBD, UNCCD; CITES a later addition) of the 16 international environmental conventions to which Zambia has acceded will have been commenced through legal reforms, new regulatory frameworks and improved enforcement and reporting.

Zambia's global commitments are numerous, however the domestication of five key conventions prioritised through a national consultative process, namely the Convention on Biological Diversity (CBD), the United Nations Convention to Combat Desertification (UNCCD), Convention on International Trade in Endangered Species of Fauna and Flora (CITES) Convention of Wetlands of International Importance (Ramsar) and the Convention for the Protection of World Culture and Natural Heritage, would appear to place Zambia on a positive path to better environment protection and natural resource management.

Additional international commitments include the agreed targets of the World Summit on Sustainable Development and the Millennium Development Goals. Under the WSSD, Zambia has committed itself to poverty eradication, changing unsustainable patterns of production and consumption, and protecting and managing the natural resource base of economic and social development. The acknowledged basis for sustainable development are identified as the presence of good environmental, social and economic policies, democratic institutions responsive to the needs of the people, the rule of law, anti-corruption measures, gender equality and an enabling environment for investment. It is recognised that the Millennium Development Goals (MDGs) and the specific targets outlined provide a road map for achieving sustainable development. Under the MDGs, goal 7 relating to ensuring of environmental directly relates to the outcome.

Within the support framework of the Environmental Protection and Natural Resources Management project (ENRMP) initiated in 2002, UNDP has attempted to provide support to identified partners to address the above capacity problems through the achievement of carefully selected outputs reflected in ENRMP document.

It was anticipated that achieving the outputs in the ENRMP would ultimately contribute into the achievement of the project outcome.

2.2 Partnership strategies and beneficiaries

Being a national initiative, UNDP's key partners in the achievement of the outcome principally include the development of partnerships with key government departments which include the Ministry of Finance and National Planning (MoFNP), the Ministry of Tourism, Environment and Natural Resources (MTENR), the Environmental Council of Zambia (ECZ), the Zambia Wildlife Authority (ZAWA and the Meteorological Department (MD).

The MOFNP has been responsible for the execution of the ENRMP under an agreement with UNDP and provides executive oversight to the project. The Ministry of Tourism Environment and Natural Resources has been responsible for project

implementation through a Project Coordinator who is also the Director in the Department of Environment and Natural Resource Management. Originally, it was anticipated that a national level project manager would have overall responsibility for coordinating the project activities and ensuring achievement of the outcome through effective management, monitoring and evaluation. The ZAWA, ECZ and MD all implement sets of activities which contribute to the achievement of specific outputs and ultimately contribute to the outcome.

To some extent, the implementation of various activities contributing to the Outcome has been carried out in cooperation with the University of Zambia and the United Nations Children's Fund. The activities of other cooperating partners such as the World Bank, DANIDA, and NORAD have also greatly contributed to the Outcome through the linkages and synergies that their assistance programmes to environmental protection and natural resource management provide.

In general terms, the beneficiaries include staff at the institutions subject to capacity building (MTENR, ZAWA, ECZ, MD, District councils in Luapula and North-Western Province), who benefit from training and institutional capacity building support. Equally, the communities participating in natural resources management are also benefiting due to improved NRM in general and increased community participation in NRM. Similarly also communities, local organisations and civil society participating in the development of the environmental policies are also benefiting due to the participatory processes and exposure to training and capacity building. Eventually achievement of the Outcome will benefit all Zambians.

3. Findings and conclusions

3.1 Status of the outcome

It is too early in the process of capacity building to give a final conclusion on the status of the Outcome. However, satisfactory progress has been made in a positive direction towards the Outcome. The main features influencing the status of the Outcome are:

National Policy on Environment – the final draft for the submission to the Cabinet was prepared mid-2005 and the Memo to the Cabinet is being processed within MTENR. The policy integrates concerns related to biodiversity and desertification. However, only time will show whether it will become adopted and become government policy. There are certain indications that the NPE implementation will eventually start as soon the NPE is adopted. For more details refer to the assessment of the Output 8 (section 3.3.2).

Domestication of international conventions - there has been noteworthy progress on domestication of some of the international conventions (CCD, CBD). To a lesser extent progress has also been made with respect to the Ramsar Convention, CITES, Vienna Convention and the Montreal Protocol. The National Action Plan to Convention to Combat Desertification (NAPCCD) has been incorporated into the Poverty Reduction Strategy paper through the Country Partnership Framework Paper (2004). However Zambia is still far from achieving a situation where “the 16

international conventions to which Zambia has acceded will have been internalised through legal reforms, new regulatory frameworks and improved enforcement and reporting” – mentioned as a target for end of 2006 in the 2nd CCF for Zambia. **No convention has yet been fully incorporated into national legislation yet. A positive start towards internalisation into national legislations has been made with the CBD and UNCCD and, CITES which came in as later addition.** This could be associated with the fact that drafting of the NPE not only took precedence over other activities, but also took more time than was expected. Quite understandably the NPE process was seen as a top priority for the purpose of forming a unified framework for any interventions in the environmental sector.

The **Millennium Development Goals Status Report** (2005) – the report (and specifically in reference to Goal 7, Targets 9 and 10), suggests that it is unlikely for Zambia to meet Target 9 (Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources), but it is possible that the Target 10 (Halve by 2015 the proportion without sustainable access to safe drinking water and basic sanitation) will be met. The report recognises that the rate of de-forestation is still high and that the poor status of most of the national parks and forest reserves is of much concern when considering biological diversity. **The major challenge is still to effectively improve the enabling environment so, that the implementation of programmes and measures can be seen on the ground with measurable results.**

The World Summit on Sustainable Development- At WSSD Zambia a member of the global community reaffirmed its commitment to achieving sustainable development by being party to the Heads of State or Government Political Declaration of WSSD at the summit. Under this declaration, Zambia recognizes that poverty eradication, changing unsustainable patterns of productions and consumption, and protecting and managing the natural resources base of economic and social development are overarching objectives of and essential requirements for sustainable development;. Discussions with MoFNP confirm that there has been no proper coordinated follow up of WSSD issues. In view of this situation, it may appear as though Zambia is doing nothing about achieving sustainable development and that follow up activities especially in the environment have somewhat faded from the daily agenda of MTENR.. This situation could be associated with confusion regarding division of tasks and responsibilities between MTENR and MoFNP as well as with other government ministries which still is not fully resolved. During the time allotted for the evaluation, the Evaluation Team were not privy to any follow up report for Zambia regarding WSSD even though the Team were informed of their existence. The Team however recognized the fact that there are several national programmes in environmental management contributing to sustainable development and specifically to addressing issues raised in the Declaration. The Team attention was also drawn to current thinking that the WSSD process is already reflected under the MDGs and that the MDGs essentially provide the road map for achieving sustainable development. However other than Zambia National Report on the Implementation of Agenda 21 a review of progress made since the United Nations Conference on Environment and Sustainable Development 1992, prepared in 2002, no other status report on sustainable development in Zambia exists. **This report is a review of the progress made since the United Nations Conference on Environment and Sustainable Development (UNCED) in 1992 and serves as a national report to the World Summit**

on Sustainable Development. It is a joint effort of the Ministry of Foreign Affairs and the Ministry of Tourism, Environment and Natural Resources.

Capacity building of MTENR, ZAWA, ECZ and to some extent also MD has taken off, though with certain delays – mainly due to the fact that the NPE process took more time than expected. Even though, the evaluation acknowledges a level of progress achieved in these organisations. Some of the most significant examples are:

- In addition to South Luangwa, Kasanka, Lower Zambezi National Parks, there are positive signs indicating improvement of management also in some other parks (Kafue, Liuwa Plain, Lusenga Plain, Nsumbu, Mweru Wantipa), Zambia also has recently launched an activity aimed at optimising its protected areas network, their management, community involvement and benefit sharing.
- Meteorology as a sector is now being recognised as an important tool for better resource management – a very clear indicator to this effect, is the fact that 2004 was the first time, after a long period, that MD received funding to pay for WMO membership and all arrears were cleared by 2005. The MD has succeeded in drafting a Meteorology Policy, adoption of which will facilitate application of timely, accurate and proper weather and climate information, which in turn can bring significant social and economic benefits. Recent efforts by MD and cooperating partners have already resulted in substantial improvements of their operations. As a result the MD was able to provide reliable high quality data for the 3rd report to UNCCD (2005).
- MTENR and its Environmental and Natural Resources Department (ENRD) have been able to bring environmental issues higher on the national development agenda and assisting to improve the profile of environmental sector as such. Even though, a lot more needs to be done to enhance capacities of environmental protection organisations to a degree that Zambia is able to independently negotiate and meet its global commitments. It is expected that the National Capacity Self Assessment (UNDP/GEF) will be able to greatly contribute to that process.

Gender, ICT and HIV/AIDs mainstreaming

Initial steps in mainstreaming have been initiated in mainstreaming these matters. An HIV/AIDs policy has been developed for ZAWA and a gender policy was targeted for development during the last quarter of 2005. The supply of computers to the key partners have improved their ability to process data, develop store and share information on environment and natural resources. However mainstreaming now needs to be more practical and hands on, moving beyond inclusion of the identified issues in key documents

A significant part of the achievements so far are attributed to the first stage of the process of building national capacities to meet international commitments i.e. the preparation of strategies, policies and action plans, rather than bringing a change on “the ground” to be measured by improved environmental conditions. Therefore more work still needs to be done in entering the next stages – integration of global commitments into legal frameworks and enforcement.

At this point in the implementation of the project it is still too early to express any critical comments on the slow pace of adopting these strategic documents and

translating them into legal framework – Zambia’s bureaucratic system can be heavy and this evaluation accepts it. However UNDP must follow closely processes following the drafting of various strategic level documents (Strategies, Action plans, etc) – if these end up being just documents lying idly on shelves, that will be a failure and should be taken into account in designing any future support programmes. End-of-project Evaluation should therefore focus on tracking the processes following the drafting of various strategic level documents.

Summary of the Outcome rating reflecting the status of the Outcome is reflected in the table 3.1. The text after the table explains the considerations taken into account in the rating.

Table 3.1 Summary of the Outcome rating reflecting the status of the Outcome

Outcome / Sub-Outcome	Rating of the Outcome (positive change / no change / negative change)	Rating of sustainability (sustainable / positive / negative change / unsustainable)	Rating of relevance (relevant / somewhat relevant / not relevant)
Improved national capacity to negotiate and implement global environmental commitments. Outcome indicator – the objectives and target of the National Strategy / Plans / Programmes for biodiversity and desertification integrated in national development planning and policy framework	Positive change	Positive change	Relevant
Increased capacity of environmental authorities to promote sustainable use of natural resources	Positive change	Positive change	Relevant
Increased capacity to negotiate with commercial and industrial firms to contribute towards cleaning environment	Positive change affected negatively by governance and legal frameworks related issues	Positive change	Relevant
Internalising 2 international conventions to which Zambia has acceded through legal reforms, new regulatory frameworks and improved enforcement and reporting	Positive change	Positive change	Relevant

Rating of the Outcome (measured as “positive change” / “negative change” / “unchanged”) assesses the degree to which progress towards achieving the Outcome has been made. Positive change implies that there is evidence of movement from baseline towards the target measured as outcome indicator “the objectives and targets of the National Strategy / Plans / Programmes for biodiversity and desertification integrated in national development planning and policy framework”.

Outcome indicator (form EP&NRM project document) – the objectives and target of the National Strategy / Plans / Programmes for biodiversity and desertification integrated in national development planning and policy framework

The link between the indicator and the Outcome is partly relevant – while the Outcome is overall national capacity in terms of global commitments, the indicator talks only about the CCD and CBD. Some limited monitoring of this indicator has been carried out by the EP&NRM project through national reports.

The rating “**positive change**” was given because of the major achievements described above. In addition, the Evaluation Team identified several National Programmes

under elaboration and/or implementation that incorporate environment related issues – NPE, Fifth National Development Plan (2006-2011), National Waste Management Strategy, Meteorology Policy, MDG status report (2005), Agriculture Support Programme (2003 – 2008), Water Resources Action Programme, Rural water supply and sanitation programme. In recent years ZAMSIF has made it conditional that every developmental project funded through it should have to undergo environmental assessment; others include the Rural Electrification Master Plan (in preparation since 2002) and the Road Sector Investment Plan.

Taking into account that the 5th National Development Plan being the key national development document, we recommend that the end-of-project evaluation should pay a special attention the degree of integration in the final version of the Fifth National Development Plan (2006 – 2010) and the National Visions 2030, which are currently being elaborated under the Ministry of Finance and National Planning. If environmental objectives and targets (in general and specifically those related to biodiversity and desertification) will be integrated in those documents, that will be a better indication of attainment of the Outcome.

Rating “Positive change” was given with a sub-note on governance issues and legal framework. Even though the capacity of institutions (ECZ and ZAWA) to negotiate with commercial and industrial firms has improved, its positive impact is largely undermined by factors external to these institutions, mostly associated with governance issues and legal frameworks. Recent print media articles (November 2003) on EIA and interviews confirm this observation. Therefore it may be pragmatic for future UNDP assistance to the environment sector to address these negative impacts via good governance programmes.

Rating of sustainability (measured as “sustainable” / “positive/negative change” / “unsustainable”) assesses the degree to which progress towards achieving the outcome appears to be sustainable. It is determined by local ownership and institutions in place to push forwards the progress in outcome, rather than by financial abilities of institutions to carry out activities relevant to the Outcome after the end of the project implementation.

