

Colombia: A Country Study within the Framework of the Evaluation of the Netherlands Government's Policy on Tropical Rainforests

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Acronyms and abbreviations

ACIF	Asociación Colombiana de Ingenieros Forestales (<i>Colombian Association of Forestry Engineers</i>)
ACTO	Amazon Cooperation Treaty Organisation (<i>Tratado de Cooperación Amazónica, OTCA</i>)
Alterra	Research institute of WUR for the green living environment
AUC	United Self-defense Forces of Colombia (AUC)
BBI	Beleidsprogramma Biodiversiteit Internationaal (<i>International Policy Programme on Biodiversity</i>)
Bemo	<i>Beoordelingsmemorandum</i> (project appraisal memorandum)
CAR	Corporación Autónoma Regional (<i>Regional Autonomous Corporation</i>)
CBD	Convention on Biological Diversity
CIAF	Centro Interamericano de Fotointerpretación (<i>Interamerican Center for Photointerpretation</i>)
CIPAV	Centro de Investigación en Sistemas Sostenibles de Producción Agropecuaria (<i>Centre for Research in Sustainable Agricultural Production Systems</i>)
COAMA	Consolidation of the Colombian Amazon programme
COCOMACIA	Consejo Comunitario Mayor de La Asociación Campesina Integral del Atrato (<i>Communal High Council of the Integral Farmers Association of the Atrato</i>)
CODEBA	Corporación para la Defensa de la Biodiversidad Amazónica (<i>Corporation for the Defense of the Amazonian Biodiversity</i>)
CONPES	Consejo Nacional para la Política Económica y Social (<i>National Board for Economic and Social Policies</i>)
COP	Colombian peso
CRIVA	Consejo Regional Indígena del Vaupés (<i>Regional Indigenous Council of the Vaupés</i>)
DANE	Departamento Administrativo Nacional de Estadística (<i>National Administrative Department of Statistics</i>)
DGIS	Directorate General for Development Cooperation
DNP	Departamento Nacional de Planeación (<i>National Planning Bureau</i>)
EC-LNV	Expertise Centre of the Netherlands Ministry of Agriculture, Nature and Food Quality
Ecofondo	Environmental, private non-profit corporation that manages (international) funding in the public interest
FAO	Food and Agriculture Organization of the United Nations
FBC	Fondo Biocomercio (<i>Biotrade Colombia Fund</i>)
FNA	Foro Nacional Ambiental (<i>National Forum for Environment</i>)
FSC	Forest Stewardship Council
FUNBAP	Fundación Fondo de Apoyo a la Biodiversidad y las Areas Protegidas (<i>Biodiversity and Protected Areas Trust Fund</i>)
FUNDAGER	Fundación Ambiental Grupos Ecológicos de Risaralda (<i>Environmental Foundation of Ecological Groups in Risaralda</i>)
GEF	Global Environment Fund
GTZ	German Technical Cooperation Agency
HDI	Human Development Index
HIPC	Heavily Indebted Poor Countries
IADB	Inter-American Development Bank
IAvH	Instituto de Investigación de Recursos Biológicos, Alexander von

