

Ex post evaluation

Forestry resource management, Guinea



Title	Forestry resource management		
Sector and CRS code	Forestry development (CRS code: 31220)		
Project number	BMZ No. 2000 66 456		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Project-executing agency	Centre Forestier de N'Zérékoré (CFZ), Ministère de l'Environnement, des Eaux et Forêts (MEEF)		
Project volume/ Financing instrument	EUR 5.6 million, of which EUR 5.3 million in financing (BMZ funds) and EUR 0.3 million in own contribution		
Project duration	2004–2009		
Year of report	2022	Year of random sample	2021

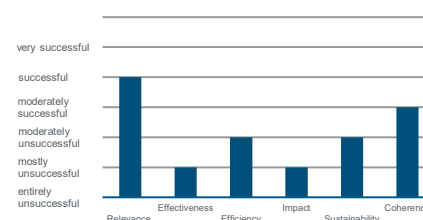
Objectives and project outline

The objective of the project was to contribute to the long-term ecological stabilisation of the Guinée Forestière natural region and to improve the livelihoods of the local population. It was based on two previous projects. The project objective was to preserve and sustainably manage three public forests with the involvement of the local population and to continue the management and connection measures in three previously supported forests. Specifically, the project supported the construction and management of the necessary infrastructure as well as the continuation of previously started forest management measures and sustainable timber extraction.

Key findings

- The loss and degradation of natural forest resources in Guinée Forestière was highly relevant at the start of the project and remains so to this day. The approach and measures are appropriate from the perspective at that time. But from today's perspective, due to the rapid deterioration of environmental conditions, more restrictive management is necessary instead of sustainable, commercial timber use.
- Despite positive trends, the project largely failed to achieve its objectives. The main reasons for this were a lack of political support and weak governance, as well as deteriorating political conditions and increasing political fragility, which led to the project being discontinued in 2009.
- The project's efficiency suffered from a partially inadequate distribution of costs with insufficient financial resources for local community measures, a high discrepancy between planned and actual costs and a high overall use of funds with low target achievement.
- The project did not lead to visible overarching development impacts: a substantial, causal contribution of the project to the few observable improvements in the ecological stabilisation of individual forests is questionable. There is no evidence of an improvement in the livelihoods of the population.
- The measures were barely sustainable at output, outcome and impact level, particularly due to the partner's (CFZ) lack of resources to continue its activities and its financial dependence. Despite the partner's efforts to acquire financing from other donors, both situations persist and jeopardise the sustainability of the few remaining activities and their results.

Overall rating:
mostly unsuccessful



Conclusions

- Project objectives and indicators should fully cover, clearly define and quantify the geographical areas and content of the project.
- Local residents' needs should be assessed systematically, and local measures should be defined at the start of the project. Sufficient financial volumes should be provided for this purpose.
- High levels of support and buy-in should be ensured at all relevant political levels.
- In the context of weak governance, the financial management of the disposition fund should be carried out more closely by the consultant.

Rating according to DAC criteria

Overall rating: 5

Ratings:

Relevance	2
Coherence	3
Effectiveness	5
Efficiency	4
Impact	5
Sustainability	4

Breakdown of total costs

		Planned	Actual
Investment cost	EUR million	6.2 million	5.6 million
Counterpart contribution	EUR million	0.6 million	0.3 million
Financing	EUR million	5.6 million	5.3 million
of which BMZ budget funds	EUR million	5.6 million	5.3 million

Relevance

This “Forest Resources Management” project (Bewirtschaftung forstlicher Ressourcen/Projet de Gestion des Ressources Forestières – PGRF) was the last of a series of three German DC projects. Phase 1 supported the PROGERFOR forestry project from 1990 to 1994, while phase 2 supported infrastructural and organizational measures to protect forests from 1995 to 2003 with the PGRR project.

Identification of the core problem – the loss of the forest and degradation of natural resources in Guinée Forestière (engl. forested Guinea) – is transparent and moderate from the perspective at that time and currently. According to the project appraisal (PA), the wet forests of the Guinée Forestière, the only region in Guinea with larger natural forest areas, recorded an annual loss of 2%. As biodiversity hotspots, these forests continue to play an important role today in stabilizing the regional climate and water balance and as barriers to the advance of the northern savannas. Certain forests have been given special protection as Forêt Classée (state forests). These are not traditional nature reserves, but rather forests and their resources, which are to be preserved through sustainable management in line with the ecosystem.

The **project’s approach and measures** were appropriate to solving the core problem and its structural causes from the perspective at that time and today. The causes of the degradation of natural resources in Guinée Forestière are 1) their unregulated, commercial use, e.g. due to the influx of migrants and (illegal) logging 2) clearing of forest areas for unsustainable land use (including migratory farming) combined with high population growth, 3) the growing domestic demand for construction and timber and 4) systemic weaknesses of the public administration and the financial and political interests of the government that hinder forest conservation.

The approach chosen by the project and the intended measures were supposed to address these causes. The measures addressed the unregulated, commercial use of timber, the unsustainable use of natural resources by local residents and systemic weaknesses of the public administration. The growing domestic demand for construction timber and lumber was not addressed directly by the project, but this is also outside its sphere of influence. More specifically, the Centre Forestier N’Zérékoré (CFZ) responsible for the protection and management of the state forests (Forêts Classées, FC) was to be strengthened, thus reducing arbitrary and excessive use of forests and soil. Concrete measures were aimed at 1) equipping the CFZ, 2) providing expert advice to the CFZ, 3) completing the forest infrastructure, 4) stocktaking, 5) drawing up detailed management plans, including the zoning of the forests, 6) developing ecologically

adapted management principles and setting up criteria for use, and 7) establishing a system for monitoring biodiversity (especially a count of animal species at regular intervals by the country offices).