Rating “Positive change” was given to the Outcome and all sub-outcomes. There are definitely signs of a change in positive direction - there are institutions and ownership in place to push forward the progress in Outcome. However sustainability is still hampered by:

- The fact that responsibility for various international environmental treaties is not concentrated in one central institution (e.g., MTENR), but dispersed among various organisations (e.g., MTENR, ZAWA, ECZ, National Heritage Conservation Commission- NHCC);
- Decisions made from an institutional rather than a sector-wide basis. Even though moving responsibility for Ramsar convention from formerly ECZ to currently ZAWA solves institutional conflict between the two organisations, it also poses new problems, e.g., what is ZAWA authority in those wetlands that are not in National Parks or Game Management Areas. Further, it was noticed that this change was made without proper consultation – neither with the proper consultation of the supervising institution MTENR, nor with the

National Wetlands Steering Committee established in 1998 for coordinating wetland issues in the country

- Implementation of international legislation has been negligible due to diversity of interests among responsible ministries (Zambia National Environment Situational Analysis Report, 2005);
- The lack of clarity of the role, status and positions of local level institutions (District Councils, Provincial administrations) in environmental sector in light of the Decentralisation Policy and somewhat lukewarm attitude of central government towards decentralisation; similarly lack of clarity in division of roles and conflicting and overlapping institutional set-ups (Community resource boards, Joint Forestry management, Village Fisheries Management Committee) and interests surrounding community based natural resource management;
- The unclear position of the NPE on resource access, benefit sharing and resource ownership, which seems to be at a core of many environmental problems in Zambia.

Rating of relevance (measured as “relevant” / “somewhat” / “not relevant”) assess degree to which the outcome is relevant in Zambia’s situation and needs.

Rating “relevant” was given to the Outcome and all sub-outcomes because these all are found to be relevant and potentially (if implemented) effective in addressing the root causes that continue to degrade the natural environment and factors driving environmental change. These are identified as: poverty, inadequacies in the policy and institutional framework, including weaknesses in local level institutions for effective environmental protection and natural resource management.

It should be noted that the Evaluation has observed three significant **unexpected results** highly relevant to the Outcome under evaluated:

- Firstly it should be noticed, that consultations taking place during preparation of the NPE managed to bring together various stakeholders at local level (district). After the district consultations were concluded, this dialogue among local level institutions and organisations has not stopped – environmental issues are being discussed during DDCC meetings and PDCC meetings; staff members from various organisations know each other better. Thus, the NPE development has definitely contributed positively towards **networking of local level organisations**.
- Secondly, there is a noticeable positive change in peoples’ attitudes towards environmental issues. Especially remarkable is **positive change in profiling of environmental sector at district level**. This can not be attributed exclusively to NPE development, but rather result of synergies of various interventions by different players in the environmental sector,
- Thirdly, NPE process of district consultations also resulted in production of **district and provincial situation analysis reports** which should be regarded as a major step in obtaining updated information on environmental situation in Zambia. Potential use of these reports is very significant. However, it should be noticed, that unfortunately these reports still have not been delivered to

district and provincial authorities, who could have utilised these reports in their development planning.

3.2 Factors affecting outcome

To get a complete picture of the factors that affect the outcome the Evaluation team used a Strengths, Weaknesses, Opportunities, and Threats (SWOT) approach. In using the SWOT analysis the Team was aware of the fact that strengths and weaknesses are internal factors, which can be controlled by UNDP support while opportunities and threats are external factors, which cannot be easily controlled by UNDP support.

In taking this approach, the Team was also aware of the fact that the Outcome relied a great deal on existing policy and legal frameworks. The SWOT analysis was also based on the visions and interpretation of the same by the key partners/stakeholders driving policy implementation.

Economic factors

Strengths:

- The outcome is likely to be supported by the new economic dispensation – liberalisation and privatisation.
- Achievement of the outcome is supported by a considerable amount of funding directed at activities and outputs contributing to the outcome.
- Apart from UNDP core funding other donor resources supplement achievement of the outcome, thereby improving future sustainability of the outcome. Other cooperating partners in ENRM include:
 - ◆ World Wide Fund for Nature
 - ◆ World Bank – SEED Programme
 - ◆ Global Environmental Facility
 - ◆ DANIDA
 - ◆ NORAD

Weaknesses:

- Many of the economically important values of the environment and natural resource are taken for granted by decision makers since quantitative economic data on their relative importance are not readily available.

There is a need for quantification of environmental services and natural resources in Zambia economic terms, preferably in monetary terms: What is the direct contribution of wildlife to GDP? How many people's lives are threatened by environmental degradation and what is the value of livelihoods affected? What is the value of the maintaining habitat cover in the provision of drinking water of good quality, or indeed the loss in monetary value pollution presents in the river system? Without such quantification it may be difficult to convince decision makers to review decisions that favour environmental protection and natural resource management as corner-stones for supporting other economic activities in the country.

- Inadequate management of finances could sometimes lead to complaints with partners.

The ToRs of the evaluation do not specify the conduct of a detailed financial analysis. There was mention of the lengthy UNDP payment procedures and payment for services being delayed as a result payment documents being misplaced. Even though, UNDP payment procedures were generally found not to be too complex.

Opportunities:

- Achieving the outcome likely to give substantially better economic results of the country

In spite of the intangible nature of the Outcome outputs in the policy arena could well consolidation achievements in the outcome in anew phase. Eg. Implementation of the National policy of the environment but also further development with new mechanisms for strategic partnerships with existing new non-conservation oriented actors that are strong and influential. For example the programme could build up its collaboration with the initiatives in social investments e.g. Zambia Social Investment Fund to support community development initiatives in the project sites.

Threats:

- Economic crisis might affect outcome negatively.

The interests of strong economic sectors like the industrial and manufacturing sectors and agriculture sometimes tend to prevail in times of conflict over environmental and safety interests even if the number of people affected may be considerable. UNDP and partners should therefore strive to secure a permanent presence of the environment sector in all platforms and podia where decisions are taken on investments that may have negative affects.

- Population growth and immigration are likely to increase the stress on the natural resources in future.

Areas relatively less affected by environmental degradation tend to attract more people. The population growth of Zambia is estimated at 3,1 %. Those localities that continue to offer reasonable livelihoods from exploiting natural resources whether legally or illegally will continue to attract increasing numbers of people. If left unchecked and given the present stress on the environment that is already apparent in some areas in the country, this population growth will inevitably lead to more and more intrusion and overexploitation of resources.

Institutional factors

Strengths:

- There are reasonably well developed partnerships for achieving the outputs
Strategic partners are established through which activities are implemented. The institutional roles of MTENR, ECZ, ZAWA, MoFNP and MD with respect to achievement of outputs are defined.
- Use of existing partners organizational structures to achieve the outcome
No new structures have been established to ensure achievement of the output and the outcome. This means more resources can be directed to operational areas rather than to administrative issues.

Weaknesses:

- No dedicated Project Coordinator/limited capacity of MTENR staff/
The project has no dedicated Project Coordinator. Coordination responsibilities are performed by the Director of the Environmental Management and Natural Resources Management Department of the MTENR, who is extremely busy with other duties. Limited staff numbers in the ENRM Department also constrained the smooth implementation of project activities and staffs were not always aware of which members of staff were working with the project and which individuals held which project information. The recruitment of the UNV helped improve coordination of information.
- Inadequate monitoring and review mechanisms.
There could develop a more consistent approach on performance review and especially monitoring of the risks and assumptions. This should be backed up by regular (at least annual) internal evaluations to which key partners are invited, in order to determine if trends identifiable from monitoring results necessitate an adaptation in the project approach. The indicators for measuring the outputs though developed are inadequate. The impact indicators for example were not always relevant and the best for the given output. In addition nobody seemed to be using. It had been anticipated that effective monitoring and evaluation systems would be established soon after the programme was launched but this was never done comprehensively.
- Other weaknesses
Other weaknesses affecting the project included the poor information management of information- The Evaluation Team was not for example able to access key documents such as the final report on the “*Impact of Loss of Biodiversity on Women and Children*”, nor any status reports regarding Zambia’s commitments to WSSD. In addition, there has been poor communication with province, and the districts where field project activities are taking place. Both Provincial Planning Offices in Kasama and Mansa had very limited information about the project, its outputs and intended Outcome, including major outputs of the project i.e the National Policy on the Environment.

Opportunities:

- Results of monitoring can further the cause of the outcome
Refining the monitoring requirement beyond the production of strategic level documents would be useful to the monitoring the status of the Outcome.
- Other Opportunities:
 - Opportunity for better management and coordination through competent management team
 - Opportunity for training staff through the direct oversight, coordination and management of NRM training institutions
 - For increased level of environmental awareness and appreciation in Zambia of role of environment in sustainable development
 - Donor goodwill due to enhanced mechanisms for accountability of donor support

- New legislation e.g. Forest Act provides a starting point for support to selected NRM sectors
- Political stability in Zambia and liberalization

Threats:

- Inadequate institutional coordination is still noticeable between some of the partners.
Sometimes the undefined roles and completion between institutions contribute to duplication. A case in point is the situation with the Ramsar Convention where misunderstandings in institutional mandates between ZAWA, ECZ and the MTENR continue to hinder its effective implementation
- Other threats:
 - Inadequate budgetary allocation to MTENR, ZAWA, ECZ and MD
 - Increased environmental pressure due to high poverty levels.
 - High attrition rates due to HIV/AIDS
 - Brain drain from the public service at one level and from the country at another

3.3 The Contribution of UNDP Support to the outcome

3.3.1 Adequacy of the situational analysis, project design and key outputs

Situational Analysis

In general the situation analysis seems adequate, and gives a good summary. From the language utilised it is difficult to appreciate what exactly are Zambia's global environmental commitments. For example, the Environmental Protection and Natural Resources Management project document states that Zambia is party to over 20 international conventions and agreements (these might be intentions), while the Second UNDP CCF mentions that Zambia has acceded to 16 international conventions (which may be ratifications), and the Annex II of the Project Document mentions only 11 international conventions, noting that these were the basis for analysis in May 2002, when priority conventions to be domesticated were selected. The analysis does not provide details of other international commitments, such as those made during World Summit on Sustainable Development (though WSSD is included under the intended outputs) and the Millennium Development Goals (though these appear in annual work plans for 2004 and 2005). It is appreciated (as explained by UNDP) that the omission were because the project was mooted earlier, before the country developed any comprehensive approaches for achieving both initiatives. However, under extended support from UNDP (in whatever form) Zambia should seriously consider how both programmes can contribute to improved environmental management.

The situation analysis conducted in the process of developing the National Environment Policy however gives a more detailed account of the environmental and natural resource management problems and reasons why Zambia is not meeting its commitments. The national situational analysis in this report confirms a systematic failure of environmental protection and natural resource management and the reason

for this status. In addition, the selection and description of priorities is better described in this document

Adequacy of the design and key outputs

The Project is clearly relevant to the problems, challenges and opportunities in developing national capacity. The project underpins the environmental protection and natural resource management efforts of the Government. From an implementation point of view the project has infused its operations into the key partners operations through which the key partners have benefited.

Staff members of key partner's institutions understand the intention of the project reasonably well and speak highly of the projects contribution and how flexible UNDP has been in accommodating emergency needs, especially those of ZAWA, MD and MTENR. However, more concerted efforts should have been spent on raising awareness of the project within the specific project site especially at district and provincial levels through a well-packaged sensitisation effort. There are people at the province who do not know what the project is really about and are confused and suspicious of its intentions. The foregoing has served to reinforce existing perceptions of Government's lack of commitment to decentralisation.

The examination of the annual technical progress report for 2002, 2003 and 2004, the following assessment of the project results and resource framework led to conclusion that:

- **Intended Outcome:** still relevant in terms of the achieving national capacity
- **Outcome indicator:** The outcome indicator is at risk of not being achieved especially if the NEP is not formally adopted by Cabinet
- **The partnership strategy;** still relevant especially in relation to forging key links with other UNDP projects within the MTENR.
- **Project Objectives:** The project objective in the Project results and resource framework in PART II D continues to be relevant. The NEP policy process attempted to include all stakeholders including civil society. However the dearth of civil society organisations dealing with environment management issues and the general lack of capacity of civil society at provincial and district levels continues to hinder effective engagement in policy advocacy, a fact that civil society acknowledges.
- **Project Outputs: Adequacy of description of key outputs, proposed indicators, links etc**

The outputs were not adequately expressed in the project document. While documents can be easily produced as outputs it is the achievement of a desired state in as far as the outputs are concerned that will contribute to the achievement of the outcome. For example, it would have made more sense to have the CBD and CCD conventions integrated into legal frameworks rather than end at producing reports proposing their integration. The indicators for the outputs should have been further developed in order to provide an accurate means of assessing project progress.

Developing an information base through a baseline survey, a critical output establishing a basis for monitoring and other inputs MDG's and WSSD, originally proposed and which would have grounded the project in terms of a start point was

never followed through. Establishing a baseline would have assisted the project in setting targets for the outputs also useful as indicators which should have formed the basis for all project progress reporting, by the key partners to UNDP and government. In assessing the original project document the current indicators for the output are clearly sources of verification for the missing output indicator. Indicators need to be better detailed in the next phase of the project phase. It is therefore advisable that future project reporting be guided by a better developed Project Results and Resource Framework.