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	Humboldt (<i>AvH Biological Resources Research Institute</i>)
IDEAM	Instituto de Hidrología, Meteorología y Estudios Ambientales (<i>Institute for Hydrology, Meteorology and Environmental Studies</i>)
IGAC	Instituto Geográfico 'Agustín Codazzi' (<i>Geographical Institute 'Agustín Codazzi'</i>)
IIAP	Instituto de Investigaciones Ambientales del Pacífico (<i>Environmental Research Institute of the Pacific</i>)
IMF	International Monetary Fund
INDERENA	Instituto Nacional de los Recursos Naturales Renovables y del Medio Ambiente (<i>National Institute of Renewable Natural Resources and Environment</i>)
INVEMAR	Instituto de Investigaciones Marinas y Costeras (<i>Institute for Marine and Coastal Research</i>)
IOB	Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie (<i>Policy and Operations Evaluation Department</i>)
IBRD	International Bank for Reconstruction and Development (part of the World Bank Group)
ITC	International Institute for Geo-Information Science and Earth Observation
IUCN	International Union for the Conservation of Nature – World Conservation Union
IUCN/SUR	IUCN Regional Office for South America (Quito, Ecuador)
MADR	Ministerio de Agricultura y Desarrollo Rural (<i>Ministry of Agriculture and Rural Development</i>)
MAVDT	Ministerio de Ambiente, Vivienda y Desarrollo Territorial (<i>Ministry of Environment, Housing and Territorial Development</i>)
NC-IUCN	Netherlands Committee of IUCN
NGO	Non-Governmental Organisation
NUFFIC	Netherlands Organisation for International Cooperation in Higher Education
NTFP	non-timber forest product
OAPN	Organismo Autónomo Parques Nacionales, Ministerio de Medio Ambiente de España (<i>National Park Administration, Spain</i>)
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PDF-A	Project Development Facility A, a GEF project preparation fund
PNDF	Plan Nacional de Desarrollo Forestal (<i>National Forestry Development Plan</i>)
PROFORIS	Information System on Activities on International Nature, Forest and Biodiversity funded by the Netherlands Government
PRSP	Poverty Reduction Strategy Paper
PUM	Programma Uitzending Managers, Netherlands Management Cooperation Programme
RTR	Regeringsstandpunt Tropisch Regenwoud (Netherlands Government's Policy on Tropical Rainforests)
SENA	Servicio Nacional de Aprendizaje (<i>National Service for Learning</i>)
SFM	Sustainable forest management
SIAC	Sistema de Información Ambiental de Colombia (<i>Environmental Information System of Colombia</i>)
SIAOD	Sistema de Información de la Asistencia Oficial para el Desarrollo (<i>Information System on ODA of the International Cooperation Directorate of Acción Social</i>)
SIB	<i>Sistema de Información sobre Biodiversidad de Colombia</i> (Information System on Biodiversity in Colombia)

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SINA	Sistema Nacional Ambiental (<i>National Environmental System</i>)
SINAP	Sistema Nacional de Areas Protegidas (<i>National System of Protected Areas</i>)
SINCHI	Instituto Amazónico de Investigaciones Científicas (<i>Amazon Institute of Scientific Research</i>)
SNV	Netherlands development organisation (formerly <i>Stichting Nederlandse Vrijwilligers</i> ' or Foundation of Netherlands Volunteers)
SWAp	Sector-Wide Approach
TFAP (<i>PAFC</i>)	Tropical Forestry Action Plan (<i>Plan de Acción Forestal para Colombia</i>)
TRF	tropical rainforest
UAESPNN	Unidad Administrativa Especial del Sistema de Parques Nacionales Naturales (<i>Special Administrative Unit for the System of National Natural Parks</i>)
UNAL	Universidad Nacional de Colombia (<i>National University of Colombia</i>)
UNFF	United Nations Forum of Forests
UNHCR	United Nations High Commissioner for Refugees
UTCH	Universidad Tecnológica del Chocó (<i>Technological University of Chocó</i>)
WRM	World Rainforest Movement
WUR	Wageningen University and Research Centre

Executive summary

This report presents the findings of a country study in Colombia as part of the evaluation by the IOB of the Netherlands government's policy on tropical rainforests (*Regeringsstandpunt Tropisch Regenwoud*, RTR). The overall objective of the evaluation is *to get an understanding of the relevance, efficiency and effectiveness of ODA inputs for the conservation of the tropical rainforest.*

The main goal of the study was to assess the activities of the Colombia–Netherlands development cooperation between 1999 and 2005 targeting tropical rainforests (TRF), including an assessment of its impact on poverty reduction. Where possible, the evaluators looked at the coherence and coordination of bilateral activities and inputs that reached Colombia through the international/multilateral efforts supported by the Netherlands government.