The focus of the approach was to promote a regulated, sustainable timber industry as an alternative concept to widespread arbitrary use. This was to be made possible by transforming the CFZ into an *Établissement Public à Caractère Industriel et Commercial* (EPIC, the literal translation of which is "public institution of industrial and commercial nature") and in cooperation with a local company. Certification in accordance with the international standard of the Forest Stewardship Council (FSC) was intended to serve both the protection of the forests and the sustainable financial independence of the CFZ through license revenues. The idea was to strengthen the capacity and resources of the CFZ, create institutional and financial autonomy for the rest of the administration and reduce the risk of corruption. The CFZ was to become an independent institution committed to the protection of forests. According to those involved in the project, this approach was the only way to ensure the financial sustainability of the CFZ and is therefore appropriate. But over the course of the project, the ban on the export of timber by the government in 2008 put an end to commercial timber use and licensing, as commercial extraction without the ability to export the timber was no longer profitable (the market for high-priced tropical timber in Guinea is very small). The approach must be viewed critically from today's perspective. According to the CFZ, more protective management is required today due to global warming and the rapid deterioration in environmental conditions. For this reason, the latest management plans for Ziamá, Diécké and Mont Béro have been drawn up according to the standards of protection of biosphere reserves, not those of forest management.

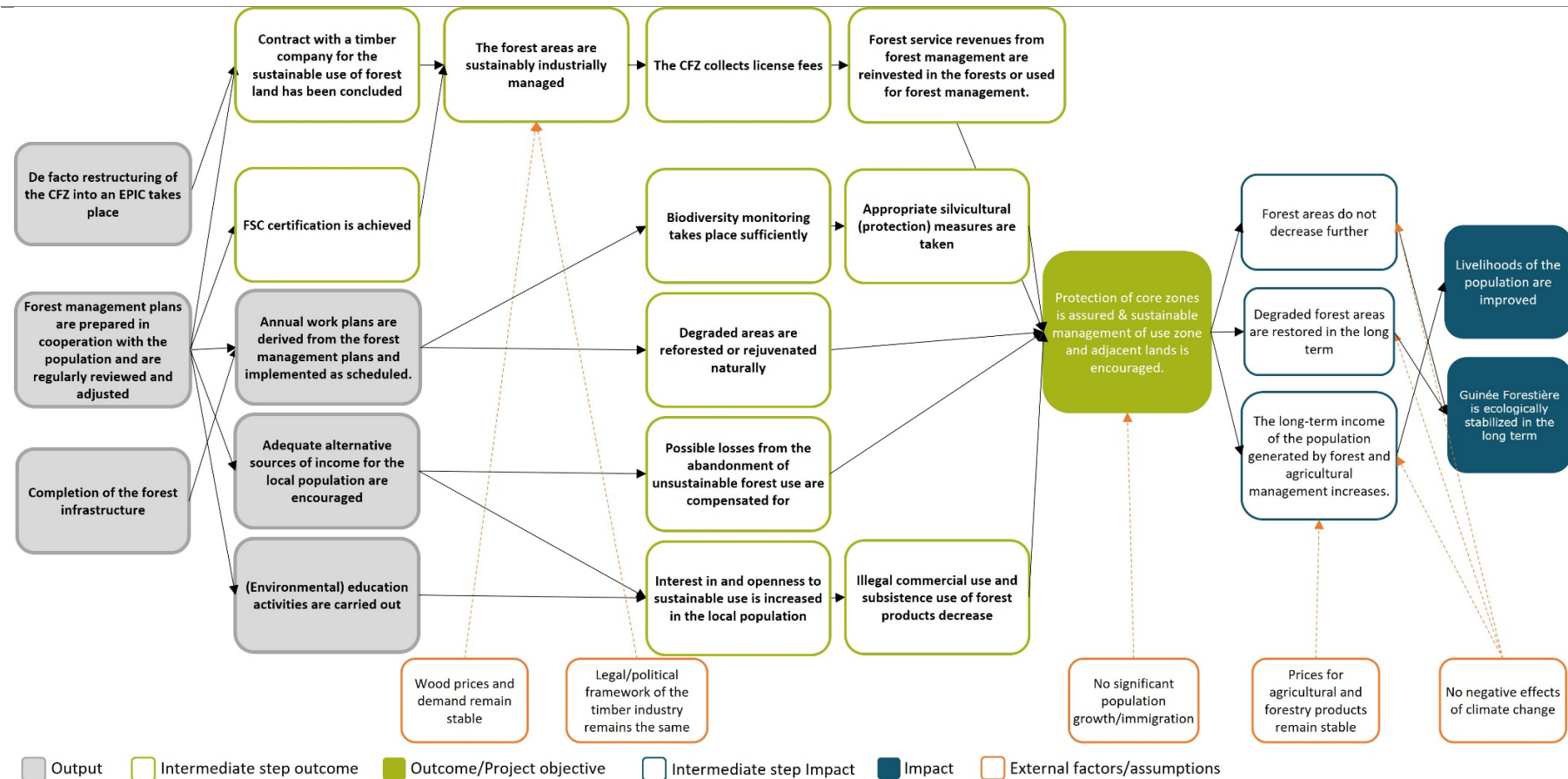
In addition, the local population, whose income has largely been derived from unsustainable use of the forest or extensive management methods, should be strengthened in order to tap alternative income opportunities (e.g. rice cultivation, palm oil use and animal breeding). This approach of involving and supporting the local population is a necessary part of sustainable forest protection from the perspective both at the time and now. However, the budget of EUR 500,000 allocated to this component was very low, and the project did not define the target group in more detail.