Adequacy of risk assessment and assumptions

Most of the risks have been adequately assessed and appropriate mitigative measures have been proposed. Having said this, an additional risk seems to have an impact on the Outcome – **high ratio of staff circulation** in the organisations subject to capacity building. This is largely attributed to low incentives offered by employers, but is also affected by HIV/AIDS situation in the country (e.g. in ZAWA alone in 2004, 57 staff members died, during 2005 by the time of writing this report more than 40 people have died of total approximately 1200 employees). The latter is being addressed by providing assistance to the elaboration of HIV/AIDS policy in ZAWA, but implementation is still lagging behind due to lack of financial means.

The capacity building is undoubtedly a key factor in the success of this Outcome. However during the second stage of the Country Programme Action Plan attention should be paid to measures that would specifically target the high ratio of staff circulation in the organisations subject to capacity building.

An additional risk which may affect implementation of international obligations (especially process of integration of requirements into national development planning, into policy and legal frameworks) is **slow progress of required approvals** of various policies, strategies etc. For example, the final draft NEP was ready around mid 2005. At the time of writing this report, the Cabinet Memo (required for the Cabinet approval) had not left the Ministry and there are no indications when the document would be approved.

Another additional risk is **possible changes in government priorities**, due to various reasons – now when national elections are approaching, priorities may shift towards election campaign, additionally. Equally the Election results may also affect government priorities.

One of the assumptions included in the project design concerns development of the national Environmental Policy – that it would be funded within the framework of the ESP. Due to various reasons, analysis of which goes beyond scope of this assignment, this turned out to be not possible. Therefore a decision was made to provide support to NEP through EP and NRM Project. The Evaluation Team regards this as a pragmatic decision since existence of widely accepted NEP is one of the key factors in attaining the Outcome.

Adequacy of the monitoring and evaluation system

The project monitoring and evaluation system was found to be inadequate Monitoring indicators were not established and incorporated into the project, thus perhaps making evaluation of the outcome slightly difficult. In the absence of baseline information

intended to be generated under the Output 1 in the project document and robust indicators, the Evaluation Team has had to make use of contextual information provided by the partners. This information can only help approximate the baseline while giving suggestive progress towards the outcome. In the absence of strong monitoring indicators for the outcome the project has been unable to effectively document and evaluate project effects, impacts, and important assumptions at any specific point in the implementation of the project. This has been a major shortfall.

Appropriateness of ME indicators to link to Output

It should be noted that no comprehensive monitoring and evaluation indicators were ever developed for the project is not reflected in the assessments below, because no ME indicators were developed. Nonetheless an attempt was made to develop indicators to measure the output and impact of the output. At times it is difficult to differentiate between the intended output and the indicator for the outputs. The indicators of impact are too general and would have perhaps been more useful had they been explicitly focused towards measuring changes in the environment with respect to sustainability and thus having a direct link with the output.

A further point to note is that quite a substantial support of UNDP under the Outcome has been concentrated on capacity building, which, among others, includes also training. In this regard it should be noted that there are no monitoring systems for capacity building reflecting how training has influenced the work capacities of the capacitated individuals and organisations (how many individuals stay within the organisation or within the sector, how many of them are promoted within the organisation, and whether they perform tasks that utilise knowledge and skills acquired, etc.). It is therefore highly recommended to install such systems either within the supported organisations (human resource management) or at least to prepare simple capacity building monitoring questionnaires to be filled in on regular basis by the relevant organisations. This would allow more substantial conclusions and quantitative assessments during end-of-the project Outcome evaluation.

3.3.2 Assessment of UNDP supported outputs

This subsection provides an assessment of key outputs provided by UNDP towards the Outcome – improved national capacity to negotiate and implement global environmental commitments. They follow the logics contained in the EP&NRM Project document. The assessment of outputs focuses on 4 main criteria:

- Relevance to the Outcome – whether the Output is relevant to the Outcome, whether UNDP's interventions can be credibly linked to achievement of the Outcome;
- Achievement of the Output – the progress towards achieving the Output,
- Impact of the Output – whether the Output as it is at the time of evaluation is contributing towards the Outcome. The impact assessment takes into account the impact indicators included in EP&NRM project document and observations made during this evaluation. This is particularly important aspect of the evaluation because many of the outputs are documents, strategies, policies, etc. which will have no impact on the Outcome if they are not implemented. This means that even if the Output is fully achieved / accomplished it may not necessarily have a positive linkage to the Output simply because documents produced remain not implemented;

- Exit strategies - whether the activities being implemented would contribute to smooth exit strategy or/and sustainability.

The main outputs provided through UNDP's assistance towards the Outcome were intended to be:

- Baseline Survey Report and project monitoring indicators,
- National Environmental Policy,
- National Action Plan on the Convention to Combat Desertification,
- Instruments for integration of Biodiversity and Desertification Conventions into legal frameworks,
- Tool kit for integrating gender issue in environment and natural resources management,
- Environmental protection strategies for enforcement developed and implemented by MTENR, ZAWA and ECZ,
- Internalisation of WSSD commitments and localisation of MDG-7.

The section below assesses each of these outputs against the criteria described above. The rating used in the assessment is based on three categories: the relevance to the Outcome, Achievement of output, and Impact of the output.

Output 1 – Baseline Survey Report and project monitoring indicators

The original project design proposed the baseline survey report and project monitoring indicators to be produced early during implementation of the EP&NRM project, so, that these would also serve as inputs towards MDGs, WSSD and State of Environment Report. According to the Steering Committee meeting minutes (August 3, 2005) this Output was dropped because the Output has been made redundant by the NPE consultations that were carried out in the districts which came up with situational analysis report.

Table below summarises the rating of the Output:

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
	Relevant (for monitoring the status, not so much to the achievement)	Dropped	Not applicable

Relevance to the Outcome

This Output is highly relevant to the Outcome in a sense that:

- It allows to monitor progress,
- It builds capacity to independently monitor progress towards, e.g. MDGs, other commitments.

Achievement of the Output

While it is indeed true that district consultations and reporting can provide input towards MDGs monitoring, WSSD and State of Environment Report, however, the SC failed to notice that by dropping the whole Output also **development of project monitoring indicators will not take place.**

Even though we fully understand and appreciate the sequence of events leading to such decisions (mainly due to high priority of the NPE development) and while we also understand that it is possible to apply MDG indicators for the Outcome monitoring, we still regard that there are certain problems with Output indicators which could have been addressed by such a study. As the result, the assessment of UNDPs support towards the intended Outputs can be interpreted according to the needs dictated by current day, rather than strategic approach towards attaining the intended Outcome. It further does not allow the key stakeholders to have a straight forward and simple answers as to the progress made.

It should further be noticed that the evaluation could not establish, whether the MDGs monitoring actually uses the reports produced during district consultations. WSSD reporting / planning also did not take off. State of Environment Reporting is definitely suffering from lack of reliable data from districts, therefore the district analysis reports will serve as a good input.

Impact of the Output

Impact Indicator (from EP&NRM project document) – Number of National Surveys and Programmes incorporates environment related indicators.

The link between the indicator and the Output seems to be weak. It rather appears to be more relevant to the whole Outcome. No monitoring of this indicator has been carried out by the project.

The Output can potentially have important impact, but it is still to be seen. E.g. – will the State of Environment reporting actually utilise findings of the District analysis reports or will it launch separate studies? There is still great unclarity about WSSD and therefore impact on that also can not be yet determined. Regarding MDG reporting – the last report (2005) – it would also be most appropriate for MDG monitoring to use district environmental information in building the national picture.

Exit strategies

It is clear that at this stage of EP&NRM project (with only one year left until the end of the project) it does not make sense to undertake major baseline analysis. However, we would strongly recommend the PMU, PC and other MTENR staff involved in the project to sit together and work out more elaborated project monitoring procedures and monitoring indicators for each of the outputs / activities being supported.

This case should also serve as a major lesson learned for all actors involved: the enthusiasm to start implementation activities as soon as possible should not overrule the need for a better and clearer understanding of where we now are (baseline) and what is it what we want to have in the end and how to that that we have achieved it (indicators).

Output 2 –National Action Plan on the Convention to Combat Desertification

Table below summarises the rating of the Output:

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
	Relevant	Achieved	Yes

Relevance to the Outcome

The Output is directly related to the Outcome, since the action plan deals with the issues of domestication of the CCD.

Achievement of the Output

Technically it has been fully accomplished in 2002.

Impact of the Output

Impact Indicator (from EP&NRM project document) – Sustainable management systems for dry lands.

The link between the indicator and the Output is appropriate. No monitoring of this indicator has been carried out by the project. Interview with the CCD focal point indicate certain progress in this direction (a project proposal for GEF has been drafted on management of miombo natural forests), however the evaluation team realises that it will still take a long time (beyond 2006) till the project implementation will start and even more – till any management systems for miombo forests will be elaborated. The National Plan itself contributes only to the level of strategising Zambia's actions in terms of the Convention. It's implementation (which will show the real impact on the Outcome) is related with integration of Desertification Convention into legal frameworks (under Output 3), and also with other implementation activities as proposed in the Plan. A brief analysis of major activities proposed in the NAP against what has taken place indicate certain progress in implementation of NAP. Also the draft of the 3rd report to the UNCCD, which was made available to the evaluation team indicate certain progress in UNCCD implementation, though it recognises also several problems and bottlenecks (related not only to shortage of funds, but also to frequent changes in focal point, insufficient coordination of various related strategic documents, etc).

The rating of the impact takes a realistic look at the problems that have so far slowed down process of CCD domestication and recognises that regardless these difficulties there is a noticeable progress: required institutional set-ups are in place; awareness rising has resulted in generally quite an appreciable level of awareness among the stakeholders with regard to combating desertification; MTENR is working towards getting more practical with the regards of dry land management systems; through the ZAMSIF programme, communities have been able to implement programmes aimed at rehabilitating degraded lands and they have been able to engage into income generating activities.

Exit strategies

UNDP support to this Output has finished after drafting the NAPCCD. The fact that the process of domestication of CCD and of internalising it into national planning, legal frameworks and that implementation of NAP has been taken forwards by MTENR independently - after the leaning from UNDP support indicates that the exit in case of this Output has been appropriate.

Output 3 – Instruments for integration of Biodiversity and Desertification Conventions into legal frameworks

Table below summarises the rating of the Output:

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
	Relevant	Partial	Some

Relevance to the Outcome

The Output is directly related to the Outcome, since the integration of CBD and CCD into national legal frameworks is one of the steps required for any meaningful implementation of these conventions.

Achievement of the Output

The Output has not been accomplished yet. UNCCD and UNCBD have been simplified, translated, printed and disseminated in two provinces. MTENR has contracted consultants, who have started to work to prepare documents required for integrating the Conventions.

Impact of the Output**Impact Indicator (from EP&NRM project document) – Policy and legislation promoting dry land management and sustainable use of biodiversity.**

The link between the indicator and the Output is appropriate. No monitoring of this indicator has been carried out by the project. While NPE promotes dry land management and sustainable use of biodiversity, integration of these issues into legal framework still has not been accomplished.

Sensitisation of communities and training of 100 community trainers creates a positive impact on the Outcome.

Exit strategies

At this stage it is too early to talk about ending external support to activities under this output – that would result in the Output not being achieved and not making its contribution to the Outcome. Consultants to integrate the conventions into legal framework have started their work recently and after their input the MTENR will need to take the process further into actual integration.

Output 4 – Environmental Policy Issues Paper that incorporates Civil Society

This output has not been accomplished. The Evaluation Team found no evidence of such a paper being prepared not even in draft although issues relevant to this subject were integrated in the situational analysis for the NEP.

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
	Relevant	Not Yet	To early to determine

Relevance to the Outcome:

Civil Society in Zambia play a very significant roles in policy formulation, implementation and, monitoring and evaluation. The Civil Society voice has its roots in the social impacts of environmental and natural resources degradation and resultant poverty levels. Because of its growing visibility and growing acknowledge of its ability to better engage with stakeholders at community level inclusion in higher levels processes is slowly taking effect

Achievement of the Output:

The impact of this output is yet to be determined. However it is anticipated that preparation of this paper would have herald not only more consistent participation of Civil Society in the environment and natural resource, but also better alignment of civil society perspectives with those of UNDP and its partners in the project. Even though, it is important to note that Civil Society's capacity in environment and natural resource management is yet to grow, However its experience in governance and lobby and advocacy would still very useful at the community level.

Impact of the Output

Impact Indicator (from EP&NRM project document) – Environmental impact assessment, Sustainable development systems; Sustainable use of biodiversity

It would also be worthwhile to include intermediate indicators that also address the capacities of Civil Society in being able to participate effectively in EIA, promoting sustainable development systems and the sustainable use of biodiversity. Very few civil society groups work in these areas

Exit strategies

UNDP should continue to support this output in future and ensure that its partners engage with civil society. Provision made for Civil Society participation on the Tourism Sector Advisory group is an opportunity for Civil Society to engage with government. However effective engagement is remains to be achieved. Achievement of this output should be done in conjunction with a network organisation such as CSPR which would also take opportunity of the integration of poverty issues as well embed the output in a more sustainable structure. In addition, the Natural Resources Consultative Forum (NRCF) presents another excellent opportunity for civil society participation in policy formulation and advocacy. Non-state profit-making actors in environment and natural resources on the other hand have shown enthusiasm towards the NRCF.

