



Natural Resources Management Committees in Sofala

Governance, Rights and Climate Change”

**Combined internal evaluation of ProDEL project and
Change Study of the NRMC Programme**

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Prepared by FAROL Consultoria e Serviços



Contents

ABBREVIATIONS	2
I. INTRODUCTION	3
1.1. Study scope and objectives	3
1.2. Approach and Methodology	3
1.3. Programme description.....	4
II. MAIN FINDINGS.....	5
2.1. Progress in implementing activities, delivering outputs and contributing to longer term expected outcomes	5
2.2. Signs of change in the communities (and NRM) in relation to baseline; What contributed to the changes	9
2.3. Emerging effects of the advocacy efforts (towards local and provincial authorities).....	15
2.4. Synergies between NRM Programme and ProDel	16
III. REVIEWING THE PROGRAMME THEORY OF CHANGE AND LFA	17
3.1. Theory of Change	17
3.2. LFA.....	18
IV. SUMMARY ON ProDel EVALUATION	19
V. CONCLUSIONS	21
5.1. Progress in implementing activities, delivering outputs and contributing to longer term expected outcomes	21
5.2. Signs of change.....	21
5.3. Advocacy efforts.....	21
5.4. Synergies between NRM Programme and ProDel	21
5.5. Theory of Change	22
5.6. LFA.....	22
VI. RECOMMENDATIONS.....	22
6.1. Inputs on needed changes in approach and activities for the remaining period of the programme 22	
6.2. Advocacy	23
ANNEXES	23

ABREVIATIONS

ADEL	Local Development Agency
CGRN	Comité de Gestão de Recursos Naturais
DUAT	Land Use Right
GA	General Assembly
IPAJ	Instituto de Patrocínio e Assistência Jurídica
LA	Local Authorities
MITADER	Ministry of Land Environment and Rural Development
MoU	Memorandum of Understanding
MSC	Most Significant Changes
MULEIDE	Mulher, Lei e Desenvolvimento
NR	Natural Resources
NRM	Natural Resources Management
NRMC	Natural Resources Management Committee
SDAE	District Department of Economic Activities
SE	Sustainable Energy
SPFFB	Provincial Department of Forest and Wild Life
ToC	Theory of Change
ToR	Terms of Reference
WFP	World Food Programme
INGC	Institute of the Management of Natural Disasters
PNG	Gorongosa National Park
ICRC	International Red Cross Committee

I. INTRODUCTION

1.1. Study scope and objectives

Based on comparison with the baseline study, the change study provides information on signs of changes in the communities in relation to areas the programme is working with. Furthermore, an attempt to assess emerging effects of advocacy efforts towards local and provincial authorities is carried out. Finally, the study provides inputs on needed changes in approach and activities for the remaining part of the programme period. The central questions to seek answers to are as follows:

- i) What is the actual situation in the communities in relation to the 10 topic areas investigated during the baseline study?
- ii) What could have contributed to potential found changes?
- iii) Can emerging effects of advocacy efforts be traced? which are these, and how can they be amplified?
- iv) To what extent has the NRMC programme supplemented the ProDel in organisational or other aspects?
- v) Do findings of the change study suggest alterations in the ToC and LFA of the project?

1.2. Approach and Methodology

Two exercises (NRMC programme change study and ProDel evaluation) were carried out simultaneously with its main geographical focus in Gorongosa and Maringue where 15 communities are covered by the NRMC programme and 19 beekeepers' associations are part of the ProDel project. A sample of approximately 50 % of the NRMC and the beekeeper's associations was selected for visits and interviews. It is judged that this sample size, carefully selected to capture variations, should be enough to provide primarily qualitative data and information which was combined with existing quantitative data on the totality of NRMC and associations. Below is the list of NRMCs, beekeeping associations and local authorities that were visited and interviewed¹:

	NRMC	Beekeeping association	Local Authorities ²
Maringue	Palame	Maneto	Canxixe Administrative Post Chief Regulo Palame Maringue district administrator Chief of the Locality of Subue
	Canxixe	Ikuro	
	Macoco	Gumbalansai	
	Nhachir	Missano	
	Nhamacolomo	Nhamacolomo	
Gorongosa	Canda	Canda	SDAE District Permanent Secretary
	Nhambita	Pavua	

Field data collection was based on pre-prepared guiding questions (see annex 1) specific for each project, and information was complemented by existing data from progress reports and databases. Therefore, the analysis is a mix of qualitative and quantitative data. The study team was composed by technical staff from the two projects assisted by two translators locally recruited, with external input from one led consultant and one assistant (for ProDel project) – see details in annex 2.

After completion of the fieldwork the team returned to Beira and a two days sense-making workshop was carried out for both NRMC project and ProDel project, where first impressions were discussed among team

¹ For the ProDEL project TCT Dalman in Caia was also visited, as this institution has played a vital role during the project implementation, as well as the honey house in Maringue.

² Local Authorities in this context are regarded as government representative that include the Locality Chiefs, Administrative Post Chiefs, District Administrator and SDAEs. The local leaders and traditional leaders such as Regulos, Fumos, Sapandas, are regarded as Community Leaders.

members, organised and processed into first learning topics that was unfolded in the actual report writing after the data had been organised and analysed.

1.3. Programme description

The ***Natural Resource Management Committees programme in Sofala - Governance, Rights and Climate Change (2017-2019)*** – is implemented in two districts (Maringue and Gorongosa), targeting 15 NRMC (10 in Maringue and 5 in Gorongosa). Programme objective is that ***knowledge is generated about the ability, effectiveness and efficiency of national and local tax and other revenue mechanisms from sustainable natural resource exploitation at community level to strengthen these and their adaptive capacities to ongoing climate changes. The knowledge is used to increase incomes in targeted communities and influence duty bearers to improve accountable and transparent distribution of benefits thereby contributing to higher community resilience.*** The objective stresses the emphasis on the ability of the coalition and the programme to create knowledge from the direct work with communities and subsequently use the knowledge and evidence to ignite interest in decision makers and other stakeholders to work in favor of a more just and transparent implementation of laws and regulations in relation to NRM and communities primarily in Sofala but ultimately in Mozambique as such. Programme’s target groups are rights holders directly involved and benefitting (committee members in 15 committees and honey producers and association members) and duty bearers reached through advocacy and networking (private companies and forest concessions, local authorities – SDAEs, District Government, Provincial government, SPFFB and MITADER at national level). The programme has four outputs, as follows:

Output	Description ³
Output 1	<i>15 NRMC's in 2 districts make 'green' and inclusive use of tax revenues and other income stemming from sustainable use of NR whereby community members experience livelihood improvements and Local Authorities experience more empowered communities and improved interaction with these.</i>
Output 2	<i>A well-functioning system to capture change at local and district level (LA's) is established and knowledge and learning is being analyzed and packed.</i>
Output 3	<i>Findings and evidence from the NRM laboratory is being disseminated and where relevant used in focused advocacy efforts.</i>
Output 4	<i>The performance of 35 Beekeepers Associations is improved and the current production system and the coordination of the small-scale producers of honey is strengthened.</i>

The programme builds on previous project experiences of ADEL who carried out a project in 6 districts in the Sofala province directed towards 35 NRMC’s and is implemented through a consortium of three A partners (ADEL Sofala, Livaningo and SE), one B partner (Muleide) and 2 C partners (IPAJ and the group of journalists)⁴. It is assumed that by having several organizations with complementary competences it will be possible to address the complexity of problems and challenges in relation to pro-community Natural Resource Management in Mozambique, in line with the programme’s ambition to not only empower a certain number of communities in their NRM, but to establish a learning environment with the potential of influencing decision makers and other duty bearers. The consortium members have been selected to secure relevant sector experience, geographic coverage and a solid blend of development approaches.