The forestry measures planned by the project (forestation, enrichment planting and maintenance measures) for the active rehabilitation of some parts of the forest are also logically derived from the core problem analysis. The afforestation measures, which were considered promising at the start of the project, were partially completed during the course of the project. This was based on the recognition and international consensus that a protected natural forest in which illegal logging does not take place (e.g. due to intensive monitoring) can rehabilitate itself. The extent to which the forestry measures are relevant also substantially depends on their scale in comparison with the overall size of the forest and in comparison to the forest losses that occur. The project documents do not contain sufficient information on the level of afforestation and rejuvenation to assess this.

These measures, which were appropriate from the perspective at the time, were also suitable for addressing the causes of the resource degradation in order to contribute to the project's **development policy objectives**. These were "sustainable ecological stabilisation in Guinée Forestière through the protection and sustainable management of wet forests and the preservation of biodiversity" and "improving the livelihoods of the population".

Figure 1 shows the project's Theory of Change (ToC) and external factors relevant to the project. The ToC corresponds to the project's impact logic but was developed during the EPE.

Figure 1: Project's Theory of Change



Own data

The selection of forests and measures for individual forests were also appropriate. In this respect, two groups have been identified: In three forests (FC Ziamia, Diécké and Mont Béro), the project pursued the continuation of measures to promote sustainable, commercial timber extraction. To this end, preparatory measures (e.g. management plans) that had been started in the previous project were to be completed. In the previous project, these measures were assessed as appropriate and promising. At the same time, experience should reasonably be transferred to other forests. Therefore, the project included three other forests (Pic de Fon, Yonon and Banan) in this third phase. This extension was firstly to protect the Pic de Fon forest, which is endangered by the planned exploitation of iron ore, and secondly to include smaller and more degraded forests only after the measures had been successfully piloted in larger, more important forests, which were easier to protect due to their size. These three additional forests were selected because of the urgency to protect them and their proximity to the CFZ or one of the larger forests. These criteria were appropriate.

The project's objectives and measures were – and still are – in line with **Guinean forestry, environmental and development policy**: Guinea's national forestry policy, which was adopted in 1989 and revised in 1999, provides for sustainable management, taking into account the forests' diverse functions and products. The policy also postulates the principle of participation and involvement of the interests of the local population, which was further strengthened by the 2009 strategy for the participation of the population in forest management.

Promoting sustainable institutional and financial independence was appropriate to the **needs and objectives** of the CFZ. With regard to the relevance of the measures for the autochthone population of the 63 villages affected, it is important that they traditionally view themselves as owners of the land and depend on its management for their self-sufficiency. Participatory involvement of the local residents was therefore a key aspect of the project. The aim was to reach an agreement with the local residents on the sustainable use of the peripheral areas and also to take these into account in the management plans, promote alternative income opportunities and involve the population in protection activities. In theory, the forests' protection and ecological stability are in the long-term interests of the local population. But in the short term, higher protection can also lead to loss of income. In practice, the measures were generally welcomed by the population, according to the final inspection report and the project participants. However, the extent to which the measures met the actual local needs of the local residents could not be conclusively reviewed (on site) within the scope of this EPE.

The relevance of the project is thus rated as generally good, mainly due to the high relevance of the core problem from the perspective at that time and today, and the appropriateness of the approaches and measures selected at that time. While a large part of the measures still remains appropriate from today's perspective, the core concept of sustainable use of timber must be viewed critically due to the high vulnerability of resources and the low focus on preventing deforestation by local residents.

Relevance rating: 2

Coherence

Internal coherence

The project was designed in line with the global priorities of German DC (tropical forest and resource protection) and is also consistent with the current German DC strategies. These include the Federal Ministry for Economic Cooperation and Development's (BMZ) 2030 Strategy's goal of "overcoming hunger and poverty" and the core themes of "food security", "environment and natural resources" and "sustainable growth". **However, the project did not fall under the sectoral DC priorities in Guinea** that had been agreed for future cooperation at the time and is therefore not in line with today's development cooperation in Guinea. There is a potential conflict between protecting natural resources and overcoming poverty among the population, which benefits from the use of forests. The risk of an increase in poverty should be minimized by involving local residents in the protective measures, in the formulation of management plans and by implementing local community measures.

The project was part of a longer-term commitment in the forestry sector of FC and TC in Guinea and was the last of a series of three projects to logically build on the previous phases. In cooperation with the World Bank, the PROGERFOR FC project (1990–1994) supported the construction of a

forestry school, among other things. The PGRR FC project strengthened the infrastructural and organizational conditions for the protection of FC Ziama, Diécké and Mont Béro. GIZ (then GTZ) worked with local residents on protective measures and their socio-economic development through activities carried out in schools and community institutions (these investments were financed by FC at the time). The present project meant continuity with the previous projects by continuing the measures not yet completed in Ziama, Diécké and Mont Béro and extending them to three additional forests. FC-TC cooperation did not take place because the local community measures implemented by GIZ up to 2004 were taken over by the project; however, the project was accordingly in line with TC's long-standing forestry policy advice at government level.

External coherence

Cooperation or coordination with other donors could not be established in the evaluation. It can therefore be assumed that synergy potentials were not exploited, even though other donors implemented projects with related content at the same time. These included the “Programme de Développement de la Riziculture en Guinée Forestière” and “Relance Caféière” of the Agence Française de Développement (AFD) and the USAID projects “Management for Improved Livelihoods (LAMIL) from 2005–2008”, “Programme de Renforcement Institutionnel à la Direction Nationale des Eaux et Forêts” and “Faisons Ensemble”, which are directly aimed at the conservation of biodiversity and forests in Guinea. The CFZ began a cooperation with USAID after the end of the project and is currently considering one with AFD.