The study covered 26 bilateral projects and activities where at least 50% of their budget was dedicated to activities related to tropical rainforests. The total expenditure of €20,065,022 was recorded for their implementation. The study team took into account various project documents – assessment memoranda (Bemos), monitoring and/or final reports – and visited Colombia between May and June 2007. The evaluators wanted to know if the activities were relevant to Colombia as a society and, specifically, to its rainforests and the people living in and around them. If so, had they been implemented efficiently (i.e. with little wasted effort) and had they produced meaningful impacts?

Rainforests in Colombia

Forests are key to human well-being. Tropical rainforests account for 16% of the world's forests, and cover almost 5% of the land area. The local and global products and ecological functions of these forests are essential for the people living in and around them, as well for the global community. About 8% of the 625 million hectares of the world's tropical rainforests are located in Colombia (FAO, 2005; IDEAM, 2004), which has lowland rainforests both to the east (Amazon) and west (Pacific/Chocó) of the Andes, producing two different types of ecosystems with distinct species. This makes Colombia a very biologically diverse, even 'megadiverse' country. The recognition of the global importance of Colombia's biodiversity might imply that there is worldwide support for its natural resources, yet since the late 1990s governments and international agencies have reduced their activities in this field.

The government of Colombia recognises the importance of its natural resources and was one of the first countries in Latin America to establish a Ministry of Environment, putting the sector at the highest level of political concern. This was a result of the 'green' Constitution of 1991, which obliged the inclusion of the environment as one of the three leading policy areas, alongside social and economic policies, in the country's national development plans.

Sector specialists have described the declining importance of the Ministry of Environment, particularly since 2001, when it became part of a new Ministry of Environment, Housing and Territorial Development (MAVDT). The environment became a much less visible cross-cutting theme, with greater emphasis on the 'grey' issues in urban areas, so that 'green' issues were much diminished in terms of budgets and personnel. The green sector became increasingly dependent on international assistance, although the situation seems to be improving.

One aspect intimately related to the management of the rainforests is the ownership of land. Colombia has one of the most advanced land tenure legislations. The 1992 Constitution recognised the ancestral rights to land of indigenous groups and traditional Afro-Colombian communities. Today, 22.1 million ha of forest are owned collectively by indigenous groups, mostly in the Amazon rainforest, and another 5.4 million ha are owned by Afro-Colombian communities in the Chocó biogeographic region (CONIF, 2004). Properly defined land ownership is an important requirement for adequate management of the natural resources. At the same time there is considerable overlap between communally owned lands and protected areas, imposing particular conditions on forest management in those regions, organised with and by those communities. A good example of the new way of working is that developed by the Special Administrative Unit for the System of National Natural Parks (UAESPNN) and coordinated by the National System of Protected Areas (SINAP).

Netherlands ODA related to tropical rainforests in Colombia

Since 1999 Netherlands ODA to Colombia has grown steadily and the environmental programme has played a major role. The main partner is the Ministry of Environment (MAVDT) and related institutions of the National Environment System (SINA). The programme has focused on the Colombia's two main areas of rainforest: the Amazon in the east and the Chocó biogeographic zone in the Pacific. Since 2002 the Netherlands has been one of five main donors, specifically in the field of the environment, and is currently the largest aid agency, together with the World Bank, with which it maintains a close and mutually supportive relationship.

Over the period 1999–2005 a significant proportion of Netherlands ODA to Colombia (worth €72.6 million) was dedicated to tropical rainforest (TRF) activities: 27.63% (€20.1 million). This is clearly much higher than the average of 2.17% of Netherlands ODA dedicated to forests and biodiversity worldwide.¹ This high proportion seems to be in line with what one would expect from a cooperation programme with a country where 40–45% of the land area is covered by primary rainforest.