The activities with the committees are guided by a Memorandum of Understanding between each NRMC and ADEL Sofala on behalf of the consortium. The programme monitoring is carried out in a kind of ‘real time monitoring’ meant to secure that the creation of knowledge about the potential impact of the programme

³ See performance indicators for each output in the programme LFA.

⁴ A partners are directly answerable to the project programme document combined with direct budgetary responsibilities. B and C partners are answerable according to the specific agreements with each of them. The B partners is permanent member of the Joint Programme Meetings and the role of this partner is envisaged to mature during the programme period e.g. by involvement in advocacy efforts. The C partners are invited to participate in the Joint Programme Meetings when deemed relevant.

activities as well as unintended impacts can be used to guide the next steps in implementation as well as for evidence in the dissemination efforts. The monitoring system is divided in 5 well-defined levels with different consortium partners as main responsible (see details in the programme document).

II. MAIN FINDINGS

This section is dedicated to assessing programme progress in implementing activities, delivering outputs and contributing to longer term expected outcomes, assessing signs of changes in the communities (and NRMCs) and emerging effects of the advocacy efforts. The assessment was carried out based on the progress reports, baseline data, programme database (monitoring tool), complemented by data collected in the field through interviews and focus group discussions covering seven NRMC⁵ (five in Maringue and two in Gorongosa) carried out in November 2018 as part of the change study.

2.1. Progress in implementing activities, delivering outputs and contributing to longer term expected outcomes

The analysis of the progress in implementing the activities delivering outputs and contributing to longer term expected outcomes is based on the assessment of the LFA indicators at output level and its targets (where applicable).

⁵ The programme is assisting directly 15 NRMC in the two districts, and the seven that were interviewed for the study are considered representative for the findings.

Progress in implementing activities and delivering outputs, based on Programme LFA/Results Framework

OUTPUT DESCRIPTION	INDICATORS	PROGRESS (October 2018)
<p>Output 1: 15 NRMCS in 2 districts make 'green' and inclusive use of tax revenues and other income stemming from sustainable use of NR whereby community members experience livelihood improvements and Local Authorities experience more empowered communities and improved interaction with these.</p>	<p>1.1) 370 members of 15 NRMCS representing approx. 30.000 community members have strengthened their management of resources and are increasingly operating transparent and accountable</p>	<p>477 members of the 15 NRMCS, of which 231 are women (48%)⁶ were trained in various topics (associations and leadership, conflict mediation, business management, gender, land, forests and the environment laws, climate change, savings and credit, reforestation, among others) conducive to strengthening their management of resources, as well as to operate in transparent and accountable manners within their organizations</p>
	<p>1.2) The level of women with directive posts in committees has risen by 40% - they promote issues and they are successful in putting forward their proposals and men have gained better understanding of gender aspects.</p>	<p>The target of women in directive positions set in the programme is of a 40% rise. Assuming that women in directive positions are those in the governance bodies, overall, there has been an increase from 16% (at baseline) to 28% (baseline update in 2018). This corresponds to an increase of approximately 267%, which is above the programme target of 40% raise. At the individual NRMCS the % of women in the governance bodies ranged between 0% (Wanchite, Senga-Senga, Macoco, Pango, Tucuta) and 50% (Nhambita) at baseline, and in the 2018 update the range is between 11% (Pango) to 58% (Nhambita). The overall women membership percentage increased from 20% at the baseline (2017) to 38% in 2018. Between 2017 and 2018, the total number of members in the 15 NRMCS increased from 367 to 563, while the total number of women members increased from 74 to 217. See details in annex 3.</p>
	<p>1.3) Increase in revenues from e.g. 20 % mechanism, other public funding or own sustainable exploitation of NR, in at least 10 cases guided by communities' own plans.</p>	<p>Apart from the 20% the NRMCS in both districts do not have other source of regular collective funding, either public or from own exploration of NR. However, apart from the 20% and the NRMCS programme, some communities also receive support through other projects implemented by other organizations such as IRC/CICV, UNICEF, WFP, and the government assistance as well. Some NRMCS are collecting taxes from local users of forestry resources (timber and charcoal), but still limited amounts and legally this is out of the NRMCS mandate. According to the update in September 2018, the 15 NRMCS have initiated the development of Community Development Plans but none have been completed or approved by the NRMCS and respective communities, and therefore none is being implemented, which could be a contribution for attracting further investment to the community. However, according to information shared by ADEL during the evaluation there are some examples of partnerships established and some are already yielding concrete results (Nhambita NRMCS has a sawmill and a carpentry resulting from the partnership with Gorongosa National Park (PNG); the Macoco NRMCS plan was approved and is being implemented jointly by the community; in Canda part of the reforestation program is supported by PNG; and Gorongosa communities in the PNG buffer zone have been receiving support from the park including material, technical assistance and training).</p>

⁶ These figures are based on data from the Laboratory monitoring tool. Most beneficiaries have been trained in more than one topic. The number of participants in the training about *associativismo* and leadership was used as reference, as it covered the largest number of participants

OUTPUT DESCRIPTION	INDICATORS	PROGRESS (October 2018)
	1.4) The majority of Local Authorities re-interviewed (baseline/impact study) report about more frequent interaction with NRM C's and an increase in number of efforts to assist NRM C's.	Frequency of interaction between local authorities and the NRM C increase from baseline to date. While in some cases meetings between the NRM C and local authorities are held on regular basis, in most cases are only held when a specific issue is to be discussed or for a consultation from either side
	1.5) 15 committees have improved their knowledge on relevant laws and procedures in relation to the 20 % mechanism and NR concessions.	<ul style="list-style-type: none"> • At present all members of the NRM C have benefited from training on land, forests and the environment laws, among other topics. This makes the NRM C stronger and more capable to understand NR related matters, as well as the 20%; • Based on data from the seven NRM C interviewed for the study, all NRM C governance bodies members are aware of the origin of the 20%, as well as the actors involved in the channeling process. This situation denotes a change from the situation found at the time of the baseline.
Output 2: A well-functioning system to capture (and react to) change at local and district level (LA's) is established and knowledge and learning is being analyzed and packed.	2.1) Approximately 15 most significant stories (MSC) collected and analyzed each year as evidence of change	In total 55 Most Significant Changes stories have been collected, of which 36 were found to meet minimum standards. In 2017 out of 40 stories collected 25 met minimum standards while in 2018 out of 15 collected 11 were found to meet minimum standards. This surpasses the target of 15 MSC stories set for each year. The MSC were collected in the following domains: i) NRM Cs functioning and their relationship with the authorities; ii) Management of natural resources; iii) Women role in the NRM Cs activities; and iv) Adaptation to climate changes.
	2.2) Impact (base line) study (15 committees) made once every year and a half to track changes locally.	A baseline in the 15 NRM Cs was carried out in the outset of the programme (in 2017). This was updated in mid-2018. Information from the two processes feed into the current change study.
	2.3) One topic investigated in depth annually in communities and with local and provincial authorities.	Throughout the implementation of the programme, investigation was carried out in the following topics and locations: <ul style="list-style-type: none"> i) Forestry and wildlife resources inspection (fiscalização) process in Gorongosa and Maringue – practices and benefits, carried out by Livaningo and the group of journalists; ii) Gender dynamics in the management of the natural resources, carried out in Gorongosa (report yet to be completed). The above investigations are complemented by the baseline study carried out in Maringue and Gorongosa at the beginning of programme intervention, to assess the NRM Cs status prior to consortium's interventions.
Output 3: Findings and evidence from the NRM laboratory is being	3.1) The findings and evidence from the NRM laboratory is disseminated and findings and studies have been translated	15 publications of articles from investigations carried out were issued in the social media and 16 approved Most Significant Changes were also issued in Livaningo's site and in the blog of the consortium. Of the publications, four result from the work carried out by the Laboratory, six from