The project's coherence is rated as moderately successful. Despite a design in line with the global DC priorities of that time and today and the previous phases as well as TC commitment, the project did not meet the Federal Government's priorities in Guinea (internal coherence). There was also no substantive cooperation, coordination or other synergy with other donors or actors (external coherence).

Coherence rating: 3

Effectiveness

The **project objective at outcome level** was to ensure the protection of the FC Pic de Fon, Yonon and Banan in zones with high biodiversity and the sustainable management of the remaining forest zones and the adjacent agricultural areas in cooperation with the local population. To measure the success of the project, **three indicators** were defined at the start of the project, most of which were not achieved during the project's term. It should be noted here that clear target values were not defined for any of the indicators before the start of the project or during its course. Their benefit for the target achievement review is therefore very limited.

Table 1: Indicators and target achievement at outcome level

Indicator	Target level	Status at PCR (2019)	Status EPE
(1) Forestry facility plans are drawn up in cooperation with the population and are regularly reviewed and adjusted.	No target defined.	Partly achieved. Plans for Pic de Fon, Yonon, Banan and Mont Béro partially created; plans for Ziama and Diécké completely or largely adapted, but not validated.	Partly achieved. Further progress has been made independently of the project: Plan for Pic de Fon finalized by financial support of Rio Tinto in 2010 and revised in 2018; plan for Ziama and Diécké revised and validated by EU financing in 2019 and 2021 respectively.
(2) Annual work plans are derived from the forest	No target defined.	N/A	Not achieved.

management plans and implemented according to plan.			
(3) The forest service's income from forest management is reinvested in the forests or used for further management.	No target defined.	Not achieved.	Not achieved.

Indicator (1): **The target regarding forest management plans was only partially met.** In the newly added forests of Pic de Fon, Yonon and Banan, the plans were only partially created, as it was not possible to secure the necessary international service provider for this. Nevertheless, the forest inventory, socio-economic studies in the neighboring areas and zoning were carried out, and indicators for a monitoring program were identified as local expertise was available for these tasks. Agreements have also been reached with the local residents on the sustainable use of the peripheral areas and their involvement in conservation activities. With the exception of Pic de Fon, the plans have not yet been completed. In Pic de Fon, Rio Tinto financed the completion (2010) and revision (2018) of the plans.

The indicator relates only to the newly included forests. However, the management plans already drawn up in FC Ziama and Diécké should be revised. Ziama succeeded in doing this in full, while Diécké largely did. However, due to the lack of consultants, the management plans could not be validated and therefore could not be implemented and reviewed. After the end of the project, these plans were funded from other sources.

Indicator (2): The annual work plans should have been derived from the management plans. As the management plans were not completed or validated, it was not possible **to develop annual work plans over the duration of the project.**

Indicator (3): Sustainable, commercial forest management by the CFZ in cooperation with a local private company was not implemented, **which is why no revenue was generated and reinvested.** Despite the objectives not being achieved due to external factors, the project made important progress. The CFZ was legally converted into an EPIC by decree in July 2004. In addition, important preparation steps have been achieved in Ziama and Diécké, such as the creation of a detailed plan for a trial logging program or a concept for certified timber operations. Negotiations with Forêt Forte have been carried out and a contract model between CFZ and Forêt Forte has been successfully concluded. Due to the ban on timber exports imposed by the central government, negotiations were abandoned in 2008. When the security situation also deteriorated, the project was prematurely terminated shortly afterwards, and the measures were not completed. As a result, the restructuring of the CFZ, among other things, was never de facto realized.

The following activities have been implemented: Despite the slow construction measures, the CFZ had sufficiently equipped outposts in the new forests at the end of the project. In addition, stock inventories were successfully carried out in accordance with the rules of certification. The boundaries of Pic de Fon, Yon and Banan were successfully identified, physically marked and legalized with the participation of the population, a forestry station and control paths were set up, outposts and control posts were set up, and the CFZ fleet was expanded. The species necessary for reforestation were identified over a large area and the forests were partially zoned.

In the area of forestry measures, afforestation activities were carried out in consultation with the population. As the management plans were not available, afforestation was limited to those areas for which afforestation was assessed as strictly necessary. Due to the high costs, the afforestation was not continued, but replaced by the more cost-effective alternative of natural regeneration during the course of the project. Enrichment planting was also carried out and tools and equipment for afforestation were procured. The setup of computer programs for mapping and monitoring was started. Monitoring was limited to the recording of data during the project period. According to the interviews carried out during the evaluation, this

system is one of the most successful measures of the project, which could have made a significant contribution to protecting the forests. Although the system was well designed and suited to needs, it could not be used anymore after the end of the project due to a lack of financial resources, means of transport and qualified employees.

The local population was involved in the implemented forestry measures. These were planned in such a way that the work (maintenance work on plantations, reforestation activities, etc.) would be carried out by the local population, especially young people and women's groups, in return for remuneration, so that the population would benefit from the measures. To this end, activities for the participatory management of these areas were carried out at the edge of the forests (support for the preparation of village development plans, fire management plans and environmental education concepts, education in bushfire control, campaigns for the protection of chimpanzees and bush elephants). Activities for the economic development of the local population were also carried out. For example, in Ziama, income-generating activities were identified and implemented in cooperation with the NGO FFI and with the involvement of the population (management of oil palms in the peripheral areas, vegetable cultivation, improvement of agricultural methods for better protection of forests, agricultural activities, livestock breeding as a substitute for poaching), which were able to address the population's needs. Activities related to the rearing bush rats, which are an important part of the culinary tradition in southern Guinea, as well as in pig and guinea fowl production, were particularly important. According to the interviews, these measures were carried out successfully and were accepted and welcomed by the population.