Output 5 - Tool kit for integrating gender issue in environment and natural resources management

This output has not been accomplished. Although acknowledged useful no toolkit has been prepared yet. Some Environmental protection and natural resource management initiatives and especially community based conservation approaches have often focused on undifferentiated natural resource use-generally on households without regard to gender.

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
	Relevant	Not Yet	To early to determine

Relevance to the Outcome

The Output is very relevant to Outcome. It is as important to take into account gender and socioeconomic status when designing program interventions that aim to meet community needs. At a minimum, this means collecting data in such a way that it can be gender-disaggregated (i.e., so it can be analyzed in terms of what men, women, boys, and girls do and what their resource needs are). Even though the output has not been achieved it is still necessary for the project to take steps to ensure that a reliable and comprehensive set of information is available to address gender. These roles and responsibilities are often ignored by project planners and implementers, resulting in project outcomes that benefit one sex over the other. Gender analysis is central to understanding the ways in which women and men relate to resources and to each other. It is understandable therefore and perfectly justified that the project would embark on developing a tool kit for integrating gender in environment and natural resource management and more specifically to understanding the gender roles responsibilities and issues access and use.

Achievement of the Output

A report on the Impact of Biodiversity loss and desertification on Women Youths and Children was prepared by the School of Natural Resources, Copperbelt University. The study revealed trade in biodiversity products provides employment for the majority of women and youths and that biodiversity loss compromises their well being. Regardless of the findings, unfortunately, not much progress has been made in developing the tool kit for integrating gender issues in environment and natural resources. The achievement of this output would greatly benefit from engaging with the civil society groups focus on gender.

Impact of the Output

Impact Indicator (from EP&NRM project document) – Community environment and natural resources plans that incorporates women and children's concerns developed and implemented.

Although the output is meant to impact on the situation of women, women should not be unduly isolated. The impact of this output should be understood from a gender perspective. When community environment and natural resources are finally prepared and implemented, gender imbalances in environment and natural resources which negatively impact on women should be redressed, include awareness, access and control issues.

Exit strategies

UNDP should continue to support this Output. Development of the toolkit needs to be followed up with training on the use of the tool kit. Once this training is conducted staff of MTENR, ZAWA, ECZ and MD should be in a position to produce information for the project communities that can support gender-sensitive interventions. In fact it would have made sense to devise the tool kit at around the baseline survey was to take place thus including instruments to collect gender-disaggregated data.

Output 6 – Environmental protection strategies for enforcement developed and Implemented by MTENR ZAWA and ECZ.

The output has been partially achieved

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
	Relevant	Partially	Positive change

Environmental strategies for enforcement developed include the following:

MTENR:

- **Environmental Policy framework.** The policy framework seeks to promote the good management of the environment while balancing the needs for social and economic development and environmental integrity and keeping adverse activities to the minimum; the Policy framework also intends linking together the activities, interests and perspectives of various stakeholders including the people, non-governmental organisations and government at both the central and local levels. In addition the policy aims to promote sustainable growth in order to improve the health, income and living conditions of the poor majority with greater equity and self reliance and to ensure broad-based environmental awareness and commitment to enforce environmental laws and to the promotion of environmental accountability.
- **Related environmental strategies for enforcement expected to to be in the not to distant future include:**
 - **the National Adaptation Programme of Action (NAPA)** which will serve as a road map for the country towards the implementation of climate change adaptation activities that will contribute to achieving the Millennium Development Goal (MDG) 7-that is ensuring environmental sustainability **and the National Capacity Self Assessment (NCSA)** to enable the country assess and analyse the capacity needs and constraints as it works to meet the global environmental management obligations set forth in the Rio Conventions and related international instruments.
 - **Reclassification and Effective Management of Zambia's Protected Area systems** The reclassification project to meant to address the new challenges in ensuring sustainable management of protected areas The project will develop protected areas models for a more effective and sustainable protected area management system.

ZAWA:

- Project assisted in the reporting to CITES on the following: crocodiles and the pancake tortoise and established cropping quotas.
- Conducted animal surveys in Mweru-wa-Ntipa, Lusenga Plains and Nsumbu National Parks;
- Development of statutory instruments which included the review and consolidation of various pieces of wildlife legislations under the ZAWA Act;

- Project met publication costs for developed management plans for crocodiles, African Wilddog and elephant, rhino conservation, fire management, Lion management, Pancake tortoise management, general guidelines for conducting wildlife research, conducting ecological assessments
- Instruments for public/private/community partnerships developed (Quota Setting and Hunting Monitoring Manual jointly funded with WWF)
- Development of Draft Management Plan for the Lusenga National Park

In addition to the strategic documents produced, the Evaluation Team would like to point out that the application of any of these strategies in Nsumbu, Mweru-wa-Ntipa and Lusenga Plains National Parks will be constrained by the following problems:

- That even though mobility with respect to law enforcement had improved with the allocation of vehicles, the effectiveness of the vehicles would increase if ZAWA was able to secure a steady supply of fuel. Securing fuel was a critical problem for the Mporokoso Office. The serious shortage of fuel also constrained the use of water transport (boats) in field operations.
- that even though timing of various activities could be improved – e.g. that the Mansa Office could now send ZAWA staff further afield into Lusenga NP with the vehicle allocated to ZAWA under the project fact that in Lusenga, the lack of communication equipment created a higher risk to the lives of ZAWA staff on patrol as there was no communication with Mansa once they were deployed in the field.
- That there are problems with communication equipment currently installed in Mweru-wa-Ntipa and Nsumbu. Before new equipment is installed the ZAWA HQ and the field should liaise closely in order to secure appropriate communication equipment. ZAWA should perhaps deal first with the problems in the other two parks;
- That training is not always effective again because of lack of funds and new techniques learnt cannot be used in the work situation because limited funding. The evaluation team was advised of the possible suitability of communication equipment used in Mfuwe. Nevertheless this has to be explored.
- That perhaps it might be pragmatic to have the management plans being developed simplified for discussions with the local communities, who are important stakeholders to the process, especially as way of soliciting for their support during implementation

Environmental Council of Zambia:

Technically all the UNDP support to ECZ has been reported under the Output dealing with localizing of WSSD and MDG-7, though quite naturally those activities have contributed to the enforcement capacities of ECZ. For more details please refer to the description of the Output 7.

Relevance to the Outcome

The achievement of this Output is critical to the Outcome in that enforcement capacities of MTENR, ZAWA and ECZ will be considerably enhanced making these institutions better placed to manage the environment and natural resources. Already

good progress has been registered in the compliance towards EIA, management planning and integration of cleaner production mechanism in industry.

Achievement of Output

A rating of “partially” was given because several strategies still need to be elaborated and implement and some strategies are only at the first level of development. For example the Report of Conservation Planning Assessment and Management for Nsumbu, Mweru-Wa-Ntipa and Lusenga Plains, will serve as a baseline document that will feed into the development of National Park plans for the three parks. Draft for Lusenga is already developed. The study of the potential of the forest sector on the Copperbelt was dropped and therefore did not form a part of this output. This output was well monitored perhaps because the enforcement strategies developed directly related to the work of the key partners

Impact of the Output

Impact Indicator (from EP&NRM project document) – Environment and natural resources measurably improved and providing benefits for the people

This output impacts directly on the abilities of the three key institutions with regards to improving effectiveness of environmental and natural resource management. Policy and legal instruments reviews conducted under this output have highlighted those areas of weaknesses requiring strengthening. Clearly some laws have been revised and new strategies developed. Lasting impact however will only be achieved if strategies are implemented and laws are enforced which in turn is linked to ability of any one institutions capacity – human and financial resources ZAWA states in 2004 Annual Report for example, that one of its challenge was the inadequate financial resources to fully develop the Mweru-Wa-Ntipa Ecosystem to the deserved status of sustainable conservation. While some funds had been provided by UNDP to facilitate conservation and planning and resource protection, this would not be enough to invest in the sustainable management of the park. Capacity building for wildlife resource conservation and management was equally a big challenge.

Exit strategies

UNDP should continue to support this output as it goes to the core of Zambia’s ability to effectively manage its natural resource base. However a step by step process of developing strategies, building on from frameworks already developed rather than reinventing the “wheel” so speak. More critically implementation of the strategies will require political will and discipline. The three key partners should be supported and left to work as professionally as is possible within the framework of good governance programmes an areas UNDP is already active in. This is the only way that these institutions will develop confidence professionally.

Output 7 – WSSD Commitments Internalised

The Output has been reformulated as “Strategy for localising WSSD and MDG-7 developed” in the Work plan for 2004. Later, one of the expected results of the Output – “Draft National Implementation Strategy for WSSD” has been dropped as suggested by the minutes of the SC meeting held on August 3, 2005. However interviews with people involved in the implementation of EP&NRM project give the impression that people think that the whole Output as such has been dropped. For example, the MTENR Annual Work plan for 2005 does not contain that Output as such. The reason for such a decision was “to avoid duplication since the Ministry of Finance and

National Planning is spearheading the follow up of all international conferences including WSSD outcomes” (SC meeting minutes of August 2005). Addendum to the same minutes emphasises that the Output should not be dropped because **the MFNP only spearheads the follow-up, but neither carries out any implementation programmes nor developed any strategies.**

At the time of the Evaluation, the Team failed to find out what will be MTENR action regarding WSSD in future. However to provide some insight in this respect, Under the WSSD Heads of State or Government Political Declaration which Zambia is party to, Zambia reaffirmed its pledge to place particular focus on, and give priority attention to the fight against conditions that pose severe threats to sustainable development. Among these conditions are poverty, unsustainable patterns of consumption and production, environmental degradation, chronic hunger, foreign occupation, armed conflicts; illicit drug problems, organised crime terrorism, intolerance and endemic communicable and chronic diseases, in particular HIV/AIDs, malaria and tuberculosis. Under the Declaration Zambia acknowledges that sustainable development requires long-term perspective and broad-based participation in policy formulation and decision making, including wide consultation with all stakeholders and decision-making based on long term considerations. Zambia further acknowledges that sustainability needs the active participation of women and men on equal terms and that further measures are still required to secure women, the right to equal access and the provision of their basic needs and to sustainable livelihoods. Although there seems to have been very little strategising carried out by government post WSSD, many of the issues raised above feature in several national plans and strategies. However, the fact that WSSD has not been sufficiently profiled is a missed opportunity for government in respect of raising awareness, mobilising national commitment and developing new partnerships and mobilising additional resources for addressing environmental degradation. No status report has been prepared regarding the situation of sustainable development in Zambia since WWSD.

Under the Output, in 2004, some activities were carried out by ECZ (air and water sampling) with the aim to prepare air and water quality assessments and baseline and risk mapping for monitoring and for EIAs. This was intended also to be used for development of M&E indicators and baseline survey report for monitoring of the EP&NRM project. Questionable, whether really water and air quality monitoring was to be the key element of M&E system of the project. However, later ECZ decided to move these activities to another funding source – Copperbelt Environment Project. Some activities were also carried out by MD – development of Meteorology Policy and sensitisation of decision makers in integration of climate change information.

In 2005 some activities were / are carried out by ECZ – training of people from districts on EIA (continuation of an initiative started earlier under funding from ESP), preparations are underway to prepare Strategic Development plan form ECZ and for preparation of guidelines for the State of Environment reporting in 3 pilot districts.

Taking into account the above, the Output assessment is taken from a broader perspective, while also considering the specific activities actually being carried out under the Output.

Table below summarises the rating of the Output:

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
WSSD Commitments internalised	Relevant	Progressing*	Some positive impact*
Surface / groundwater quality assessments	To some extent	Dropped from UNDP support – moved to a different funding source	not applicable
Establishment of baseline and risk mapping for monitoring MDG-7 and enforcement of standards	To some extent	Dropped from UNDP support – moved to a different funding source	not applicable
Review of regulatory frameworks for anti-littering and waste management	Relevant	Dropped from UNDP support – moved to a different funding source	not applicable
Capacity enhancement among local authorities in rural areas for application of EIA regulations	Relevant	Achieved	Yes
Review of ECZ Strategic Plan	Relevant	Not yet	Too early to say
Guidelines for SOE reporting in three Pilot Districts**	Relevant	Not yet	Too early to say

**The matter of follow up of implementation activities in support of WSSD seems to have fallen through the cracks between two key institutions MTENR and MoFNP such that no clear picture is available on this output .However note that within the broader national context several initiatives are underway and some impact is discernible*

*** All the written documents indicate 3 districts; however interview with the ECZ focal point indicated only one district.*

Relevance to the Outcome

Both the originally proposed Output and all the activities undertaken are relevant to the Outcome. It should be noted though, that majority of the activities carried out under the Output appear to be more relevant to the Output “Environmental protection strategies for enforcement developed and implemented”. It should also be noted that linkages between these activities to the Output and to the Outcome have not been explained in any of the documents reviewed.

Review of ECZ Strategic Plan in relevant to the Outcome since ECZ is an important player in the sector, especially when it comes to enforcement. Updated plan could also help in future to avoid problems that were encountered during 2004, as the result of which some of the activities had to be moved to CEP. Guidelines for SOE reporting at district level are relevant to the Outcome since need for reliable and up to date information on environmental situation is instrumental in achieving the Outcome.

However in two cases the grading “**to some extent**” was given because the actual content of these activities focused on very narrow aspects of environmental monitoring and reporting (air and water quality).

Achievement of the Output

The rating “**unclear**” was given because at the time of the evaluation it was clear that there is a great confusion among the involved institutions involved with achieving this output, suggesting that there is need to focus on the clarity of roles and responsibilities with respect to follow required for WSSD.