OUTPUT DESCRIPTION	INDICATORS	PROGRESS (October 2018)
disseminated and where relevant used in focused advocacy efforts	into two focused national advocacy efforts with objectives and an operational plan.	the work carried out directly by Livaningo and four result from joint effort of the consortium members.
Output 4: The performance of 35 Beekeepers Associations is improved and the current production system and the coordination of the small-scale producers of honey is strengthened.	4.1) Most existing Beekeepers Associations are empowered and associated. They have access to modern beehives for its members	In the two districts of Gorongosa and Maringue, 19 beekeepers' associations were assisted through ProDel project. The assistance was delivered through training, technical assistance and supply of improved beehives. As result of the assistance provided, the associations in the targeted communities have improved their production techniques, increased their production and improved access to market for the honey locally produced.
	4.2) At least 80% of small-scale producers of honey of the covered districts are organized into associations of beekeepers and apply best beekeeping techniques and increase their production and in-come by at least 50%.	Through ProDel, 19 beekeeping association received support on honey production and sales including supply of improved hives, training in improved beekeeping technics and small business development. In addition, they have been assisted to marketing their production. There is not sufficient information to assessing the increase of their income – only one harvest has taken place, and not all associations had sufficient production to sell.
	4.3) The local and regional market reacts [positive] on the increased availability of high-quality honey.	There is a positive reaction of the honey market around Sofala province. Of the 19 Beekeeping associations assisted through ProDel in Maringue (10) and Gorongosa (9), 14 (Maringue-5 and Gorongosa-9) have made their first harvest and most delivered their honey to the honey houses. After processing all honey was sold. Although the quantities produced are still small, there are good prospects of market, including outside Sofala, for the processed honey.

According to the summary provided in the table above some targets have already been achieved, others are likely to be achieved in the remaining period of the programme implementation, but there are some indicators whose targets are unlikely to be achieved in the course of the current programme. The indicators in which progress has been satisfactory so far are the ones related to strengthening capacity of NRM members (output 1), interaction between NRM and local authorities (output 1), NRM's knowledge regarding 20% (output 1) and tracking change through the monitoring system (output 2). In relation to the level of women participation there have been remarkable improvement from 2017 to date as summarized in the table above⁷. Other area of unsatisfactory progress is related to increasing revenue (output 1), and this is unlikely to be achieved even during the remaining period of the programme. This is perhaps an area in which the consortium could invest in the future, but in a more strategic way, aiming at diversifying sources of funding through developing and implementing community development plans.

Regarding output 4 which focus on the activity of beekeeping, satisfactory progress has been made in terms of empowering the beekeeping associations through capacity building and provision of improved beehives. In the two districts 19 associations received assistance through ProDel and all are applying improved techniques that are contributing to increase their production. However, it is yet premature to assess their income increase that is set for 50%, as they have only had one harvest since the support started, and some have not yet made their first harvest. Since ProDel project is ending in early 2019, this target is unlikely to be achieved. Overall, the market reacted positively to the improved quality of honey from the project area, and there are good market prospects, including outside the province of Sofala.

2.2. Signs of change in the communities (and NRM) in relation to baseline; What contributed to the changes

Changes (signs of changes) were recorded in all the ten topics investigated in the baseline. This subsection provides the description of the main signs in each area⁸, as well as an attempt to ascertain programme's contribution to the changes. The section is also meant to advance recommendations for the remaining period of the programme, as applicable.

About the NRMs

All the 15 NRMs targeted by the programme have completed their legal registration. Of these, seven (Nhanchir, Nhamacolomo, Canda, Cudzo, Nhambita, Nhanguo and Tambarara) have been publicized in the national gazette, a precondition for opening bank accounts and receiving the transfer of the 20%. Five NRMs, all from Gorongosa⁹, already have their own offices (sede propria), seven (Nhambita, Canxixe, Whanchite, Palame, Senga-Senga, Canda and Cudzo) have community DUAT acquired with assistance from different organizations. Ten of the 15 NRMs have concessions in their communities. This is however a status in changing as in some cases licenses expired or forestry resources are almost exhausted, and the operators are in search for new areas. All NRMs stated that they have Community Development Plans but apparently none is completed or have been approved by the General Assemblies neither by the authorities. As most of the features described here are discussed in the following topics, more details are provided below under each topic.

NRMs composition and structure

This topic is assessed through the number of members of the NRM in general and of the governance bodies. The analysis of change also targeted to assess the composition of the NRMs and respective governance bodies in terms of gender balance. As detailed in annex 3¹⁰ since the launch of the programme there has been an increase of approximately 53% in the overall NRMs membership from a total of 367 members at

⁷ More details are provided in annex 3.

⁸ Details and raw data collected from the seven NRM interviewed for the change study are in annex 4.

⁹ Canda, Cudzo, Nhambita, Nhanguo and Tambarara.

¹⁰ The data in annex 3 was extracted from the baseline (2017) and respective update carried out in 2018 (see raw data in dropbox).

the baseline to 563 members in 2018. NRMCS in which the increase was higher are Canxixe, Palame, Macoco, Pongo, Canda, Nhambita and Tambarara. In some NRMCS (Maneto, Wanchite and Nhamacolomo) no membership changes were recorded. In terms of gender, the overall percentage of women in the NRMCS increased from 20 to 38%.

The number of members in the governance bodies increased from 69 to 156. This resulted from filling some directive positions that were vacant at programme outset. This is considered as one of *governance good practices* that is promoted by the programme as part of the NRMCS capacity building. Changes in this regard were operated in 13 of the 15 NRMCS. Maneto and Palame are the two NRMCS in which only one person increase in the governance bodies was recorded. Gender wise, in the governance bodies overall increase was from 16% to 28%. At individual level of each NRMCS, Nhanguo and Canda registered a decrease in the number of women in the governance bodies, while in the remaining 13 NRMCS there was an increase.

Transparency and accountability

Baseline (2017)	Current situation (2018)	Recommendations
<ul style="list-style-type: none"> • By the time of the baseline in 2017, in most NRMCS/communities only members of the governance bodies and local leaders (<i>regulos</i>) were involved in decision-making. • NRMCS met regularly (biweekly or monthly) • Accountability to the communities carried out in annual basis and in some it did not exist at all; no regular meetings with the communities • Only minutes of the General Assemblies were produced and kept with the president 	<ul style="list-style-type: none"> • Greater involvement and engagement of members and communities in the planning, decision-making and accountability processes of NRMCS activities, and particularly on the use of 20%. This was reported in seven NRMCS interviewed for the change study; • NRMCS meet regularly (biweekly or monthly) and hold meetings with community members for auscultation and accountability¹¹; • Gradually, almost all meetings promoted by the NRMCS are documented through the production of minutes which are kept with the board. Minutes were presented in four of the seven NRMCS during the interviews. But all the seven NRMCS interviewed for the change study referred to existence of minutes of the meetings held; • In all NRMCS the existence of a Fiscal Council was confirmed but neither the members of the NRMCS or the communities are clear about the role in the functioning of the NRMCS. 	<ul style="list-style-type: none"> • The programme should continue encouraging good practices within the NRMCS – accountability remains a sensitive issue in most of them; • In this process, it is also recommended to encourage the NRMCS to <i>raise the bar</i> to an accountability that includes, in addition to just presentation of plans and reports (projects that are completed with the 20% funds), the sharing of documentation of the transactions carried out with the common funds¹²; • To strengthen the assistance to the NRMCS through its guidance on the roles of the governance bodies in general and the Fiscal Council in particular, and to consider the capacity of the governance bodies members.