Target achievement was primarily affected by external factors, particularly political ones. The **support provided by the executing ministry** was assessed in the final inspection report as limited to counterproductive, which was confirmed by the interviews. In addition, **political decisions** were made during project implementation, such as the ban on timber exports, which severely affected the project's implementation. According to the interviews, the government did not pay the salaries of the CFZ employees entrusted with the project for 16 months, which reduced the capacity of the CFZ to protect the forests through resignations and loss of motivation. As a result, **the government's lack of interest** was a very limiting factor in achieving the objectives. According to the interviews, the government did not sufficiently support the restructuring of the CFZ. The interviewees attributed this to the strategic role of the CFZ for the timber trade and the large physical distance of the CFZ from the capital.

The **deteriorating political framework conditions in the last few years of the project and weak governance and increasing political fragility** were additional factors that limited the implementation of the project and the achievement of its objectives. According to various sources, individual interests and the security situation were also particularly decisive (for the failure). These difficulties culminated in 2009, when the project had to be terminated due to the political situation and the difficult security situation. According to interviews, the perception of increasing illegal logging supported by CFZ and ministry employees also contributed to this decision.

Due to the non-achievement of the objectives, the effectiveness of the project is rated as largely unsuccessful. The main reasons for this were external factors. Nevertheless, important progress was made – positively assessed here – in particular in the preparation for commercial forest management (e.g. forest infrastructure).

Effectiveness rating: 5

Efficiency

The distribution of costs within the project was partially appropriate. Costs for means of transport, buildings, outposts and other physical measures are also assessed by project participants as appropriate in retrospect. On the other hand, it was emphasized that the local community measures with a budget of EUR 500,000 were given too little importance, in particular compared with consulting services, which were largely intended for the conversion of the CFZ into an EPIC (target: EUR 2,650,800). According to several interviewees, effective involvement and support of the local population would have been central to the project's impact and sustainability.

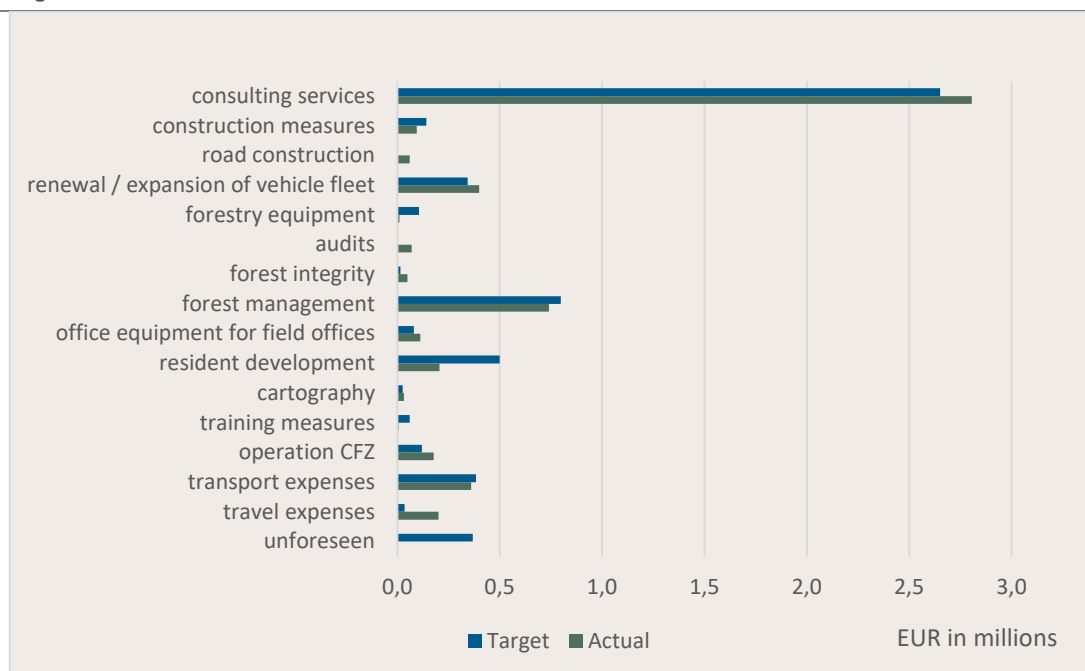
This evaluation did not identify any substantial delays that would have affected the project's efficiency. Discontinuation of the project also plays a marginal role in terms of time efficiency, as this took place only three months before the planned end of the project.

However, there are large differences between planned and actual costs (Figure 2). These have a partially efficiency-enhancing effect, and partly an efficiency-inhibiting one. On the one hand, only around half of the planned funds were spent on local community measures (target: EUR 500,000; actual: EUR 205,365). According to interviews, this deviation is due to the poor security situation in the last year and a half of the project, which made it impossible to carry out the activities. Moreover, only EUR 4,714 out of the planned EUR 60,000 was spent on the training measures, as this funding was mainly earmarked for training CFZ staff for the industrial use of forests, which did not take place. On the other hand, it was decided that logging should not be the responsibility of the CFZ, but of the private company, greatly reducing the funding requirements for the procurement of forestry equipment (target: EUR 105,000; actual: EUR 10,179). In addition, it turned out that, in some forest zones, in particular in the Mont Béro FC, larger afforestation and forest path facilities were necessary than originally planned; funds were reallocated accordingly (target: EUR 14,400; actual: EUR 48,973).