Three of activities started in 2004 were later moved to another funding source – Copperbelt Environment Project.

Training of rural authorities on EIA has been fully accomplished. The representatives of district and provincial authorities indicate a great enthusiasm to participate in EIA processes and to ensure that regulations are being followed. ECZ should in future make sure that local authorities are involved in monitoring the conditions included in EIA decisions. End of the project evaluation should pay a special attention whether that is indeed happening.

Impact of the Output

Impact Indicator (from EP&NRM project document) – sustainable development concept adopted and used widely in socio-economic activities.

The link between the indicator and the Output is appropriate. No monitoring of this indicator has been carried out by the project. Concept of sustainable development is slowly but increasingly vividly entering policy making in Zambia and profiling sustainability issues after WSSD would have provide further impetus for integration. Its true application and use in socio-economic activities is still to be seen.

To some extent activities that have been carried out so far had a positive impact on the Outcome. There is a great enthusiasm at district and provincial levels about EIA, this momentum should not be lost due to, e.g., lukewarm opinion regarding local capacities, but rather be used to further enhance this capacity by actually making full use of local stakeholders and district councils. Having said this, one should not forget that, still, application of EIA as a tool in Zambia has its limitations and constrains, where due to various external pressures EIA decisions can be overturned by the government. Also monitoring of developments after the EIA process seems to be somewhat weak (e.g., monitoring requirements included in ECZ decisions may not necessarily set the monitoring locations, specify substances to be monitored, frequencies, methods, etc., which allows dishonest developer to manipulate with monitoring information).

Exit strategies

UNDP support should become more focussed and strategic. The process that took place in 2004 with subsequent dropping of certain activities has not contributed to cost effectiveness of these interventions. Therefore review of ECZ Strategic Plan should be seen as a key if cooperation with ECZ is to be continued. Special attention should be paid to ensure that potential synergies with Copperbelt Environment Project and National Capacity Self Assessment are utilised.

Guidelines for SOE reporting at district level are also an important activity contributing to the Outcome. Furthermore, it is also in line with the decentralisation processes taking place in the country. However, special care should be taken that this activity is continued also after 2006 (end of the EP&NRM project) – either with UNDP direct assistance or through partnerships with other organisations.

Output 8 – National Environmental Policy development

This output was originally intended to have been supported under the Environmental Support Programme (ESP). However because of the continued difficulties being experienced in coherently managing the environment and natural resources, the preparation of the Policy was given higher priority above all other programmes in environmental management. A consultative process was thus initiated in 2003 and concluded in mid 2005 which involved stakeholders at the district, province and national levels, which culminated in the development of a Draft National Environmental Policy. This Output is therefore technically achieved.

Table below summarises the rating of the Output:

Rating of:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
National Env. Policy development	<i>Relevant</i>	<i>Achieved</i>	<i>Too early to say</i>

Relevance to the Outcome

This Output is highly **relevant** to the Outcome in a sense that:

- It provides an opportunity for better coordination of environmental protection and natural resources management.

Achievement of the Output

The drafting of policy has been completed mid-2005.

Impact of the Output

Impact Indicator (from EP&NRM project document) – None stated in the document as this output was included at a later date and to have been achieved under another programme.

Even though this output found its way into the project much later than the other outputs, the strategic reasons for developing a National Policy for Environment are well articulated in reports and documents of the Ministry of Environment and Natural Resources. The true impact of the Output will only be seen if when the Policy is

implemented. So far the Policy is still in the process of being approved by the Cabinet.

While the NEP provides an opportunity for a more cohesive approach to environmental protection and natural resource management for Zambia, a critical weakness is its failure to address a key issue in natural resources management. While sub-sectoral policies and acts (wildlife, forestry, fisheries) considerably discuss community involvement in the management of natural resources and specifically community based natural resources management (CBNRM), the NEP skirts around the key issues pertinent to CBNRM which include – rights to use, to manage, to limit access, to those resources by communities and more importantly - ownership of land (especially contradictions between the Land Act on the one hand and wildlife, forestry, fisheries policies on the other hand). These issues therefore are not sufficiently resolved in the Policy and question government commitment to effectively devolving responsibility for natural resource management to the community level

Exit strategies

UNDP has continued to support this output as it is not enough just to draft the Policy. The Policy will require implementation. Initial steps have been made by UNDP/MTENR towards the implementation with the commencement of preparation of an NEP Implementation Plan and Business Plan. The Evaluation Team is however concerned that the quality of these first implementation steps may be compromised by the time allocated for their development. Time frame since, 45 days for developing Implementation Plan and the Business Plan seems inadequate to ensure the quality critical documents as these, unless the intention is to continue the development process within the MTENR after the initial work has been concluded.

The table 3.2 summarises the above presented evaluation of outputs supported by UNDP:

Table 3.2 Summary of assessment of UNDP supported outputs

Outputs:	Relevance to the Outcome	Achievement of the Output	Impact of the Output
Output 1 – Baseline Survey Report and project monitoring indicators	Relevant <i>(for monitoring the status, not so much to the achievement)</i>	Dropped*	Not applicable
Output 2 –National Action Plan on the Convention to Combat Desertification	Relevant	Achieved	Yes
Output 3 – Instruments for integration of Biodiversity and Desertification Conventions	Relevant	Partial	Some

into legal frameworks			
Output 4 Environmental Policy Issues paper that incorporates Civil Society	Relevant	Not yet	Too early to say
Output 5 -Tool kit for integrating gender issues in environment and natural resource management	Relevant	Not Yet	Too early to say
Output 6 - Environmental Protection strategies for enforcement developed and implemented by MTENR, ZAWA and ECZ	Relevant	Partial	Some positive impact
Output 7 –WSSD Commitments Internalised	Relevant	Progressing**	Some positive impact**
Surface / groundwater quality assessments	Somewhat	Dropped from UNDP support***	not applicable
Establishment of baseline and risk mapping for monitoring MDG-7 and enforcement of standards	Somewhat	Dropped from UNDP support***	not applicable
Review of regulatory frameworks for anti-littering and waste management	Relevant	Dropped from UNDP support***	not applicable
Capacity enhancement among local authorities in rural areas for application of EIA regulations	Relevant	Achieved	Yes
Review of ECZ Strategic Plan	Relevant	Not yet	Too early to say
Guidelines for SOE reporting in three Pilot Districts*	Relevant	Not yet	Too early to say
Output 8 –National Environmental Policy	Relevant	Achieved	Too early to say

* Baseline survey reports have been prepared as part of NPE development process

** The matter of follow up of implementation activities in support of WSSD seems to have fallen through the cracks between two key institutions MTENR and MoFNP such that no clear picture is available on this output, but seen from a broader perspective sustainable development issues are being addressed through other government programmes.

*** Moved by ECZ to a different funding source – Copperbelt Environment Project

3.3.3 Mainstreaming of gender, ICT, HIV/AIDS

Mainstreaming gender, ICT and HIV can be defined as the process of analyzing how these three subject matters impact on the environment and natural resources sectors now and in the future, both internally and externally, to determine how the sector should respond based on its comparative advantage. All three key partners are still a

long way from effectively mainstreaming gender, ICT and HIV/Aids. For gender a first step has been made with the respect to the report “*The Impact of Biodiversity loss and desertification on Women Youths and Children*”. See also Output 5.

In s far as gender is concerned, the gender policy highlights those areas that need addressing. More often than not the inability to mainstream gender is a result of the lack of information on gender imbalances. None of the three organisations adequately planned for gender mainstreaming which goes beyond just holding awareness workshops for staff. Collecting gender disaggregated data and developing a toolkit for integrating gender issues are important steps to mainstreaming gender and must be followed through as planned.

The availability of computers has improved report production, data processing and storage of information in the key partners. However internet availability is still limited, networking (both wide and local limited. Wide areas networking would greatly benefit the partners, especially ZAWA whose main areas of operations are in the country side. GIS facilities are limited and limited maintenance capacities deter full use of computers installed.

The HIV/AIDS impact on the environment and natural resource sector are twofold: the loss of human capacity for environmental management and changes in the use of land and natural resources. Social stigma and denial about HIV/AIDS is still very prevalent. Specifically, HIV/AIDS has caused accelerated rates of illnesses and deaths among wildlife managers, village scouts, and other environmental management staff. Increased morbidity has disposed communities and individuals alike to depend more and more on natural resources, leading to localized degradation as impacted people increase their dependence on the environment (wild foods, wildlife, medicinal plants, timber, and fuel wood).

The new HIV/AIDS Policy should be able to assist to address the causes and effects of HIV/AIDS in an effective and sustained manner, both through the key partner organisations *normal work* and within their *workplace*”. ZAWA is the only one of the key partners that has developed an HIV policy for the workplace and also has peer educators in place. While condoms are readily available, access to ARV is still limited. In view of this limitation it would be pragmatic for organisations to provide to staff directing them to where voluntary testing serves and ARV's could be obtained, especially for staff in the country side.

3.3.4 How the support has influenced institutional strengthening

Ministry of Tourism Environment and Natural Resources

UNDP assistance to MTENR has had significant impact on profiling of the MTENR. First of all, with UNDP the Environment and Natural Resources Management Department has been able to address the most urgent technical needs – transport has increased mobility, supply of office and ICT equipment has improved effectiveness of work and accessibility to internet resources, exchange of information and use of e-mails (rather than exclusively ordinary mail). With UNDP assistance staff has been exposed to some training of GEF procedures and environmental law. Impact of training on GEF procedures is being applied since MTENR is implementing several

projects with GEF funding. Impact from training on environmental law is still to be seen. UNDP assistance has also assisted the Department in NPE formulation.

The Environment and Natural Resources Management Department is responsible for the overall policy formulation on environment, natural resources and pollution control on behalf of the MTENR, which is the focal point for all environmental and natural resource management issues in the country. The department also coordinates monitors and evaluates the operations of the executive agencies that have been created to implement policies on behalf of the government. The appropriateness of ways applied by the Department to receive assistance for NPE development and for domestication of conventions is to be questioned. The manpower capacity of the Department is extremely limited. Consequently the Ministry has had to use services of consultants to execute most of the activities planned for implementation. While this arrangement may be convenient for the Department and the Ministry and it is more likely to ensure timely deliverance of planned outputs, it places the Ministry in a weak position if staff is unable to take the lead in directing processes where Consultants are used. The Evaluation Team is concerned that too much of the input is being left in the hands of external consultants, rather than staff of MTENR. Learning by doing is one of the most effective forms of capacity building which has been missed due to these arrangements. Besides, too large reliance on external consultants may potentially cause several problems:

- MTENR staff is not involved in the process of developing any decisions, recommendations, conclusions, that means that potentially they may not necessarily share opinions of the Consultants, which in turn may mean that staff is not really interested to take the process further;
- MTENR staff may loose the control over the process and after the consultants accomplish their assignment there is nobody among MTENR staff who really understands in-dept – what is going on and what should be done next.

It is also doubtful whether, for example, the process of NPE formulation, which was characterised by comparatively low involvement of ministry staff as opposed to external consultants, has increased the capacity of the Department to actually formulate policies on environment, natural resources and pollution control. Similarly, the Evaluation Team did not find evidence that the support received by MTENR has improved the Department's capacity to coordinate, monitor and evaluate the operations of the executive agencies (ECZ, ZAWA) created to implement policies on behalf of the government.

The reasons for such arrangements are primarily low number of staff at the Environment and Natural Resources Management Department and to some extent also low motivation. Technical knowledge of staff seems to be the least significant factor.

It is therefore commendable that Environment and Natural Resources Management Department is working on increasing the number of its staff. If that indeed will be achieved in 2006, it is recommended that MTENR focal staff takes more central role in actual implementation of activities relevant to their core functions (e.g., focal points for CCD and CBD could take more instrumental role in implementation of the Outputs related to domestication; designation of staff responsible for NEP implementation activities; monitoring and evaluation of work of ECZ and ZAWA,

etc). At the same time the MTENR staff should take care not go to the other extreme and take a more distant role in implementation of activities that are not their core functions.

Zambia Wildlife Authority

UNDP assistance to ZAWA has had considerable impact with respect to the organisations capacity to plan and implement programmes at organisational level and implementation of national policies. Areas of improvement include:

- ZAWA is able to proactively deal with CITES issues (provide input to the Standing Committee). In addition there has been considerable improvement in knowledge levels enabling ZAWA to deal much more proficiently with CITES issues such as, ivory storage, domestication of the CITES convention and conducting surveys for species for trade purposes and the establishment of the National CITES Secretariat (including Drug Enforcement Commissions, Zambia Police Service, Ant-corruption Commission , Zambia Revue Authority, UNZA Fisheries Dept, Forestry Department, Veterinary Dept, Wildlife and Environmental Conservation Society of Zambia)
- Expected improved enforcement and compliance with laws in view of the rationalisation of existing and development of new statutory
- Improved implementation capacities as a result of better communication for field staff, improved transport and logistics and law enforcement effort in the field. Operations staff now able to stay longer in the field including the increase in the number of operational field days
- Development of a baseline information as a result of the aerial surveys done in Nsumbu, Lunsenga and Mweru-wa-Ntipa and the ability to set crocodile quotas under CITES requirements
- Training of HIV/AIDs peer education/counsellors; and guiding policy developed

Environmental Council of Zambia

UNDP assistance to ECZ under the EP&NRM project is maiden. ECZ had received no other support prior to the current partnership. ECZ thus finds it extremely important to achieve all intended outputs under the current UNDP support.