It is evaluator's understanding that through training, awareness raising, dissemination of relevant legislation and advise on the need and importance of accountability to communities the programme is empowering the NRMCS and communities, who are increasingly participating and engaging in the NRMCS activities and NRM at community level as a whole, which is directly contributing to improving control of poachers, monitoring of uncontrolled fires, uncontrolled logging, etc.

¹¹ Internal NRMCS meetings are more rigorous to comply with the schedule, in some NRMCS meetings with the communities only take place when a specific issue is to be discussed or informed to the community (e.g.: plans, reports, projects, etc.).

¹² Some NRMCS such as Nhanchir are already implementing this. However, still need to be improved and consolidated as it is not followed in a consistent and regular way.

The NRMCM and management of natural resources

Baseline (2017)	Current situation (2018)	Recommendations
<ul style="list-style-type: none"> • Poor awareness about legislation among the NRMCMs; some communities had not been exposed to any dissemination of legislation or awareness raising; • NRMCMs regarded as inspectors and awareness raising agents on natural resources; and also advise communities on reforestation issues and control of poachers; • In some communities, community members were involved in the community consultations for concessions contracts, but in some, this law requirement was not followed; • Poor awareness about inspection (fiscalização) process 	<ul style="list-style-type: none"> • NRMCMs are acknowledged by communities and local authorities as agents for community awareness-raising on correct and sustainable use of natural resources, dissemination of relevant legislation (forest and environmental laws), and promotion of natural resource preservation practices (discouragement of indiscriminate deforestation, uncontrolled fires, etc., promotion of reforestation); • Interviewees of the change study stated that NRMCMs are responsible for the management of the 20%; • NRMCMs are engaged in monitoring the exploration of the forest and wildlife (monitoring of the poachers); • NRMCMs together with the community participate in the legislated community consultations for concession of forestry exploration areas. • Some NRMCMs (ex.: Nhanchir and Canxixe) are charging fees on cutting wood for local consumption (boards and bars) and to charcoal producers. The amounts collected are used to support internal needs of the NRMCM (inspection expenses). 	<ul style="list-style-type: none"> • According to the law, only the State has the authority to collect any legal fees related to natural resources exploration; • The programme should trigger efforts towards a better clarification to the NRMCMs role in the natural resources management and encourage them to be guided by relevant legislation in any action related to natural resources management, to avoid incurring into illegal practices.

In the opinion of some interviewees including community members and local authorities, the work of the NRMCMs has impact on the preservation of natural resources through controlling poachers and therefore reducing the indiscriminate slaughtering of trees, especially protected species such as *umbila*.

Experience with the 20%

Baseline (2017)	Current situation (2018)	Recommendations
<ul style="list-style-type: none"> • In some NRMCMs members and communities could not explain the origin of the 20% and what was it for; Governance bodies members were aware of the origin of the 20%; • NRMCM members and community members not involved in the decision making about use of the 20%; • In some cases, only the board (Conselho de 	<ul style="list-style-type: none"> • Members of NRMCMs' governance bodies and the local authorities at different levels (from community leaders to the district government) are aware of the origin of the 20%, as well as the actors involved in the channeling process¹³. • Some NRMCMs, mostly in Maringue, have not yet received the 20% since their inception¹⁴ - despite having active concessions in their territories and having completed the registration process¹⁵. 	<ul style="list-style-type: none"> • The programme must continue efforts to unlock the delays of publication of registered NRMCMs in the national gazette (current delay registered has no justification of the usual deadlines) with the national gazette and also lobby with government partners (district and provincial) to overcome the deadlock; • As part of the advocacy efforts, the consortium should, in one hand, take advantage of the role of journalists to document and denounce

¹³ Confirmed in all seven NRMCMs and authorities interviewed for the change study.

¹⁴ Of the seven NRMCMs interviewed for the change study only three (Nhamcolomo, Canda and Nhambita) received the 20% since the beginning of the programme. The remaining (Palame, Macoco, Nhanchir and Canxixe) have not yet received.

¹⁵ Failure to receiving the 20% by some NRMCM is due to delays of its publication in the national gazette, which in turn is a pre-condition for the opening of bank account through which funds should be channeled. One example is of Palame NRMCM whos registration was concluded in October 2017, and up to date it has not yet posted in the national gazette.

<p>Direcção) was involved in the management of the 20%;</p> <ul style="list-style-type: none"> • Authorities at all levels influenced the decision making on use of the 20% 	<ul style="list-style-type: none"> • Some NRMCS received the 20% in both 2017 and 2018, and both from the forestry as well as from tourism taxes. • Local authorities are regarded as continuing to have considerable influence in the decision-making on how and to what end the funds should be used (despite the plans are initiated by the NRMCS in consultation with their respective communities). 	<p>irregularities (interference by the authorities) in the application of the 20%, and on the other hand to advocate for a further specification of the type of community projects to be financed with the 20%, as part the 20% legislation review process - this, however, also requires auscultation of the communities, not just members of the NRMCS, assisting them to reflect on priority projects to be financed, looking at how they will benefit the majority of the community.</p>
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All NRMCS that already received the 20% and interviewed for the change study, stated that the funds are managed by the NRMCS. However, despite the plans for use of the 20% are initiated by the NRMCS in consultation with the respective communities, the final approval of the proposed projects lies with the district government. The 20% funds channeled to some NRMCS is contributing to improving the living conditions of women and the whole community as a result of the construction of social infrastructures (health post, school, access roads, etc.), thus reducing the distances traveled to a health post and improving the learning conditions of the children in the communities where the resources are explored. In Canda, Gorongosa district, NRMCS members stated in the interview that *"children can now sit in school desks as a result of the use of 20% funds"*.

Gender equality and equity in the management of natural resources

Baseline (2017)	Current situation (2018)	Recommendations
<ul style="list-style-type: none"> • Poor women participation in the NRMCS activities; women not invited to the planning meetings; • Limited contribution of women in decision making related to NRM and 20%, as they had limited space to expose their views; • In most NRMCS women played no role in the management of the NRMCS/community funds 	<ul style="list-style-type: none"> • The number of women members in the NRMCS and in the governance bodies has increased in relation to the baseline. According to data extracted from the Laboratory Monitoring Tool, overall there has been an increase from 16% (at baseline) to 28% (baseline update in 2018) of women in the NRMCS governance bodies. This corresponds to an increase of approximately 267%, which is above the programme target of 40% raise. • This is a sign that there is an increase of sensitivity to gender issues at NRMCS level; • Some interviewees stated that there is a change in the way men deal with women for realizing the importance of their participation in NRMCS and for recognizing their ability to make decisions, contributing with constructive ideas for community development 	<ul style="list-style-type: none"> • Despite the quantitative and qualitative increases of women participation in the management of the natural resources, efforts are still required from the programme to increase awareness of men and women regarding gender issue, and towards increased active participation of women, in order to broaden and consolidate the results achieved so far; • While addressing gender issues should be carried out to all NRMCS, a case by case approach should also be considered, particularly in those NRMCS where the number are still very low. • Consider revision of the indicator on gender for more clarity and relevance.