The disposition fund was inefficiently managed by the CFZ and was used incorrectly in some cases. For example, EUR 200,636 out of a planned EUR 34,500 was spent on travel expenses. According to the interviews, these additional costs are mainly due to inefficient means of transport, such as taxis in the project areas, or the billing of private trips from N'Zérékoré to Conakry. Subsequently, it was decided in August 2008 not to spend any further funds on travel expenses. But at that time, the project's efficiency was already affected.

The use of funds was high despite low target achievement. The budget for consulting services was almost completely spent. For the most part, these should support the creation of forest facility plans, the transformation of the CFZ into an EPIC and the commercial use of timber, for which the targets set were only achieved to a very limited extent. It is positive to note that great progress has been made in the conversion of the CFZ and the preparation of industrial timber use, which could not be continued in the last steps of the process due to external factors.

Figure 2: Cost overview



Own data. Project data

Due to the only partially appropriate distribution of costs within the project, the large differences between planned and actual measure costs, the inefficient management of the disposition fund and, in particular, the high use of funds with low target achievement, the efficiency of the project as a whole is rated as moderately unsuccessful.

Efficiency rating: 4

Impact

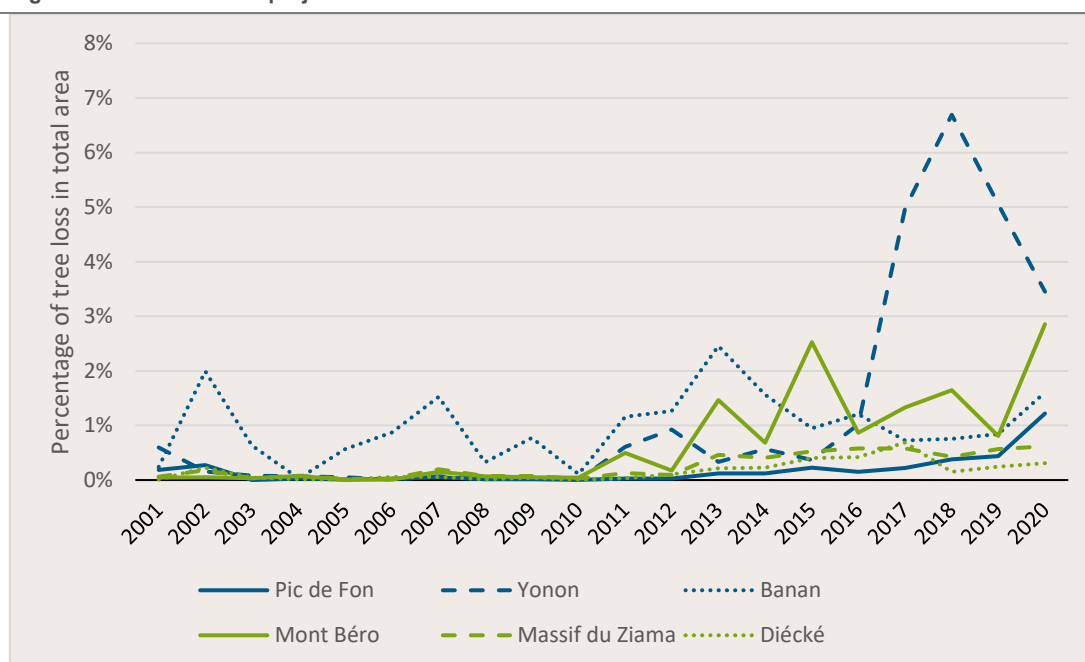
Three indicators were defined to measure the overarching development objective – contribution to long-term ecological stabilization in Guinée Forestière, improvement of the population's livelihoods through the protection and sustainable management of wet forests, and preservation of biodiversity. The achievement of these indicators is summarized in Table 2. Due to the final review only carried out in 2019, there are often no findings on the status at the end of the project (2009).

Table 2: Indicators and target achievement at impact level

Indicator	Target level	Status at PCR (2019)	Status EPE
(1) The FC Pic de Fon, Yonon and Banan areas are not decreasing any further.	No degradation	Unclear. PCR: "Despite the recognizable efforts of the CFZ, further degradation of the forests is still to be expected".	Partly achieved. The tree population was constant during the project but fell rapidly afterwards. A causal contribution of the project to this is implausible.

(2) Significant afforestation is evident on the degraded areas in these forests.	No target defined	N/A	Not measurable.
(3) The income of the population generated by forest and agricultural management is increasing.	According to the PA, it is difficult to estimate the impact of the project on the population's income due to a lack of data. It was estimated that by participating in the forestry work, around EUR 190,000 would go to the population annually. In addition, there would still be incalculable income from the forest uses permitted for the population from timber, forest by-products and hunting. The loss of income due to the abandonment of illegal planting will be compensated.	The project's impact on the population's income was not recorded.	Not measurable.

Indicator (1): According to the audit report, the Guinée Forestière forest area was expected to shrink by 2% each year in 2002. According to the report, this is estimated to have decreased from 1.25 million ha to 0.75 million ha over the last 20 years, or by about 40 % overall. A substantial decline in forests and biodiversity was therefore expected in the absence of intervention. However, data from Global Forest Watch show that even during the first years of the project, before project impacts can be expected, only a small amount of deforestation took place. (see Figure 3). In fact, the annual tree cover loss was consistently low in all three forests during the course of the project (2003–2009) (0.001% – 0.013% in FC Pic de Fon, 0.004% – 0.79% in FC Yonon, and 0.634% – 0.772% in Banan).