Involvement of ECZ in the EP&NRM project formulation appears to have been insufficient. At the time of this evaluation it is impossible to trace back all the processes that took place, suffice to say that these problems could have been as a result of a break down in internal communication within ECZ, or indeed insufficient communication between ECZ, MTENR, UNDP and persons who actually formulated the EP&NRM project document. Therefore at the start of the implementation ECZ seemed to have been faced with participation in a project that did not really match ECZ needs, hence significant changes in planned activities (when comparison is made between the original project document and annual work plans).

Although present UNDP support for ECZ capacity building has been relatively small compared to other ECZ cooperating partners (e.g., WB, UNEP), it has been instrumental in finalising training of districts level institutions in EIA procedures (2005), and it will be crucial in reviewing the current Strategic Action Plan (2001-2005), and in SOE reporting at district level.

To conclude, we recommend continuing capacity building of ECZ, taking into account the following lessons learned / recommendations:

- Maintaining appropriate internal and external processes are crucial in achieving consensus in planning, especially in situations where focal point persons continue to change.
- In order to maintain the strategic approach in capacity building we highly recommend speeding up the process of reviewing the ECZ Strategic Action Plan, which, among others, can also serve as a tool for cooperating partners and ECZ to better strategise their actions and to maximise potential synergies. At the same time we urge not to perceive the review of the Strategic Action Plan as an isolated exercise, and therefore utilise potential synergies also with the National Capacity Self Assessment exercise carried out by MTENR and with the Copperbelt Environment Project;
- Regarding SOE reporting, special care should be taken to ensure that districts are able to gradually take more and more responsibilities in collection, analysis and synthesis of environmental information – that is not to only serves the direct needs of ECZ in preparing the national SOE report, but also local development planning needs;
- Regarding EIA, firstly, we assume that the new ECZ Strategic Action Plan and the National Capacity Self Assessment exercise will, among others, identify gaps and weaknesses in the current EIA application system; it is also further assumed that gradually greater role will be played by local authorities in ensuring environmental compliance. ECZ should therefore be supported (either by UNDP or by other cooperating partners) to proactively utilise potential benefits of the ongoing decentralisation process and increasingly involve local authorities in the preparation, reviews and monitoring, during and after EIA.

Meteorological Department

Capacity building of the MD entered the EP&NRM project at a relatively late stage – only after the start of the implementation in 2003. It is the Evaluation Teams opinion that decision to extend support to MD was very sensible, taking into account the very high relevance of MD to the Outcome in the provision of information required for CCD reporting. However the process in case of MD again indicates that formulation of the EP&NRM project has was not sufficiently thorough.

So far the assistance to the MD has been to formulate National Meteorology Policy. If the Policy is adopted, it will allow the meteorology sector to develop in a more strategised manner. At the moment the chances for the early adoption of the policy are regarded as high – partly also due to increasing awareness amongst decision makers. The Department has also prepared its Strategic Plan, adoption which is awaiting formal adoption of the Policy.

To conclude, the UNDP assistance to MD has been critical and effective. Further capacity building will be required in order to increase the quality of meteorological data produced. The needs are not only for the installation of additional and better equipped monitoring stations, but also for infrastructure development, training, gender mainstreaming and raising awareness. Special care should be taken whenever possible to utilise potential synergies between work carried out by ECZ and MD (e.g.,

common monitoring stations). The internal EP&NRMA project monitoring and the end-of-project evaluation should pay special attention to:

- The progress in the status of the Meteorological Policy and the Strategic Plan of the MD;
- The degree to which the MD manages to maintain the improvement in profiling of the sector (e.g., assessing adequacy of funding to the Department);
- The degree to which the Meteorological Policy and the Strategic Plan of the MD has resulted in actual changes on the ground (e.g., change in numbers of monitoring stations, their equipment, training, infrastructure, etc.) and, more importantly, also improvements in quality of monitoring information.

4. UNDP Partnership strategies

The importance of partnerships in environment and natural resource management cannot be overemphasised. No single organisation has all the expertise and experiences to approach environmental management in the truly integrated way that is expected to contribute to achieving the Outcome. UNDP recognises that collaborative effort is required if it wants to address underlying causes rather than deal with symptoms only. UNDP partnerships forged to contribute to the Outcome were grouped as follows:

Direct partnership arrangements

- Between the UNs own agencies (UNDP and UNICEF)
- Between UNDP and Key Government Ministries and Departments (MoFNP, MD, MTENR, ECZ and ZAWA)

Indirect collaborative arrangements

- With other UNDP/GEF supported project (e.g. NAPA, NCSA, Reclassification
- With other donor funded projects (for example ZAWA/SLAMU funded NORAD, the , SEED project funded by the World Bank, and the Natural Resources Management Component undertaking funded by DANIDA an undertaking activities in Itezhi-tezhi, Kasempa, Namwala GMAs and in Lower Zambezi.)

These initiatives have further strengthened government capacity for environmental management at both national and local levels.

The reasons for UNDP developing partnerships and linkages with other UN entities and organisations were understood to be the following:

- The responsibilities for many environmental management activities are mandated to specific national or local government bodies which cannot be bypassed. It would have been both unworkable and impractical for UNDP to implement any of the activities leading to the outputs with established organisations in place.
- Through the partnerships from planning to implementation, UNDP was able to gain a better understanding of national and local perceptions and aspirations in environment, while the key partners have benefited from UNDP's global experience;
- The element of capacity building attached to the project and targeted at, the key partners was an important way of fostering sustainability;
- The partner institutions especially those working with communities such as the ZAWA and to a lesser extent the MTENR are much more familiar with methodologies appropriate to local problems and needs;
- The collaborative effort developed through project structures (Steering Committee etc.) encouraged more openness and exchange of information between UNDP and the key partners more so with organisations such as ZAWA previously though to be inward looking thereby reducing the risk of major gaps in the collective national environmental agenda or of duplication of efforts.
- Cost sharing by collaborating with fellow agencies in this instance UNICEF.

An observable weakness in partnerships under this Outcome was the limited of participation civil society in any of the outputs except perhaps in consultations leading

to the preparation of the NEP. Effective engagement needs further improvement beyond identified for a (SAGs, NRCF) because of the identified weakness of civil society in the natural resources sector. Engaging with Civil Society should perhaps be facilitated by UNDP. With participation Civil Society's could have also benefited from capacity building just as much as the key partners.

5. Lessons learned

UNDP assistance in national capacity building to implement and negotiate global environmental commitments has so far produced a number of lessons learned presented here below.

Regarding changes in environmental status

Actual improvement in environmental quality is a long term process; therefore no immediate results are to be expected. However, in situations when there are committed institutions and staff in place who simply lack some basic equipment, even small investment in equipment can bring noticeable results (as has been the case in the three National Parks receiving UNDP support).

Regarding linkages between environmental sector and governance

Institutional capacity building should not be seen as an isolated exercise. Impact of the capacity building is affected by factors external to the institutions being capacitated, especially issues related to good governance.

Regarding baseline studies and setting monitoring indicators. UNDP support under EP&NRM project again showed, that the enthusiasm to start implementation activities as soon as possible should not over-run the need for a better and clearer understanding of where we now are (baseline) and what is it what we want to have in the end (indicators).

Regarding stakeholder involvement

In order to avoid any hiccups at the start of project implementation and at later stages, it is highly advisable to fully involve relevant players during the design stage of projects. This may mean the need not only to improve effectiveness of consultations with the relevant organisations, but also facilitating communication and information exchange within these organisations. The example of the situation in 2004 with ECZ and in 2003 with MD clearly shows that certainly their involvement during planning stage was not sufficient and / or appropriately organised.

Regarding transfer of funds

Request for Direct Payment system used in 2004 proved to create lot's of unnecessary delays in implementation of activities. This caused UNDP to review the procedure and in 2005 a mixed system (advance payments and RDPs) is being used. That seems to be satisfactory to the implementing agencies. It is highly applauded that UNDP and partners could take 2004 as a lesson learned and building on that, gain a positive experience. If audit reports for 2005 will not bring out serious problems, the same system is recommended to be used also in 2006.

Regarding planning

In most of the cases, time required for carrying out activities has been underestimated. More realistic time frames should therefore be proposed in the annual and quarterly work plans.

Regarding mainstreaming cross-cutting issues

While mainstreaming gender and HIV/Aids into development initiatives now widely accepted in Zambia. It needs to be understood that it is more than the inclusion of the intent in a document or a report. It is a process with specific steps over time and also requires specific tools to ensure mainstreaming.

Regarding the formation of partnerships – that partnership development does not happen automatically. Partnership development with Civil Society needed attention just as much as any other in order to grow. The assumption that the key partners would automatically involve the Civil Society did not hold.

6 Conclusions and Recommendations

General

It is too soon in the process of capacity building to give a final verdict in status of the Outcome. However, satisfactory progress has been made in this direction. We conclude that the UNDP assistance under the Outcome has been relevant and in many instances crucial. Even though implementation of activities has in some cases seen delays, difficulties and problems, we recommend UNDP to continue its assistance under EP&NRM project as well as in partnerships with other cooperating partners to support Zambia's national capacity building to implement and negotiate global environmental commitments.

We also recommend UNDP to explore ways of assistance towards achievement of the Outcome also after the end of EP&NRM project in order to ensure that positive (though somewhat delayed) start of some of the initiatives is not stopped due to e.g. lack of funding. Possible areas of support after 2006 could include:

- **Further assistance in the process of domestication of international conventions.** UNDP assistance so far has concentrated on domestication of 2 conventions (CCD and CBD) and to some extent also CITES and Ramsar; partnerships with other organisations have contributed towards domestication of few more conventions (Basel convention, Vienna convention). For the purpose of strategising UNDP assistance under the Output after 2006, we recommend to start with a baseline exercise – identification of full picture – what are Zambia's global environmental commitments, what progress has been made towards achieving them and what are they key priorities. We understand that that will be undertaken as part of the National Capacity Self Assessment. That would then serve as a basis for UNDP and other cooperating partners to work out best and most appropriate ways of assisting Zambia in attaining these commitments;
- **Further assistance to capacity building of MTENR, ZAWA, ECZ and MD.** It is quite clear that these organisations will still need further capacity building after 2006 – both in terms of equipment and training. Special care should be taken to ensure that assistance is better strategised and suiting the needs of the organisations. Specific areas of focus for the capacity building could potentially include assistance to implementation of NPE, to increasing capacity for Zambia to benefit from international funding sources, to introduction of creative local funding sources for environmental sector, others. **However we emphasize that decisions for directions of future support should be drawn from the National Capacity Self Assessment exercise, and review of ECZ Strategic Plan.**
- **Assistance that links environmental sector with good governance** and thus will allow to reduce adverse external impacts related to governance issues.

Below are more specific recommendations that we hope will increase effectiveness of UNDP assistance:

Regarding EP&NRM project monitoring and evaluation

There has been certain progress made in attaining most of the Outputs. As the result the UNDP assistance has created a very good momentum in the process of increasing the national capacity. It is of utmost importance not to lose this momentum by, e.g., forgetting that actual impacts of the Outputs produced will be seen only after implementation of the various strategies, action plans, policies, etc has started. It is therefore extremely important to ensure that Output impact monitoring is continued internally and by the SC also after a given Output has been achieved. It is therefore that we recommend the PC, PMU and relevant staff of implementing agencies where necessary to review the impact indicators such that they allow monitoring regularly the impact of various strategic documents produced with UNDP assistance.

Internal EP&NRM project monitoring and end-of-project Evaluation should pay a special attention the degree of integration in the Fifth National Development Plan (2006 – 2010) and the National Visions 2030, which are currently being elaborated under the Ministry of Finance and National Planning. If environmental objectives and targets (in general and specifically those related to biodiversity and desertification) will be integrated in those documents, that will be a better indication of attainment of the Output.

Based on the above, we recommend to reformulate the Outcome indicator as “the objectives and targets of the National Strategy / Plans / Programmes for biodiversity and desertification are integrated in the Fifth National Development Plan (2006 – 2010) and the National Visions 2030.

Internal EP&NRM project monitoring and end-of-project evaluation should follow up on whether indeed District and Provincial environmental situation analysis reports produced during NPE process will be utilised.

It is not recommended at this stage of EP&NRM project (with only one year left until the end of the project) to carry out a major baseline analysis for monitoring purposes. However, we would strongly recommend the PMU, PC and other MTENR staff involved in the project to sit together and work out more elaborated project monitoring procedures and monitoring indicators for each of the outputs / activities being supported. The monitoring system should also follow up achievement of impact indicators.

ECZ should be encouraged in future make sure that local authorities are involved in monitoring the conditions included in EIA decisions. Internal EP&NRM project monitoring and end-of-project evaluation should pay a special attention whether that is indeed happening. For the purpose of internal monitoring ECZ can be asked to include such information in their reports to MTENR.

Regarding work planning and implementation

We can conclude that process of planning of UNDP assistance under the EP&NRM project has in some cases been not sufficiently thorough. Some indications to this are: difficulties with strategising and planning for the ECZ work in 2004; late inclusion of

MD in project; dropping of preparation of Draft National Implementation Strategy for WSSD; dropping of one complete Output (which is a very significant change in project design). Five years down the line after the formulation we are not able to exactly point out the reasons for that, but in general terms, this situation could have arisen either due to some deficiencies in the consultation process with the various organisations and stakeholders, or due to communication and information exchange problems within organisations. We therefore recommend UNDP and the implementing agencies in future to pay more serious attention to identify possible problems as early as possible (e.g., improve on project preparation; increase stakeholder involvement during project formulation; pay special attention to process of how proposals are communicated within the relevant organisations and if necessary facilitate it; improve on independent project appraisals that, among others, pay special attention to stakeholder ownership).