Sensitivity to gender issues at NRMCS level and communities have increased. The number of female members of the NRMCS and in the social bodies has increased in relation to the baseline. As described by the interviewees of the change study the level of engagement and participation in the debates and decision

making have also increased¹⁶. Quantitatively women participation has surpassed the programme target of **level of women with directive posts in committees has risen by 40%** - current progress correspond to an overall increase of approximately 267%. The other dimension of the programme gender indicator is that **they (women) promote issues and they are successful in putting forward their proposals and men have gained better understanding of gender aspects**. As for the current stage of the programme this has yet not been fully achieved. The degree of awareness on gender issues of both men and women can be improved further, and despite the openness most women yet need to gain confidence that their ideas can be heard and adopted.

It is the evaluators opinion that the changes of women participation result from the institutional strengthening of NRMCS through its legalization and training, including gender training, and support in the process of democratization of decisions. Empowering communities through the dissemination of relevant legislation and the need to include women in decision-making bodies, in community life in general and NRMCS in particular have also contributed to these changes.

In terms of benefits, apart from the direct benefit from training, dissemination of legislation and awareness, currently it is not possible to distinguish exclusive benefits of the 20% to women, since in most cases in which 20% funds have been transferred to the NRMCS social infrastructures that benefit the community as a whole were built.

From the analysis of the programme's progress and contribution on gender (women participation), it was found that current phrasing of the indicator - **level of women with directive posts in committees has risen by 40%** - is somehow ambiguous, as it led to different interpretations by different stakeholders¹⁷ or can be irrelevant¹⁸. Therefore, for more clarity and relevance (significance) of the indicator, its revision is recommended.

Community perceptions about the NRMCS

Baseline (2017)	Current situation (2018)	Recommendations
Communities aware of the existence of the NRMCS and their role in the management of the NR ¹⁹ ;	<ul style="list-style-type: none"> • Overall, members of the communities are aware of the existence of NRMCS and their main roles²⁰; • Communities are actively involved in NRMCS activities (but they claim for greater involvement in decision-making on the use of the 20%); 	<ul style="list-style-type: none"> •

Overall, according to community members interviewed for the change study the NRMCS provide to them advice on practices for the sustainable management of natural resources which represents a contribution to the development of the community as a whole. However, communities consider necessary to strengthen the inspection of poachers (loggers and hunters). Another challenge pointed out by communities relates to reforestation and restocking of wildlife (Nhamacolomo) in order to return to older stage of natural resources

¹⁶ Refer to annexes 3 and 4 for the statistics in each NRMCS and details of interviewees responses.

¹⁷ In the MoUs signed between ADEL and the 15 NRMCS this was considered as 40% of women in directive positions, which is an ambitious target looking at the baseline situation where in some NRMCS it was 0%.

¹⁸ In cases where only one woman is in directive position if another woman is elected, this represents an 100% increase while the level of women representation remains very low (only 2).

¹⁹ Management of the 20%, control of poachers, reforestation to replacing the trees in the community; community awareness raising.

²⁰ More details in annex 4.

in the communities, where it was possible to develop hunting and license operators for logging, and therefore bringing more income to the community.

Relation with the local authorities

Baseline (2017)	Current situation (2018)	Recommendations
<ul style="list-style-type: none"> • Good relationship with authorities was reported, particularly at community level (NRMCs meetings held at regulus house); • Contacts between NRMC and authorities maintained whenever necessary; 	<ul style="list-style-type: none"> • There is more dialogue between local authorities, on one hand, and NRMCs and communities on the other hand (whenever necessary, meetings are held between the parties); • Local leaders participate in all regular meetings between the NRMC and the community; 	<ul style="list-style-type: none"> • There is a need to continue working to reduce the interference of the authorities. • Continue working with the authorities to addressing the bottlenecks related to lack of payment of awards to community members that denounce illegal logging/activity of poachers

Since the beginning of the programme in 2017, the relationship between communities/NRMC and local authorities/government has improved. The revitalization and strengthening of the NRMCs in matters related to the management of natural resources contributed to such improvements. Such improvements can also be attributed to the lobbying and advocacy actions carried out to the authorities under the programme, therefore contributing to increasing the recognition of the NRMCs by the authorities as valid interlocutors in the process of community development.

One of the key changes that can be associated to the improved relationship between NRMC/communities and local authorities is increased transparency by the authorities translated through greater sharing of information on licensing of forest operators and their licenses, and engagement with communities through the NRMC in the inspection. The NRMCs of Palame, Canxixe and Canda confirmed that they had participated in meetings for introduction of new licensed operators and sharing of respective licenses with the NRMCs. In addition, the improved relations have also an added value in the diffusion and adoption of messages on good practices of preservation of natural resources management and preservations (discouragement of uncontrolled burning and indiscriminate forest slaughtering), as well as the dissemination of messages to mitigate the effects of climate change, as they meet these.

However, according to the NRMCs that have already received the 20%, local authorities continue to have much influence on decisions on the use of the 20%, as the final approval of the community plans lie with the district government. One such example are the NRMCs of Nhamacolomo and Canda that have not yet used funds received in 2018, although the respective NRMCs have already submitted the activity plans now pending on the approval by the district government. Another major challenge in the relationship between the authorities and NRMC/communities is related to inspection, on which the awards from denunciation of illegal operators made by members of the community are not been paid as established by law. This creates demotivation of their involvement in the inspection activities.

Capacity and knowledge of the NRMC

Baseline (2017)	Current situation (2018)	Recommendations
<p>At the baseline only, few members of the NRMC's governance bodies had benefited from training and had some knowledge related to natural resources and, common practice, when new opportunities suggested</p>	<ul style="list-style-type: none"> • At present, almost all members of the NRMC have benefited from training on associations and leadership, conflict mediation, business management, gender, land, forests and the environment laws, climate change, savings and credit, reforestation, among others, 	<ul style="list-style-type: none"> • Looking forward and with a view for a greater impact of the training actions, it is recommended that these be extended to also benefit community members through replications targeted to this group.

they were the same ones that participated.		
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The involvement of all NRMCM members in capacity building offered by the programme²¹ is contributing to making them stronger and more capable of following up on their activities and participating in an informed way in the decision-making process. Another important finding during the evaluation is the existence of a growing *union* between members of the NRMCM and the communities, associated with the commitment of both in the correct management and preservation of natural resources. This is one of the strengths of NRMCMs in nowadays, which conveys the message that the capabilities offered by the programme through the dissemination of natural resource-related legislation and awareness of the benefits of sound natural resource management are having impact at the level of target groups. In contrast, there is a feeling of some members of the NRMCMs that they have no benefit of being part of the NRMCM, especially those who have not yet received the 20%, who are complaining about lack of working means such as uniforms, stationery, transportation, etc. The NRMCM also complain about the poor results of the uncontrolled burning campaigns that are still not satisfactory.

Climate change

Baseline (2017)	Current situation (2018)	Recommendations
<ul style="list-style-type: none"> • Climate change phenomena characterized by drought and sometimes excessive rains (2017); • Effects of climate change are low production and hunger; • Among mitigation practices are cultivation of drought resistant crops (sweet potatoes, beans) in dry season; • Some assistance provided by WFP (distribution of maize) 	<ul style="list-style-type: none"> • Main effects of climate change (as reported by the NRMCMs, communities and authorities) are droughts and irregularity of the rains; • These phenomena are translated into low production with an impact on food availability and resources to the households; • NRMCMs and local authorities disseminate messages to discourage uncontrolled burning and to do not sow in the first rains to avoid seed loss; • To mitigate climate change effects, communities also adopt some conservation agriculture practices, <i>sell</i> seasonal labor and animals, etc.; • Government distributes seeds to the most affected communities, while other organizations such as the WFP support through food-for-work activities. 	<ul style="list-style-type: none"> • The consortium to reflect on effective ways to emphasize and address climate change issues; • Consider inclusion of Climate Changes as an important element of the Community Development Plans.