Figure 3: Tree loss in the project forests

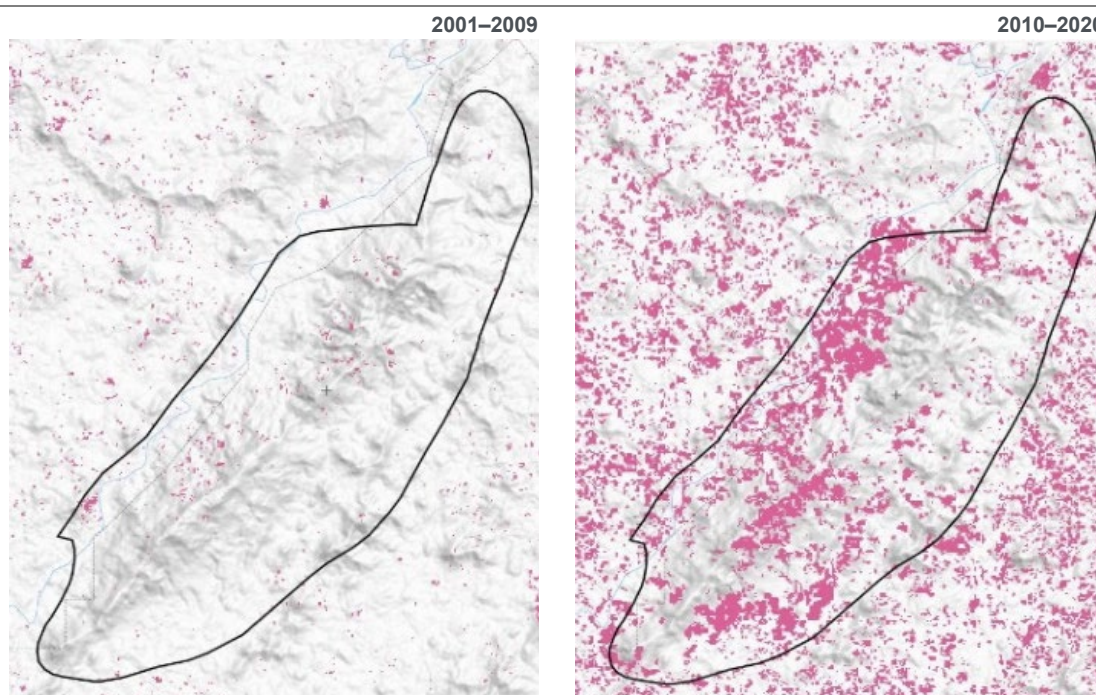
Project duration: 2004–2009. Own data. Global Forest Watch data (www.globalforestwatch.org).

The satellite data also show that the loss of tree cover in the forests was low between 2001 and 2009, but increased sharply from 2010 onwards, especially in Yonon² (see Figure 4) and Banan. This trend suggests that the project prevented an increase in deforestation throughout its duration. However, the constant trend during the project and the increase from 2012 onwards is similar for Guinea as a whole and thus follows a national trend. The project did not have any positive effects compared to forests with no FC activities. Pic de Fon is the only one of the project forests where the rate of loss has increased more slowly. This could be related to the financing of CFZ activities by Rio Tinto in this FC.

Although these forests are not included in the indicator, the trend for the Ziamá, Diécké and Mont Béro forests is similar. All three forests show a clear loss of forest density from 2010.

The target of non-decreasing forest area was met accordingly. However, a causal, positive contribution from the project is implausible due to the small-scale implementation of measures at outcome level and due to a national trend.³

Figure 4: Tree loss in Yonon



Coloured areas indicate areas in FC Yonon where trees were lost during the specified period. Source: "Tree cover loss", Global Forest Watch.

Indicator (2): **The project's impact on the restoration of the degraded areas cannot be estimated or approximated within the scope of this EPE.** The phrases "degraded areas" and "restoration" are neither sufficiently specific nor were they assigned quantifiable parameters or a baseline study by the project. No other analysis was possible because the intended areas were not georeferenced or clearly defined, and no interviewees were able to make statements about them in the interviews.

Indicator (3): **There is no data available on income trends generated by forestry and agriculture for the local population.** In fact, according to the audit report it was difficult to estimate the impact of the project on the population's income situation because there was no data available on this. In addition, the final report of the GFA (2009) and the final review (2019) did not record the impact of the project on the population's income. No systematic data could be collected in sufficient detail during the evaluation either.

Anecdotal insights from the interviewees suggest success stories, at least selectively. For example, some local residents have continued or further developed income-generating activities in the area of agriculture and animal husbandry to date (2021). Vegetables from the village of Avilissou, produced by the inhabitants on the basis of vegetable cultivation measures, are sold in the markets in Conakry. The first seeds had been selected by the project and plant nurseries, and the first sale of the harvest received support. This community is no longer logging. Similar examples were also mentioned for pig farms and the marketing of soap.

According to the CFZ, local development would have required longer-term and more comprehensive support. Activities with local residents started effectively at the end of 2004 and had already slowed down starting in 2006 and were discontinued as of 2009. According to the CFZ, the intended target group consisted of a limited number of households and the budget planned for the activities was too low to be able to expect high impacts. There is no data on the residents actually reached. Even if anecdotal successes were observed, the number of local community measures implemented is too low to achieve a significant impact.

Due to the objectives not being achieved and the project's implausible contribution to the observed results, the project's impact can be assessed as largely unsuccessful.

Impact rating: 5

Sustainability

It should be noted that the project measures have **hardly been sustainable**.