Among the informants interviewed for this study there was a consensus that the Colombia–Netherlands environment programme was demand driven. Some sector experts indicated that without this support the efforts of national environmental organisations would have been much weaker, and in specific cases even impossible.

¹ Between 1999 and 2005 expenditures on forests and biodiversity (RTR) totalled €460.8 million, out of a total budget of €21.2 billion (Proforis website).

Many interviewees were positive about both the strengthening of national institutions and programmes, particularly UAESPNN, and about locally implemented activities with specific groups of beneficiaries, such as the grassroots initiatives supported through Ecofondo and the development-oriented research of Tropenbos.

An important aspect noted during the study is the spread of activities and projects implemented by government agencies, grassroots organisations and NGOs, which received 52%, 28% and 14%, respectively, of the €20.1 million TRF expenditures over the period 1999–2005.

The study found that a high percentage (over 90%) of activities in Colombia financed under the RTR policy are 'field projects', directly related to the protection, land-use planning and sustainable rainforest management and local populations (as opposed to policy and research projects, which are assumed to have more indirect effects). Other aspects include financial services and resources, improving the sustainability of activities through proper management and conservation of Colombia's natural and cultural-historic resources and the populations living in biodiversity-rich areas. In the framework of TRF activities, the Colombia–Netherlands cooperation was actively involved in establishing the Biodiversity and Protected Areas Trust Fund (FUNBAP), the Biotrade Colombia Fund (FBC) and Ecofondo, supported by Netherlands ODA.

Policy dialogue (involvement of the Netherlands government/embassy)

The Netherlands embassy in Bogotá has put a lot of effort into organising a consistent portfolio of environmental projects, many of which are RTR-related as they are located in the rainforests of the Chocó biogeographic and the Amazon regions. The Netherlands is one of the lead agencies in the field of the environment and has played an active role in creating a platform where donors meet to harmonise activities with the Colombian government.

The Netherlands embassy took stance against aerial spraying of coca plantations in protected areas, at a time when the one of the largest Colombian–Netherlands cooperation programmes involved the strengthening of UAESPNN. This pressure, together with the offer of support for alternative methods of (voluntary and forced) manual eradication, resulted in the suspension of spraying in three affected parks in March 2004. Unfortunately, this programme lasted only until September 2006 when a landmine planted by guerrillas resulted in several civilian casualties.

Results of the desk study and survey

A screening of the project appraisal memoranda (Bemos) on the nine RTR policy lines revealed that bilateral rainforest projects and activities concentrated their efforts on: *active protection of tropical rainforests* (policy line 1); *sustainable use* (policy line 3); and *institutional strengthening and participation* (policy line 6). The regional and worldwide projects in Colombia share the first two policy lines (1 and 3), and also focus on *political and public support strengthening for conservation and sustainable management* (policy line 7).

In a survey of projects in Colombia, the implementers were asked to specify the thematic focus of their activities and to classify them by level of relevance to the project. The results are similar to those of the Bemo screening in that the same policy lines are valued as important. This indicates that the projects are being implemented in line with the RTR policy. Although most project implementers were not familiar with the Netherlands government's policy document on tropical rainforests, in the survey they indicated the same issues as those defined in the RTR policy lines. This probably reflects a kind of general/global understanding and consensus among sector specialists.

The report ends with the main findings of the study on the current status of tropical rainforests and the related Netherlands ODA in Colombia, followed by conclusions that can be drawn about the relevance, efficiency and effectiveness of the financed activities.

Poverty reduction and sustainable production strategies

The fact that indigenous communities own 22.1 million ha of rainforest (mostly in the Amazon), and Afro-Colombians about 5.4 million ha (mainly in the Chocó biogeographic region) implies that forest management and conservation have to be promoted in joint efforts with these groups. Community development and poverty reduction are also strongly dependent on activities related to the natural resource base.