It is evaluator's understanding that there have been limited concrete actions from the programme addressing issues of climate change. In the interviews the debate with almost all target groups was vague, which denounces that this issue has not been sufficiently addressed in the messages conveyed as part of programme implementation. Therefore, it is recommended that the consortium reflect on effective ways to emphasize and address climate change issues. In this regard could also consider its inclusion as an important element of the Community Development Plans.

2.3. Emerging effects of the advocacy efforts (towards local and provincial authorities)

Since the launch of the programme in 2017, the main advocacy activities carried out include a stakeholder's seminar in Beira, district meeting on *fiscalization* carried out in Maringue, stakeholder's seminar in relation

²¹ This can also be attributed to the consortium's awareness of the need and importance of including all members in the various activities related to the management of the NRMCMs. In addition to the NRMCM programme, some NRMCMs also received or support from other partners such as UNICEF, WFP, Forum Mulher, and also government (SDAE), PMA and INGC, PNG, ICRC.

to buffer zone led by ADEL, journalists scrutinizing articles in the newspaper and radio broadcasts, among others. These advocacy efforts are so far reflected through greater openness and transparency, compared to the situation at baseline in 2017. In all the seven NRM interviewed during the evaluation the relations with local authorities from the locality level up to the district government level are described as having improved since 2017, characterized by a greater openness and engagement through meetings to discuss and advise NRMs and communities on natural resource issues. According to the interviewees, at present there is more dialogue between the parties, and the authorities, mainly locality and administrative post chiefs, SDAEs and district governments. According to the *issues-based advocacy* principles in conjunction with the responses from the authorities interviewed for the change study in Maringue and Gorongosa the level of impact achieved through the NRMs programme can be described as *discursive change* as the advocacy targets – local authorities – are starting to adopt a terminology which is in compliance with what is legislated in the natural resources management; *agenda setting*, as the authorities also support and/or advise communities and NRMs on issues related to natural resource management, including in relation to the channeling and management of the 20%. Good relations with the authorities are regarded as having added value in inspecting the exploitation of the natural resources and in the dissemination and adoption of practices to preserve the natural resources, including the adoption of practices to mitigate the effects of climate change; and *procedural change* - there have been an increasing transparency in the actions of the administrative authorities characterized by the greater involvement of communities (particularly members of the NRMs) in the community consultations for issuing concessions for forest exploitation, the sharing of licenses of the licensed operators and their presentation in public events, as reported in the NRMs of Palame, Canxixe and Canda.

2.4. Synergies between NRM Programme and ProDel

The synergies and complementarity between the NRM programme and ProDel can be found in situations where members of the associations are simultaneously members of the NRM and thus reinforce messages on good practices for preservation of natural resources.

In four²² of the seven communities visited during the evaluation there are associations of beekeepers supported through ProDel. Some of the communities have more than one association (Nhanchir has three beekeeping associations). Although the overlapping of the two "organizations" (NRM and beekeepers' association) in some cases is even marginal, with one or two members joining both organizations simultaneously, there is generally a natural link between the honey production activity and the correct and sustainable management of natural resources. The production of honey represents a good practice of sustainable use of natural resources. Objectively a good production of honey requires a forest with green vegetation and access to water throughout the year. Therefore, one of the major direct impacts of honey production on the preservation of natural resources is the fact that apiaries are generally green areas and free of burning, unlike most of the forest and farming areas in the same communities that are victims of cyclically uncontrolled burnings. Therefore, a possible extension of beekeeping activities within communities of the NRM being supported through the NRM programme may contribute to a greater impact on the reduction of uncontrolled fires, and in this way to the sustainable use of natural resources as a whole.

NRM members who are simultaneously members of the beekeeping associations can be more effective in transmitting messages on natural resources preservation within the association, by allowing greater intensification of the messages. In the case of the Nhanchir community, there is an integration of the NRM and the associations - the beekeeping associations are NRM interest groups.

²² Nhamacolomo, Nhanchir, Canda and Nhambita

III. REVIEWING THE PROGRAMME THEORY OF CHANGE AND LFA

3.1. Theory of Change

Being this a change study the analysis of whether the findings suggest any alteration to the Theory of Change was focused at the “contribution” level of the ToC²³. In that regard, the main concerned stakeholders to whom the analysis lies are the NRMCS and the authorities (and donors), as for the two preconditions at that level.

Findings of this change study indicate that the NRMCS (and communities) are increasingly sensitive to the need for sustainable use of natural resources, and increasingly acknowledge the importance of the involvement of all to achieving this objective. In relation to the use of the tax revenue (the 20%), there is evidence of the increasing involvement, not only of the NRMCS members, but also community members in general in the decision making and accountability, thus making the process more participatory. An important aspect to consider is that the entry point to promote good practices in the exploration of the natural resources and use of the tax revenue (20%) are the NRMCS but ultimately the programme is influencing the whole community (to which the NRMCS belong). Therefore, based on programme results so far, it is suggested to consider the following alteration of the precondition on NRMCS as follows:

Current	Suggested change
The NRMCS in the area are influenced to make sustainable and participatory use of tax revenues and other sources of income	The NRMCS and communities in the area are influenced to make sustainable and participatory use of tax revenues and other sources of income

Still related to the same precondition, the following alterations to the respective assumptions are suggested:

Current	Suggested change
Willingness of the communities to make use of their knowledge	Willingness of the communities to participate and make use of their knowledge

Despite the alleged interference of the authorities with the use of the 20%, the study found out that there is substantial support of the authorities to the programme initiatives and the community activities related to natural resources, including their investment using the 20%. In relation to the 20%, the authorities are more in favor of projects from which the majority of the community members can benefit, as opposed to these focusing on the NRMCS members. Therefore, the following alteration is suggested:

Current	Suggested change
Local elites do not capture common resources	Local authorities support community initiatives and do not capture common resources

Overall, the advocacy efforts are addressed to the authorities at all levels, from local to national level. So far, at local level the programme is contributing towards authorities to become more open to dialogue with the NRMCS and communities and more collaborative around issues related to natural resources. At central level additional work is still needed and signs of changes (policy level) is yet to come. Therefore, the precondition on the authorities (and donors) is still valid and should be maintained. However, there is no evidence of “donors” as active actors of the process. As such, the following alteration is suggested:

²³ See graphic presentation of programme ToC.

Current	Suggested change
Authorities and donors have been influenced to improve local revenue mechanisms and strengthen cooperation with communities	Authorities have been influenced to improve local revenue mechanisms and strengthen cooperation with communities

If the above change proceeds, then the first assumption associated to this precondition could be altered as follows:

Current	Suggested change
Donors and authorities are accessible	Authorities are accessible

3.2. LFA

The assessment of the programme progress in implementing activities and delivering the outputs was based on the LFA, looking at the indicators and its targets. The review of the LFA in this section is meant to validate its content in terms of relevance and accuracy for the remaining period of programme implementation. Based on the analysis carried out, the following was concluded:

Programme objective

This is still valid. No alteration is advised.