The investments made by the project in **infrastructure (output level) were not maintained after the end of the project**. In addition, their scope is no longer sufficient for the CFZ to enforce effective forest protection as the need for monitoring has increased due to increasing deforestation. According to the PCR and interviews, the constructed buildings are largely in place and in use today. However, they are limited in their functionality as they have not been and are not being regularly maintained. Vehicles and equipment are no longer available, nor are logistical and technical resources.

Financing employees' wages is still a challenge. As a result, the CFZ's activities can only be carried out selectively and are limited to monitoring patrols in the immediate vicinity of the CFZ office, primarily due to the lack of resources. Consequently, **monitoring, which is central to the protection of forests, has no longer been carried out sufficiently since the end of the project**. Since the end of the project, there has been no monitoring in Mont Béro, Yonon, Diécké and Banan due to a lack of resources for salaries and local community measures. Monitoring could only be continued in Pic de Fon and Zياما through financing from Rio Tinto (Pic de Fon) and NGO Forêts Internationale (Zياما) (but in Zياما, all other activities were terminated because the financing from the NGO was limited to monitoring activities). According to CFZ employees, the center would need three times more staff and reliable payment of salaries in order to fulfil its role.

In addition, the activities for the inclusion and promotion of the local population (output level) were not continued as originally planned after the end of the project. Although there are anecdotal success stories of some local groups taking over and continuing the activities, the activities were suspended due to lack of resources for most of the population.

The CFZ is working with the support of other donors to complete the management plans. To a large extent (in three of the six forests), these are still lacking and are difficult to implement due to insufficient resources. For example, the plans in Zياما (2019) and Diécké (2021) have been revised and validated through EU financing (but now in the sense of managing a biosphere reserve). But in general, there is no budget available for the revision of the plans in the CFZ. Activities to create and process the plans with the involvement of the population were therefore discontinued.

The ending of support activities for local residents, the lack of or incomplete management plans to address their needs and insufficient monitoring led to an increase in attacks on forests, according to various interviews. This is particularly true in Mont Béro, Yonon and Banan, where the population in search of land to grow coffee, cocoa and oil palms cleared forests that were not adequately monitored. According to the interviews, fewer attacks were observed in Zياما and Diécké, which had already been supported by the previous projects and had completed management plans.

Due to these developments, **forests are still not sustainably managed today (outcome level)**.

The conditions for sustainable, commercial forest management (outcome level) were not established, which is why no implementation took place. The transformation of the CFZ into an EPIC has not yet been completed and the commercial use of timber, which was intended to ensure the financial independence of the CFZ, could therefore not be secured. The CFZ thus remains dependent on the low state budget.

Despite these challenges and its limited capacity, the CFZ remains the central institution for the protection of classified forests in Guinée Forestière. The final inspection report and interviews confirmed that the CFZ has taken on a leading role in the forestry sector and is striving to fulfil its tasks within the available options.

At impact level, no sustainability can be expected as a logical consequence of the lack of target achievement at outcome level. According to interviews and satellite data analyses, wet forests and biodiversity are still not being sustainably protected today, as evidenced by declining forest area. According to CFZ, Mont Béro is particularly vulnerable due to its location on the border between forest and savannah and many hazards, such as bush fires.

A systematic improvement of the population's livelihoods (impact level) was not achieved during the project.

After the end of the project, the CFZ made efforts to acquire further financial support from KfW and other donors in order to continue the FC-financed activities. The positive assessment here is that successor projects largely continue to use the objectives, approaches and impact models created by the project as a project basis. For example, the CFZ continued very similar activities from 2012 to 2022 with EU funding on a smaller scale.⁴ In addition, the CFZ has been able to secure USAID funding for a project in Ziama and is in discussions with the Agence Française de Développement (AFD) on the implementation of management plans in Ziama and Diécké. Despite this follow-up funding, it remains unclear whether targets that would ensure forest protection, e.g. the implementation and revision of management plans or the organization of monitoring patrols, can be fully achieved because EU funding has expired and AFD funding is not yet secured. In addition, some forests (Mont Béro, Yonon and Banan) are not covered by this financing, so no further progress can be expected there. The project's continued dependence on external financing underlines the lack of sustainability of both the project and the CFZ's work in the broader sense.

Closed partnerships were continued during the project. For example, with the help of the FC Pic de Fon project, the CFZ decided to cooperate (this cooperation already began before the project but was not formalized) with the private company Rio Tinto, a British-Australian multinational mining company involved in the exploitation of iron ore from the nearby Simandou hill range. At the time, the group covered the costs of socio-economic studies and firefighting measures in the adjacent Pic de Fon zone. From 2010, after the end of the project, Rio Tinto continued to draw up the management plans and financed CFZ activities to protect the forests in Pic de Fon. This cooperation continues to this day. Cooperation with the NGO Forêts Internationales is another example of these types of partnerships. This also supported the CFZ's activities in Ziama. However, the challenge remains the same: **the CFZ remains financially dependent on external, non-governmental financing.**

Overall, the project's sustainability is rated as moderately unsuccessful. Although some of the project's approaches have been and continue to be used, only marginal results of the investments are visible today at both output, outcome and impact level. Furthermore, the sustainability of CFZ activities remains at risk due to its financial and institutional dependencies. The creation of the CFZ's independence through commercial timber use was an appropriate exit strategy, but it was not able to be achieved.

Sustainability rating: 4

Notes on the methods used to evaluate project success (project rating)

Projects are evaluated on a six-point scale, the criteria being **relevance, coherence, effectiveness, efficiency, overarching developmental impact** and **sustainability**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).