Sustainable agriculture, fishing, tourism, handicrafts and other activities have been supported and promoted on a local scale in order to diminish the 'frontier' pressure on rainforests. There have been successes, although no regular records of these activities are maintained. Tourism is a viable alternative at specific sites, as shown by the experiences of UAESPNN with concessions within national parks such as Amacayacú. Almost no sustainable wood production and/or plantation forestry activities are being financed by the TRF programme in Colombia. It is recommended that under the RTR policy the Colombia–Netherlands cooperation considers making a serious attempt to analyse activities for sustainable forest management, preferably certified by an external body such as the Forest Stewardship Council (FSC).

Most small producers who wish to access markets for their products face many problems and obstacles. The 'Toolkit' initiative filled a gap for some producers, but more needs to be done.

Both partners agree on the concept of ownership of 'field' projects by local organisations and communities. The Colombian government has introduced various legal and institutional instruments and conditions that have prepared the ground, such as the recognition of ancestral land rights, and has given priority to the environment in development issues. There is still work to be done, but the tone has been set, and this can be observed in the work of institutions such as UAESPNN, IIAP, IAvH, IDEAM, SINCHI and others. The experts are aware of the complexity of the issues surrounding conservation and development, and are committed to solving problems in applying the 'paradigm shift'. This is particularly important for the institutions with a territorial mandate.

Lessons learned

Having taken the first step by increasing the budget for environmental cooperation with Colombia in 1999, the Netherlands should continue on this path if it really wants to make a difference and to help conserve tropical rainforests through balanced and sustainable land use and forest management.² A serious commitment to nature and its keepers has to be long-term, with a silvicultural perspective.

The contradiction in Colombia is that several of the most highly valued natural areas are the settings for unresolved territorial conflicts that continue to affect political stability. The contexts in these areas are difficult and often dangerous – for local populations and for those from the outside, including professionals working to assist indigenous communities and nature conservation. Support, both national and international, to improve both the environment and the socio-economic situation is needed and very relevant.

The TRF projects do not carry out regular monitoring and data collection in order to be able to detect changes in local incomes as a result of project activities. With such a system in place it would be possible to measure increases in income and quality of life, compared to a baseline and linked to rainforest conservation.

In several projects land titling and land-use planning are the basis for improved natural resource management. This is a proper way to pursue that goal, but it must be made clear from the start that it is not easy, nor should quick results be expected, as these processes involve multiple stakeholders with very different interests. Sometimes project duration is a limiting factor to complete such lengthy processes.

With regard to the Proforis database, the method of selecting projects based on the percentage of activities dedicated to forests and rainforests is not clearly defined or consistent. This classification of projects is not transparent and seems rather arbitrary for an information system. Further, personnel at either the embassy or the project implementing organisations have not been involved in the design of the process, so that potentially valuable sources of technical and local expertise have been ignored. Improvements are needed to avoid inconsistencies in the classification.

The project appraisal memoranda (Bemos) for the period 1999–2005 related to TRF projects in Colombia that were reviewed for this evaluation were found to be variously written in Spanish, Netherlands and sometimes in English, without any apparent rationale. A more consistent way of working is needed, particularly one in which the local staff (and counterparts) are able to participate.

² In the sense that international cooperation is no longer needed and the Colombian government, communities and stakeholders are able to continue without external support.

1 Introduction

1.1 Background and justification

The Netherlands government's policy on tropical rainforests (*Regeringsstandpunt Tropisch Regenwoud*, RTR) was approved by Parliament in 1991. In 2002, the International Policy Programme on Biodiversity (BBI) reconfirmed the RTR as the basis of the Netherlands foreign policy on forests and forestry (BBI paragraph 3.2, Forests). The policy aims at '*promoting the conservation of the tropical rainforest³ by realising a balanced and sustainable land and forest use, to end the present, rapid progress of deforestation and the encroachment and degradation of the environment*' (RTR⁴).