Outputs and output indicators

It is recommended to revise the indicator statement and target of the indicator 1.2 under output 2, in order to in order to give more clarity and relevance. The suggested alteration is as follows:

Current	Suggested change
The level of women with directive posts in committees has risen by 40% - they promote issues and they are successful in putting forward their proposals and men have gained better understanding of gender aspects.	The level of women in the governance bodies of the NRMCS is raised to at least 40%

In order to allow assessing qualitative and quantitative elements of gender separately, and therefore adequately accommodate the second part of the current indicator, it is also suggested to divide the indicator into two. Therefore, a second indicator on gender could be as follows:

Current	Suggested change
... - they promote issues and they are successful in putting forward their proposals and men have gained better understanding of gender aspects.	<ul style="list-style-type: none"> • Women in the NRMCS promote issues of their interest and are successful in putting forward their proposals • Men have gained better understanding of development gender aspects

Outputs assumptions

All output assumptions are still valid, as they accurately relate to the context in which the programme is being implemented and highlight some of the preconditions for its success. The following observations should, however, be considered for the remaining period of the programme:

- i) Take note in relation to the first assumption of **Output 1** to highlight the fact that in some communities the forest, which is a prerequisite for having tax revenue, is almost exhausted. The implication is that other type of activities will need to be identified for the concerned communities as a way to securing alternative source of income/funding, to ensure that

programme activities on sustainable management of the natural resources continue to be relevant to the target group.

- ii) According to the current reality of the programme implementation, based on experience from the programme JPR Meetings it has been found that one of the challenges for advocacy work is lack of appropriate channels and mechanisms for dissemination of relevant information generated from the Laboratory work as well as from consortium's advocacy effort, it is suggested to add an assumption under **Output 3**, in order to capture some of the challenges faced by the programme in relation to advocacy and dissemination of information, as follows:

“The programme (or the consortium) is able to identify and engage appropriate dissemination mechanisms, platforms and partners”

IV. SUMMARY ON ProDel EVALUATION

This section summarizes the main conclusions and recommendations of the ProDel evaluation. The main findings are described in the specific section of ProDel's evaluation report - Section II (Main Findings).

Main conclusions

- ***Improvement of the honey value chain, contributing to economic development and poverty reduction, in Sofala province project*** is a contribution to strengthening of the honey value chain in the target districts, influencing the production, processing and adding value and marketing segments of the value chain. At the same time, the project has a contribution to the conservation of natural resources (forest) as the apiaries sites are free of uncontrolled fires (responsible for the devastation of large forest areas), as a result of the economic recognition of the apicultural activity by the communities;
- In terms of results, the project contributed to building the capacity of small-scale beekeepers and to introducing modern apicultural techniques and technologies (improved bee hives) with a direct impact on increasing productivity and participation of women in beekeeping activities, which in turn has a potential to increasing production in the target districts. However, these results are limited in relation to the beekeeper's capacity to take over the manufacture and repair of their hives, and to capture new swarms of bees for the hives, aiming at reducing the rate of underutilization of hives;
- The short *maturation* period of some associations and their apiaries, due to late start of activities in some places, however, does not allow the assessment of whether the achieved results so far are sustainable or will be maintained after the project ends;
- The technology of improved hives is already well-known and appreciated in target communities, but the current cost of hives provided by TCT Dalman is not affordable for the small beekeepers in target districts;
- Through the establishment and operation of the Honey House in Maringue, the project contributed to the creation of an opportunity for processing and value addition, which in turn is a precondition for obtaining better market prices, an important factor for the development of any value chain. However, access to the Honey House is still limited for most beekeepers because of its location (in Maringue district headquarters) which is far from the communities where most beekeepers are located. On the other hand, for a full operationalization of the Honey House, additional inputs are needed in relation to its governance and management, in view to a long-term sustainability without ADEL's direct involvement;
- Beekeepers in Gorongosa, Cheringoma and Caia districts continue to have no secured options to sell their production, since there are no notable advances in efforts to establish links with other

stakeholders to absorb the honey produced there. Therefore, honey processing, value addition and marketing still a challenge.

Main Recommendations

This is a list of low-cost recommendations focused on the sustainability of ProDel's achievements to date, which can be implemented over the remaining period of the project.

Capacity building and technical assistance

- To reinforce the training of artisans on skill to manufacturing and repair the hives at the associations/community level, combined with the zoning of the communities/associations aiming at having at least two skilled artisans in each community for better coverage;
- To reinforce the training of beekeepers at the associations level on skills to capturing new swarms for the settlement of the hives, thereby contributing to the increase in the number of populated hives, and consequently to create a solid base for increasing production;
- To integrate the follow up and technical assistance to the beekeeper's associations into the activities of the NRMCs programme technicians for the remaining period of this project (Maringue and Gorongosa), taking advantage of existing synergies, and linking beekeepers' associations with TCT Dalman to provide technical assistance (Cheringoma and Caia), while developing relationships for marketing and processing of their raw honey through TCT Dalman.

Processing, value addition and marketing

- To maximize the use of the Maringue Honey House, the only one that is currently absorbing the raw honey produced by the associations assisted through the project, to also collect and process the honey from the surrounding districts while, as far as possible, consider establishing another honey house in Gorongosa using the remaining equipment of the project, to prevent possible challenges that may result from increased honey production in the communities assisted by the project;
- The establishment of another honey house, however, should not neglect the efforts to identify and establish solid partnerships with other actors that has been initiated beforehand by the project;
- While acknowledging the complexity of this segment of the value chain, but also its importance for sustainability, it is also recommended its inclusion in the action plan to be developed;

Functioning of the Maringue Honey House

- To dedicate the remaining time of project implementation to design an action plan for the operationalization of the proposed business model of the Honey House operation, including an objective timeline with concrete milestones;
- Identify possible financing sources (ADEL and SE) to finance the implementation of the action plan of the Honey House operating model, and to be responsible for its implementation after the project ends.

While developing the action plan referred to above, the project implementers (ADEL and SE) should work towards identifying possible financing sources to finance the implementation of such plan and the potential responsible for its implementation after the end of ProDel.

V. CONCLUSIONS

5.1. Progress in implementing activities, delivering outputs and contributing to longer term expected outcomes

Some targets of the LFA indicators have already been achieved, other are likely to be achieved in the remaining period of programme implementation, but there are some indicators whose targets are unlikely to be achieved in the course of the current programme. These are the cases of the targets on increasing revenue (output 1), increasing beekeeping producer's income by at least 50% (output 4), and level of women with directive posts.

One requirement for communities (NRM) to be able to increase income other than just the tax revenue of 20% is by developing adequate Community Development Plans that could attract other investments. So far, despite that all the 15 NRMCs have initiated the development of such plans none have been finalized or approved, and consequently not financed. As the 20% income is clearly decreasing as result of exhaustion of forests in most communities, this is perhaps an area in which the consortium could invest further in the future, but in a more strategic way aiming at diversifying sources of funding, including lobbying and advocating with potential funders and the government to financially support the implementation of the plans.

5.2. Signs of change

Since the beginning of the project in 2017 there have been some signs of changes in relation to the topics investigated in the baseline. Overall, these changes can be attributed to the revitalization of the NRMC, their institutional strengthening through their legalization, training and sensitization (both NRMC and the authorities) and promotion of accountability. The empowerment of communities through the dissemination of relevant legislation, awareness raising has also contributed to these changes. Also contributing to this result the lobbying and advocacy actions carried out to the authorities within the framework of the programme - Refer to section 2.2. for specific conclusions under each topic.