We recommend bringing more clarity into the process annual work planning. In this respect and for internal management purposes we recommend to have small briefs for all major activities, stating as a minimum, objectives, expected results, linkages to the relevant Output and the Outcome, tentative work plan, budget and indicators. These must not be bulky, but concentrated (say, max 1 page).

Regarding capacity building

We recommend continuing capacity building of MTENR. However, the Evaluation Team is concerned that too much of the input is being left in the hands of external consultants, rather than staff of MTENR, which can undermine capacity building efforts. Learning by doing is one of the most effective forms of capacity building which has been missed due to these arrangements. Besides, too large reliance on external consultants may potentially cause several problems related to ownership and continuity. It is therefore commendable that Environment and Natural Resources Management Department is working on increasing the number of its staff. If that indeed will be achieved in 2006, it is recommended that MTENR focal staff takes more central role in actual implementation of activities relevant to their core functions (e.g., focal points for CCD and CBD could take more instrumental role in implementation of the Outputs related to domestication; designation of staff responsible for NEP implementation activities; monitoring and evaluation of work of ECZ and ZAWA, etc). At the same time the MTENR staff should take care not to go to the other extreme and take a more distant role in implementation of activities that are not their core functions.

We recommend continuing capacity building of ECZ, taking into account the following lessons learned / recommendations:

- It is crucial to listen to the actual needs of the organisation in work planning – if necessary, it may mean also the need to ensure that internal communication processes are appropriate and sufficient;
- To facilitate the above and to ensure more strategic approach in capacity building we highly recommend speeding up the process of reviewing the ECZ Strategic Action Plan, which, among others, can also serve as a tool for cooperating partners and ECZ to better strategise their actions and to maximise potential synergies. At the same time we urge not to perceive the review of the Strategic Action Plan as an isolated exercise, and therefore

utilise potential synergies also with the National Capacity Self Assessment exercise carried out by MTENR and with Copperbelt Environment Project;

- Regarding SOE reporting, special care should be taken to ensure that districts are able to gradually take more and more responsibilities in collection, analysis and synthesis of environmental information – so that it not only serves direct needs of EZC in preparing national SOE report, but also local development planning needs;
- Regarding EIA, firstly, we assume that ECZ Strategic Action Plan and the National Capacity Self Assessment exercise will, among others, identify gaps and weaknesses in the current EIA application system; One glaring weakness I is the lack of mechanisms for undertaking Strategic Environmental Assessments (perhaps at sector level). It is also further assumed that gradually greater role will be played by local authorities in ensuring environmental compliance. ECZ should therefore be supported (either by UNDP or by other cooperating partners) to proactively utilise potential benefits of the ongoing decentralisation process and increasingly involve local authorities in preparation, reviews and monitoring during and after EIA.

We conclude that capacity building in ZAWA has steadily improved of all the three partners, however the organisation will still assistance in implementing the general management plans being developed (be it directly by UNDP or through partnerships). It is the quite common that management plans are successfully put together but never really implemented. Other capacity needs include training in GPS, improvements in the communication for the national parks (especially for the Lusenga National Park) and continued training in support of law enforcement.

UNDP assistance to MD has been critical and effective. Further capacity building of MD will be required in order to increase the quality of data produced. That means not only installation of additional and better equipped monitoring stations, but also infrastructure, training, gender mainstreaming and awareness raising. A special care should be taken whenever possible to utilise potential synergies between work carried out by ECZ and MD (e.g., common monitoring stations). The internal EP&NRMA project monitoring and the end-of-project evaluation should pay special attention to:

- The progress in status of the Meteorological Policy and the Strategic Plan of the MD;
- The degree to which the MD manages to maintain the improvement in profiling of the sector (e.g., assessing adequacy of funding to the Department);
- The degree to which the Meteorological Policy and the Strategic Plan of the MD has resulted in actual changes on the ground (e.g., change in numbers of monitoring stations, their equipment, training, infrastructure, etc.) and, more importantly, also improvements in quality of monitoring information.

Regarding mainstreaming gender and HIV/AIDs

The Team recommends that serious attention be paid to the mainstreaming of the above cross cutting issues. With respect to gender, it may be of value to specifically allocate the responsibility of ensuring that gender is mainstreamed to a dedicated staff member, especially in the MTENR, MD and ECZ where least progress has been achieved in this respect. On HIV/Aids on the other hand the project should make concerted effort to link into already existing programmes in as far creating awareness is concerned and to make full use of the HIV/Aids focal persons in place at the

MTENR and those that have been trained under the Project. In the field sites links should be forged with local district initiatives that can direct individuals to where help can be found.

Regarding the participation of Civil Society

The contribution of Civil Society to the Outcome has not been visible. Civil Society experiences in gender, HIV/AIDs lobby and advocacy and working with communities would be useful input to the achievement of the Outcome. In future much more effort should be made to involve Civil Society in future. Perhaps UNDP should facilitate the involvement of Civil Society more directly.

Others

We recommend the PMU to improve their filing system, so that any reports produced can be easily found both on paper and electronically. This will also contribute to a smoother handover to MTENR staff after end of the UNDP assistance under the EP&NRM project.

Annex 1- Terms of Reference for the Evaluation

Terms of Reference for Evaluation of Improved national capacity to negotiate and implement global environment commitments

1. Background

Climate and ecological zones - Zambia has three main ecological zones (I, II and III) based mainly on the rainfall pattern. Zone I covers 42% of the total land area in the country and comprises Luangwa and Zambezi Valleys as well as the western plains. Zone II covers 12% of the country's total land area made up of most parts of Central, Eastern, Lusaka and Southern Provinces and part of Western Province. Zone III represents nearly half of the Country, which covers the Northern, Copperbelt, Luapula, Northern and North Western Provinces.

Zone I experiences unpredictable rainfall and recurrent droughts. Zone II characterized by moderate rainfall and relatively fertile soils. Generally, soils in Zone III are highly leached and acidic. They are relatively infertile with low agricultural productivity leading to food insecurity at the household and national levels.

Biodiversity - Zambia is rich in biodiversity. Its biodiversity is considered at three (3) levels namely: ecosystems, species and genetic. Forests in Zambia cover more than half of the Country. They are divided into three (3) main categories of forests, miombo woodlands and savannah woodlands. The major source of concern to climate change is deforestation. This is caused by uncontrolled cutting of trees for timber and wood fuel, clearing for agricultural activities and settlements, overgrazing of domestic animals and other unsustainable practices. Wildlife in Zambia is managed through the nineteen (19) national parks and thirty-four (34) Game Management Areas (GMAs) scattered all over the Country. Privately owned game ranches also manage game. One main threat to wildlife is the illegal commercial hunting that has contributed to a significant decrease of several species of these wildlife resources. Another factor is inadequacy of water and food when droughts occur.

Fish is an important source of protein and provides income to the communities in Zambia. The extensive network of lakes, rivers, and swamps supports the fisheries sector. However, this resource is under threat from factors that include unsustainable and illegal fishing methods, ecological variations, and sedimentation, industrial and aqua-cultural pollution.

Energy and Water Resources - Zambia relies on electricity, petroleum, coal, and wood fuel for her energy consumption. The major sectors consuming energy are industries particularly mining, agriculture, manufacturing and transportation, households as well as government institutions. The use of energy for domestic and industrial purposes leads to the emission of green house gases such as carbon dioxide, which contributes to global warming.

Zambia has abundant water resources that comprise ground and surface water. However, accessibility to clean water for domestic use is hampered by inadequate management systems that include insufficient information on ground water resources.

Key environmental issues - There are five major environmental issues identified to be with the greatest social costs to Zambia (NEAP 1994¹). These include:

- Land degradation / Soil degradation
- Water pollution and inadequate sanitation
- Deforestation
- Local Air pollution
- Wildlife depletion especially of fish and game

There are other environmental issues specific to some sectors of the economy though all largely cut across sectors because of the interrelated nature of environmental issues in general. Below is a description of the environmental issues by sector of the economy.

Soil degradation - The major environmental problem in the agricultural sector in Zambia is soil degradation. This is a result of the methods and levels of crop production. Soil degradation results from crop production methods and farming systems leading to acidification, nutrient loss, and deterioration of structure, erosion, Salinization, pesticides, fertilizer pollution and deforestation especially in the Shifting cultivation areas.

Water pollution - At present there is not much data on the quality of the water resources in Zambia because the country still lacks an effective and efficient water monitoring system. The water quality problems faced in Zambia include; poor drinking water quality as evidenced by common place gastro enteric diseases that plague the general population, Sewage treatment and sanitation is generally poor leading to pollution of drinking water, Pollution of water due to mining activities and industrial effluents especially on the Copperbelt and Kafue town, Chemical contamination from waste disposal sites such as the big dumps of toxic waste, oil sludge from oil companies on the Copperbelt, the problem of Chemical contamination from the application of pesticides at application and disposal points, nutrient enrichment of the water in Lake Kariba and the Kafue river which has led to the problem of aquatic weed invasion.

Deforestation - Deforestation is one of the major problems faced in the management of forests in the country. This is common in both open forests and forest reserves. According to Chidumayo (1998) only 36.1 % of the forest reserves are intact, 5.1 % are upgraded, 39.4 % threatened, 16.2 % encroached and 3.2 % are depleted. The causes of deforestation are the forest policy which places too much responsibility on the Forest Department whose capacity is limited due to funding and manpower constraints, Increased clearing for cultivation and settlement driven by the high population growth and the subsistence shifting cultivation. Deforestation through shifting cultivation is on the increase due to the high prices of fertilizers, the decline

¹ The National Environmental Action Plan, Ministry of Environment and Natural Resources, December, 1994

in the social and economic situation and the general increase in poverty levels which has enhanced the lack of options for earning income for the rural poor and the high urban population in the country means that huge quantities of charcoal are required in the urban centres.

Air pollution - The major sources of air pollution in Zambia are industries, motor vehicles, mining and quarrying activities, construction and rampant burning/bush fires. However, air pollution in Zambia is largely concentrated in the mining areas of the Copperbelt and Lusaka the capital city. The mining industry involves the mining, concentration and smelting of very large quantities of ore. These processes are dependent on high levels of energy and capital input, and they result in large quantities of waste rock, contaminated water, tailings, slag, effluents and emissions. All these potential problems have led to some degree of hazards on the environment. The environmental problems range from subsidence and caving, to water and air pollution. The principal causes also vary within the copper chain from underground and open pit mining to concentrating and smelting.

Wildlife depletion - Two-thirds of Zambia's GMA's are depleted while 26.4 % and 15.8 % of the National Parks are encroached and depleted respectively. To-date, 28 animal species and subspecies in Zambia are considered either endangered or vulnerable. Wildlife depletion is caused by Poaching or illegal off-take from National Parks and Game Management Areas, Land use pressure leading to human settlement encroachment in areas around the National Parks and Unplanned settlements in GMA, Road construction projects cutting through National Parks, the absence of management plans for both National Parks and GMAs, which leads to land use conflicts and the lack of or limited community involvement in wildlife resource management.

Fish depletion - Currently all major fisheries in Zambia are either fully depleted or overexploited and this has led to reductions in fish stocks. Over fishing is the major cause of fish depletion in the major fisheries of the country (Mudenda 1998). This has been caused by overgrowing numbers of fishermen, use of bad fishing methods, ever increasing demand for fish driven by the increasing human population, habitat changes such as caused by dam construction, aquatic pollution arising from effluents and waste disposal from industries, large settlements, mining and agricultural activities, over reliance on the use of unsustainable regulatory fishing control methods, Inadequate management of fisheries by the fisheries Department and the lack of data on fish stocks and fish distribution.

Socio-Economic Situation in Zambia

According to the Census Report of 2000, the estimated population of Zambia was 9.3 million (CSO 2000). Zambia's population is classified as young as more than half of the population is below the age of 15. Furthermore, there are more females than males in the Country. The population is threatened by the HIV/AIDS pandemic whose national infection rate is estimated at 16% ² among the population age of 15 to 49 and this has implications on the Country's economic productivity.

² Zambia Demographic and Health Survey 2001 -2002

Zambia's economy is dependent on copper mining, which earns the country more than half of its export earnings and contributes significantly to the Gross Domestic Product (GDP). Other sectors that contribute to GDP include agriculture, forestry, small-scale mining of precious stones, manufacturing and tourism. The Government has decided to diversify its economy and has placed emphasis on strengthening the Agriculture Sector and developing the tourism industry while taking into consideration environmental concerns. The performance of these sectors depends on favorable climatic conditions.

The country has pursued aggressive macro-economic programmes since 1990 starting with the Structural Adjustment Programmes (SAPs) and followed by poverty reduction strategies. However, despite the modest gains attributed to these programmes, such as the reduction in inflation levels as well as increased availability of goods and services through liberalization, the majority of the people are still affected by poverty, unemployment, low purchasing power and limited access to basic social services such as education, health, food and safe clean water.

The incidence of poverty according to the 2002 survey is estimated at 67%. In terms of various strata, poverty is more serious amongst the most disadvantaged groups of society, such as subsistence farmers, the unemployed, women, youths, children and the disabled.