The government has made a financial commitment of an annual amount of €68 million to be spent on forests in the tropics, of which at least one third will be targeted at tropical rainforests. These funds are 100% official development assistance (ODA). Although other ministries are involved in the implementation of the RTR, the financial target is mainly the responsibility of the Ministry of Foreign Affairs, through its task of development cooperation.⁵

In 2002 the Minister for Development Cooperation announced in a letter to Parliament that: '*In two or three years time I will ask the Policy and Operations Evaluation Department to evaluate the adjusted policy on tropical rainforests and its results to the fullest extent.*' That evaluation was started in 2006, covering Netherlands ODA expenditures targeted at tropical rainforests from 1999 to 2005.

This country study is part of an evaluation of the RTR policy, covering Netherlands ODA expenditures targeted on at tropical rainforests over the period 1999–2005. For the purpose of this evaluation, partner countries on three continents that have received a substantial proportion of the budget for tropical rainforests – Colombia, Ghana and Vietnam – were selected for study. This document presents the results of the country study in Colombia.

1.2 Objectives and central questions

The evaluation focused on assessing the relevance, effectiveness and efficiency of the Netherlands development cooperation funds spent in Colombia between 1999

³ In this document, *conservation* refers to management practices that lead to the conservation of natural forests or the avoidance of improper uses that could lead to their destruction. It includes measures of protection of primary or undisturbed forests as well as activities of extensive, sustainable use of products and services present in or generated by the rainforests in such a way that ecological values are maintained.

⁴ Tweede Kamer. *Regeringsstandpunt Tropisch Regenwoud*, Vergaderjaar 1990–1991.

⁵ The RTR is a common responsibility of five ministries – of Agriculture, Foreign Affairs, Environment, Economic Affairs and Transport and Water Management. With respect to the content, the Ministry of Agriculture, Nature Conservation and Food Quality has the lead. The Ministry of Foreign Affairs is mainly responsible for the ODA part of the RTR.

and 2005 on the protection and sustainable use of tropical rainforests, including its impact on poverty reduction. The central questions for the evaluation were:

1. What was the relevance of the RTR and the activities that were financed within its framework?
2. How effective have RTR inputs been for the preservation of the tropical rainforest?
3. What can be said about the efficiency of the RTR inputs for the preservation of the tropical rainforest?
4. What was the role of poverty reduction in the RTR and its implementation?

For a more elaborate justification of the objectives, design and context of the evaluation of the RTR policy, see the terms of reference in Annex 1.

1.3 Organisation and approach

1.3.1 Documentation and selection of activities

The preparations in the Netherlands involved identifying projects and activities in Colombia related to the environment and forestry. A first source of information was the database of Proforis, the information system on Netherlands government funded activities on international nature, forest and biodiversity (www.proforis.nl), which was used to draw up a first list of projects and activities.

Second, following the guidelines for the evaluation, the projects and activities were prioritised, selecting those projects where 50% or more of their budgets were dedicated to tropical rainforests, and were approved between 1 January 1999 and 1 January 2006 (see Annex 1). The estimates of the percentage of a project or activity that contributes to forests in general and to tropical rainforest in particular were predetermined; they were not made by the present study team.

Third, basic data and documents on the selected projects were collected from the archives in the Ministry of Foreign Affairs and the Royal Netherlands Embassy in Bogotá, and sometimes from other parties. The documents included appraisal memoranda (*Beoordelingsmemoranda*, or Bemos) and monitoring and evaluation reports prepared by internal and external experts. Based on a subsequent review and analysis of these documents, the final list of selected projects included 26 bilateral, 6 regional and 12 worldwide activities in Colombia related to rainforests. The bilateral and regional/worldwide projects are listed in tables 12 and 14, respectively, in chapter 5 (see also Annex 4).