5.3. Advocacy efforts

Advocacy efforts of the NRMC programme are so far reflected through greater openness and transparency, compared to the situation at baseline in 2017. Overall, relations with local authorities from the locality level to the district government, through the Administrative Post have improved, characterized by greater openness and engagement among the parties through meetings to discuss matters related to natural resources. Such improvements can be attributed to the advocacy actions carried out by the consortium. Good relations with the authorities have added value in monitoring the exploitation of the natural resources and in the dissemination and adoption of practices towards its preservation (discouragement of uncontrolled burning and indiscriminate slaughter), including the adoption of practices to mitigate the effects of climate change. However, despite the increasing openness and transparency, the authorities are regarded as continuing to interfere with decisions on the application of 20% funds.

5.4. Synergies between NRMC Programme and ProDel

The production of honey represents a good practice of sustainable use of natural resources. Therefore, one of the major direct impacts of honey production on the preservation of natural resources is the fact that apiaries are generally green areas and free of burning, unlike most of the forest and farming areas in the same communities that are victims of cyclically uncontrolled burnings. Therefore, a possible extension of beekeeping activities may contribute to a greater impact on the reduction of uncontrolled fires, and this will contribute to the sustainable use of natural resources.

The synergies and complementarity between the NRMC programme and ProDel can be found in situations where members of the associations are simultaneously members of the NRMC and thus reinforcing messages on good practices for the preservation of natural resources. The activity of beekeeping (apiary) has a direct contribution to the control of uncontrolled fires.

5.5. Theory of Change

From the assessment of programme results to date, all Theory of Change preconditions and respective assumptions are still relevant. However, as result of changes in the context and some responses of some stakeholders to the programme interventions, it is suggested to consider some alteration to the original text of preconditions and assumptions. For more details on suggested alterations, refer to section 3.1. above.

5.6. LFA

Based on the analysis carried out, the following was concluded the programme objective still valid and no alteration is advised. Under the outputs, revision of the indicator 1.2 under output 1 was suggested – refer to section 3.2 for details. At the assumptions level, the revision of the assumption related to output 3 is also suggested – refer to section 3.2. for details.

VI. RECOMMENDATIONS

6.1. Inputs on needed changes in approach and activities for the remaining period of the programme

Transparency and accountability

- The programme should continue encouraging good practices within the NRMC – accountability remains a sensitive issue in most of them. In this process, it is also recommended to encourage the NRMC to *raise the bar* to an accountability that includes, in addition to just presentation of plans and reports (projects that are completed with the 20% funds), the sharing of documentation of the transactions carried out with the common funds²⁴;
- To strengthen the assistance to the NRMC through guidance on the roles of the governance bodies in general and the Fiscal Council in particular, and to consider the capacity of the governance bodies members.

The NRMC and management of natural resources

- The programme should trigger efforts towards a better clarification to the NRMCs role in the natural resources management and encourage them to be guided by relevant legislation in any action related to natural resources management, to avoid incurring into illegal practices.

Experience with the 20%

- The programme must continue efforts to unlock the delays of publication of registered NRMCs in the national gazette (current delay registered has no justification of the usual deadlines) with the national gazette and also lobby with government partners (district and provincial) to overcome the deadlock;
- As part of the advocacy efforts, the consortium should, on one hand, take advantage of the role of journalists to document and denounce irregularities (interference by the authorities) in the application of the 20%, and on the other hand to advocate for a further specification of the type of community projects to be financed with the 20%, as part the 20% legislation review process - this, however, also requires auscultation of the communities, not just members of the NRMC, assisting them to reflect on priority projects to be financed, looking at how they will benefit the majority of the community;
- As the 20% income is clearly decreasing as result of exhaustion of forests in most communities, in the future the programme should consider providing further support, in a more strategic way, to the

²⁴ Some NRMCs such as Nhanchir are already implementing this. However, still need to be improved and consolidated as it is not followed in a consistent and regular way.

NRMCs in the development of Community Development Plans, aiming at diversifying sources of funding, including lobbying and advocating with potential funders and the government to finance such plans

Gender equality and equity in the management of natural resources

- Despite the quantitative and qualitative increases of women participation in the management of the natural resources, efforts are still required from the programme to increase awareness of men and women regarding gender issue, and towards increased active participation of women, in order to broaden and consolidate the results achieved so far;
- While addressing gender issues should be carried out to all NRMCs, a case by case approach should also be considered, particularly in these NRMC where the number are still very low;
- It is recommended to revise the indicator statement on gender in order to give more clarity (current phrasing can lead to different interpretations) and relevance (current target can easily be reached with no relevant qualitative or quantitative change of women participation) – a suggestion is provided under LFA analysis.

Relation with the local authorities

- There is a need to continue working to reduce its interference of the local authorities in the management of the 20%;
- Continue working with the authorities to addressing the bottlenecks related to lack of payment of awards to community members that denounce illegal logging/activity of poachers.

6.2. Advocacy

- There is a need to work to further improve the relationship with the authorities, in order to reduce their interference in the decision-making process over the 20%. This is, however, an aspect that requires a better analysis and positioning on the part of the consortium in order to avoid anarchy on the part of the NRMC and their leaderships with a view to a balance between the autonomy of the NRMC in the decision making and whose tendency is to face the 20% as being to benefit its members versus the interest of audiences in using the 20% to finance projects whose benefit is for the whole community;
- It is also recommended to intensify advocacy (including through the involvement of journalists) at all levels to lobby for compliance with legislation on fines, as a sustainable way of addressing one of the authorities and the NRMC / communities around the surveillance, about which the awards for the complaints of illegal operators have not been paid (these have only been paid to the government fiscals), which creates demotivation of their involvement in the inspection activity.

ANNEXES

Annex 1 – Guiding questions

Annex 2 – Composition of the data collection team

Annex 3: Composição dos CGRN e Orgão Sociais em 2017 e 2018 (dados extraídos do Laboratory Monitoring Tool para o Change Study)

CGRNs	Baseline 2017								Change study 2018							
	Membros do CGRN				Orgãos Sociais				Membros do CGRN				Orgãos Sociais			
	T	H	M	%M	T	H	M	%M	T	H	M	%M	T	H	M	%M
Maneto	25	22	3	12	4	4	0	0	25	16	9	36	10	8	2	20
Camxixe	10	8	2	20	5	5	0	0	25	17	8	32	11	8	3	27
Wanchite	53	43	10	19	3	3	0	0	53	30	23	43	7	6	1	14
Palame	46	36	10	22	9	8	1	11	79	45	34	43	11	9	2	18
Senga -Senga	50	40	10	20	2	2	0	0	60	40	20	33	9	7	2	22
Nhachir	28	26	2	7	5	4	1	20	36	32	4	11	12	8	4	33
Nhamacolomo	31	23	8	26	7	5	2	29	31	19	12	39	9	7	2	22
Macoco	10	6	4	40	3	3	0	0	36	24	12	33	11	9	2	18
Pango	12	11	1	8	3	3	0	0	34	20	14	41	9	8	1	11
Tucuta	22	18	4	18	3	3	0	0	32	14	18	56	9	4	5	56
Canda	15	11	4	27	4	3	1	25	36	19	17	47	15	11	4	27
Celestino	24	21	3	13	4	3	1	25	35	26	9	26	11	7	4	36
Nhambita	12	7	5	42	6	4	2	33	30	10	20	67	12	5	7	58
Nhanguo	15	13	2	13	6	4	2	33	20	15	5	25	10	7	3	30
Tambarara	14	8	6	43	5	4	1	20	31	19	12	39	10	8	2	20
	367	293	74	20	69	58	11	16	563	346	217	38	156	112	44	28

Annex 4 – Data from interviews of the seven NRMCC for the change study.