The increase in unemployment has forced a lot of people to be engaged in informal sector activities as a coping strategy. They engage in unregulated or unsustainable forms of exploitation of natural resources.

Some informal sector activities in Zambia include agriculture (semi-shifting cultivation), harvesting of trees for firewood and charcoal, logging, and gathering of plant materials, illegal commercial hunting and unregulated fishing. These activities if unchecked could result into the degradation of the environment and natural resources. It is now evident that environmental degradation contributes to poverty and poverty further reinforces environmental degradation.

It is against this background that the Government requested UNDP in the 2nd Country Corporation Framework (CCF) 2001-6, to provide technical assistance and strengthen the national capacity in addressing the environmental challenges facing the country and position itself well in negotiating global environmental commitments and initiate implementation.

UNDP's contribution to the outcome of improved national capacity to negotiate and implement global environment commitments is intended to contribute to the National Environmental Action Plan (1994) strategy 2 on strengthening institutions involved in environment protection and development/ review of environmental legislation.

2. Brief description of the outcome

In the current SRF of UNDP Zambia (2001-6) there are ten development outcomes to which UNDP would like to contribute. The outcome to be evaluated is stated in the SRF/ROAR as “Improved national capacity to negotiate and implement global environment commitments”. Towards the achievement of this outcome, UNDP has provided the following:

- Development of the draft National Environmental Policy with participation of the civil society
- Simplification translation and dissemination 2 conventions on biodiversity conservation and combating desertification. Process to integrate these conventions in legal framework has commenced
- Finalized the National Action Plan on Convention to Combat Desertification
- Study on the impact of biodiversity loss and desertification on women and children has been undertaken. This will provide inputs into the development of tools for gender mainstreaming in the environment sector
- Strategies for management of Kafue weed has been developed
- Initiated activities for development of Strategies for controlling water and air pollution
- Capacity has been enhanced in local authorities in 2 rural provinces for application of EIA regulations
- Developed draft Meteorology Policy and strategy plan for its implementation
- Prepared Report on planning and conservation assessment for Sumbu, Mweru wa Ntipa and Lusenga Plains National Plans as inputs for the development of management and business plans for these parks
- Hunting quota setting and monitoring, preparation of quota setting Manual, and Training of staff and community TOT have been undertaken
- Report on status on CITES has been prepared
- Prepared HIV/AIDS policy for ZAWA and staff were trained

3. Rationale for UNDP’s involvement in the outcome and why it is being evaluated

As already indicated above, the UNDP Zambia 2nd CCF was formulated and launched in November 2001; based on the Poverty Reduction Strategy Paper (PRSP) and development programmes such as NEAP. Throughout the 2nd CCF implementation, environmental challenges and their impact on realizing the PRSP targets as well as the MDGs have emerged prominently. These have already been mentioned in section 1 above. As a result, environment protection and natural resources management still remains a major pillar for reducing poverty in Zambia. .

The UNDP support to Environment sector addresses four out of the twelve strategic objectives of the NEAP for the effective protection of the environment and sustainable management of the natural resources. These are:

- Development of a national policy for the protection of environment and natural resources;
- Enhancement of the protection and management of natural resources in order to promote the sustainable improvement of livelihoods of communities;

- Capacity building for personnel in order to enhance their individual and institutional contribution to environmental sustenance; and
- Regulation and enforcement of environmental laws to ensure compliance by stakeholders.

The project is also expected to mainstream two crosscutting issues of gender and ICT as well HIV/AIDS

4. Objectives of the Evaluation

The objective of the evaluation is to assess progress of UNDP's interventions towards achievement of the outcome - "Improved **national capacity to negotiate and implement global environment commitments**" and to evaluate the efficacy of the strategies employed in contributing to the achievement of the outputs as well as generate lessons and recommendations that could be applied in reorienting or enhancing the interventions towards achievement of the outcome for the rest of the CCF period. The evaluation should also generate lessons and experiences that could provide inputs or feed into the development of the next country programme action plan (CPAP).

5. Scope of the Evaluation

The evaluation will cover all activities supported by UNDP and, where appropriate, in collaboration with other development partners that have contributed to the achievement of the outcome. The evaluation is expected to generate lessons learnt, findings, conclusions and recommendations in the following areas:

- ✓ An assessment of the adequacy of the project design, including adequacy of the situational analysis and indicators for achievement of outputs and outcome;
- ✓ An assessment and analysis of the outcome: whether it has been achieved in part or full as was intended, the reason for any shortfall in its achievement and whether any unexpected results or outcomes have occurred. The evaluation should appraise their relevance to the intended outcome;
- ✓ An analysis of factors within and beyond UNDP's control that influenced performance and success of the project (including the strengths, weaknesses, opportunities and threats) in contributing to the realization of the Outcome;
- ✓ An analysis of whether UNDP's interventions can be credibly linked to achievement of the outcome, including the key outputs and assistance provided, both soft and hard as well as how the support has influenced the institutional strengthening
- ✓ Whether UNDP's partnership strategy has been appropriate and effective including the range and quality of partnerships and collaboration developed

with government, civil society, donors, the private sector and whether these have contributed to improved project delivery. The degree of stakeholder and partner involvement in the various processes related to the outcome. How can synergies be built with other projects within the UNDP Country Programme and those of other development partners (donors);

- ✓ Whether gender and ICT which were identified as cross cutting issues in the 2nd CCF, as well as HIV/AIDS are being adequately addressed in the interventions and have contributed to the achievement of the outcome; and if not, establish the reasons for not addressing the cross-cutting issues and suggest the appropriate remedial measures to be taken into account under the next UNDAF.
- ✓ Explore whether the activities being implemented would contribute to smooth exist strategy or/and sustainability

6. Expected outputs of the Evaluation

The findings are expected to feed into National Development Planning process and provide valuable insights into the formulation of the next Country Programme Action Plan/Annual Work Plan for the Environment Programme. The expected product from this outcome evaluation is an evaluation report that provides findings, recommendations, and lessons learned from the following:

- ✓ Qualitative and quantitative assessment of progress made towards the intended outcome
- ✓ Qualitative and quantitative assessment of relevant outputs;
- ✓ A rating on the relevance of the outcome;
- ✓ Assessment of strengths, weaknesses, opportunities and threats as well as possible partnerships for resource mobilization;

It should include but not be limited to the following;

- ✓ Lessons learned concerning best and/or less than ideal practices in producing outputs and achieving the outcome;
- ✓ Strategies and recommendations for exit or continued UNDP assistance towards the achievement of the outcome; and
- ✓ A monitorable action plan for follow – up.

7. Methodology or Evaluation Approach

The evaluation team may employ relevant and appropriate methods to conduct evaluations including review of documents, individual and group interviews/discussions with stakeholders and partners, field visits, use of questionnaires, etc.

At the commencement of the mission, the UNDP CO shall provide the following documentation to the evaluation team:

- i) 2nd Country Cooperation Framework (2001-2006)
- ii) SRF/ROAR (2000-2003) and 2004 ROAR
- iii) Environment Protection and Natural Resources Management Project Document
- iv) Poverty Reduction Strategy Paper
- v) The National Environmental Action Plan
- vi) Handbook on Monitoring & Evaluation for Results
- vii) Managing for Results: Monitoring and Evaluation in UNDP (A Results-Oriented Framework)
- viii) Guidelines for Outcome Evaluation
- ix) Progress reports (monitoring and audit reports)
- x) Report of the mid term review of the 2nd CCF

8. Composition of the Evaluation Team

The evaluation team shall consist of three independent members; an International consultant (team leader) who must be knowledgeable in environment and natural resources management programmes and strategies, a project execution expert and a national development consultant with understanding of Zambia's strategies for poverty reduction and mainstreaming cross-cutting issues. The evaluation will last for a period of 4-5 weeks.

One member of the team will be designated as Team Leader (International) and will have the responsibility for the overall co-ordination of the Mission and for the final coherence of the report, both in terms of content and presentation. The team leader should have extensive experience in leading evaluations and report writing.

The areas of expertise needed by the evaluation team are: i) knowledge of results based management and ii) in-depth knowledge of the outcome being evaluated. Additional requirements include;

- Ü Each of the consultants should have not less than 5 years of professional experience in development, project design, monitoring and management.
- Ü Experience with organizational capacity building programming and delivery mechanisms
- Ü Qualifications in development, natural sciences, or related fields

- Ü Knowledge and competencies/experience in organizational development, policy analysis, capacity building and mainstreaming crosscutting issues such as gender, ICT and HIV/AIDS.
- Ü Experience in technical cooperation programmes and projects would be an added advantage.
- Ü Knowledge of UNDP procedures and programme implementation strategies will be additional advantage

9. Implementation arrangements

A Joint UNDP CO and Government Evaluation Focal Team (EFT) will be established to guide and assist the Evaluation Team. This EFT will consist of DRR-P as head of programmes, the Head of Environment Unit, PSU Programme Analyst and Project Focal Points in Ministries of Finance and National Planning and Tourism, Environment and Natural Resources to ensure close collaboration with the Government. The EFT will be responsible for coordinating, organizing, and managing the evaluation including liaison with partners, backstopping and providing relevant documentation and feedback to the evaluation team.

10. Outcome evaluation timeframe.

The evaluation team shall work under the overall supervision of the EFT according to the following timeframe: The evaluation will be undertaken over a period of four-five weeks commencing in August 2005 in accordance with the following time frame:

	Time frame	Main Activity
1.	Week One	Desk Review and consultations within Lusaka, especially with the EFT Submission of a short inception report to the EFT
2.	Week Two	Consultations within Lusaka
3.	Week Three	Field Visits
4.	Week Four	Preparation of Report
5.	Week Five	Presentation of Draft Report to key stakeholders and Finalizing the Report

Detailed Programme will be drawn up in consultation with the EFT, once the terms of reference are approved.

Annex 2 - List of people interviewed:

Dr. Kenneth Nkowane, MTENR
Mr. Gondwe, MTENR
Mr. Davy Siame, MTENR
Mr. Daka, ECZ,
Mrs. Mwiche Kabwe, ECZ
Mr. Chasuzia Mutawali, ECZ,
Mr. Munchinda, Meteorological Department
Dr. Richard Mugara, Meteorological Department
Mr. Hapenga Kabeta, ZAWA
Mrs. Georgina Zulu, ZAWA,
Mr. Liwena, ZAWA,
Mr. Kunda Changwe, ZAWA Regional Manager Kasama
Mr. Harrison Kayeye, ZAWA Area warden (Nsumbu AMU)
Mr. Greyton Kasamu, ZAWA Acting Area warden for Lusenga NP
Mr. Ndopu, Ministry of Finance and National Planning
Ms Pamela Bwalya, Ministry of Finance and National Planning
Mr. Zulu, UNICEF
Mr. Christopher Lungu, UNICEF
Mr. Jean Michel Pavy, World Bank Lusaka
Mr. Charles Rwandekeye Mugabe, Project advisor
Mr. Jacob Mwitwa, WWF
Mr. Newton Moyo, WWF
Mr. Patrick Shawa, WECSZ
Mr. David Tembo, Provincial Planning Officer, Kasama
Mr. Maxwell Zulu, Provincial Planning Officer, Mansa
Mr. Godfrey Siwelwa, Kasama District Council, Director of Planning
Mr Sodala, Mansa District Planning Officer
Mr Aeneas Chuma, UNDP, Lusaka
Mr Micheal Soko, UNDP Lusaka
Ms Winnie Musonda, UNDP Lusaka
Ms Elda Chirwa, UNDP, Lusaka
Mrs Laura Sinyama, UNDP Lusaka
Mr Amos Muchanga, UNDP Lusaka
Dr Rosemary Kumwenda, UNDP Lusaka
Ms Barbara Chansa, UNDP, Lusaka

Annex 3 – List of literature reviewed

Documents related to the EP&NRM project planning and management:

- Environmental Protection and Natural Resources Management Project Document
- Annual work plans and budgets – 2004, 2005
- Quarterly work plans and budgets – 2005 (MTENR - 4th quarter, 3rd quarter)
- Quarterly reports – 2005 (ECZ - 3rd quarter, 2nd quarter; MTENR/UNZA – 3rd quarter)
- Annual project report – 2004 – ECZ; and a combined project report
- Minutes of the First SC meeting (2nd September, 2004)
- Minutes of the Second SC meeting (3rd August 2005)

Other documents:

- Zambia National Environment Situational Analysis Report (April 2005)
- Draft National Policy on the Environment
- Final Draft National Meteorology Policy (June 2005)
- HIV/AIDS policy for Zambia Wildlife Authority
- Final Draft National Policy on Environment for Zambia (May 2005)
- Millennium Development Goals Status Report (2005)
- National Gender Policy
- Guidelines and Checklist for Mainstreaming Gender in the Public Sector, Part Two (2001)
- Zambia National Action Programme for Combating desertification and mitigation serious effects of drought in the context of the United National Convention to Combat Desertification (February 2002)
- Second National Report to the First Session of the Committee for the review of the United Nations Convention to Combat Desertification (April 2002)
- Zambia's Third National Report for the National Action Plan Process in the context of the United National Convention to Combat Desertification (2005)
- 2nd UNDP Country Cooperation Framework (2001-2006)
- The Zambia Poverty Reduction Strategy Paper
- The National Environmental Action Plan, Draft
- Handbook on Monitoring & Evaluation for Results
- Managing for Results: Monitoring and Evaluation in UNDP (A Results-Oriented Framework)
- Guidelines for Outcome Evaluation