1.3.2 Desk study

The desk study⁶ involved an analysis of the selected projects (24 bilateral⁷, 6 regional and 12 worldwide activities; see Annex 6). From the appraisal

⁶ Parts of the desk study were done before and during the field visits, but a large part was done later.

⁷ For two of the 26 bilateral activities the Bemos were not found, and could therefore not be screened.

memoranda we retrieved information on the kinds of projects approved, their objectives, and the period of implementation of each one. Clearly, the information in the memoranda refers only to planned activities, and not to their implementation, results or impacts. Thus the desk study provided only indications of the ambitions and intentions related to rainforest initiatives.

In order to gain a better understanding of the projects and activities in a systematic way the evaluators analysed the projects and activities in two-step process: 1) a *characterisation* and 2) a *screening* of the intended contribution to the nine policy lines of the RTR policy (components of activities through which the Netherlands government intends to work towards the main RTR policy objectives).

First, the projects and activities were **characterised** on the basis of the following:

- *type of activity*: core activity, preparation/support, workshop, evaluation;
- *executing agency*: national government, NGO, grassroots/beneficiary organisation, multilateral institution, other;
- *strategy*: institutional strengthening, building the capacity of local organisations, technical assistance, education, research, other;
- *integration of poverty reduction*: not integrated, integrated, not specified/indirect effect, integrated and specified/direct effect, main objective;
- *supported poverty dimension* (if poverty reduction was an integral element), in accordance with the OECD-DAC model, as follows:
 - economic dimension (income, livelihoods, consumption);
 - social dimension (health, education, safe drinking water);
 - political dimension (empowerment, rights, voice in decision-making);
 - socio-cultural dimension (participation, status, dignity);
 - protective dimension (insecurity, risk, vulnerability).

Second, the projects and activities were **screened** on the basis of the nine RTR policy lines:

1. actively protect tropical rainforests and other highly prized (old-growth) forests;
2. offer no cooperation to projects and developments that (could) harm the rainforest or other highly prized forests;
3. promote land use planning, land division and sustainable agriculture and forestry;
4. trade in tropical wood: management of the entire production chain from sustainable logging through to the consumer by encouraging the development and implementation of long-term production plans and other instruments;
5. encourage local, national and international (re)forestation projects for forest recovery using the ecosystem approach;
6. strengthen institutions and legislation and increase participation by local populations;
7. strengthen political and public support for conservation and sustainable management;
8. improve economic relationships and relieve debt; and

9. increase opportunities to pursue national and international policies aimed at promoting the sustainable use of forests by strengthening research and institutions.

Unlike the characterisation, which was merely qualitative, the screening weighed the importance of every policy line for each project and activity, and accordingly was given a number ('2' if the policy line was an important aspect of the project, '1' if it was less important or only indirectly addressed by the project, and '0' if it did not apply). It was then possible to sum the number of points 'scored' by each policy line, in order to understand its importance in the Colombia–Netherlands TRF activities.

1.3.3 Visit to Colombia

Based on this selection a schedule of meetings and interviews was set up for the visit to Colombia from 14 to 27 May 2007 by two members of the evaluation team⁸ to get an idea of the activities and projects implemented under the umbrella of the RTR policy.

Points of guidance in the programming were: (1) the volume of Netherlands financing for rainforests (column 'Budget RTR 99-05' in Annex 4); (2) the percentage of rainforest activities in the budget (column % RTR in Annex 4); and (3) the distribution of activities in two regions where Netherlands aid to Colombia is concentrated – the Amazon and Chocó/Pacific (see table 11). The schedule was organised according to most of the evaluators' requirements (see Annex 3).

During the visit the evaluation team met with the following individuals and organisations: the Netherlands Embassy in Bogotá (in particular the environmental programme coordinator), sector specialists from other donors, project implementers and beneficiaries, the authorities concerned with the environment and international cooperation, and key informants, including individuals involved in forestry and the environment and project evaluators. Some of those interviewed held various positions⁹ and fit into two or more of these categories.

During the field visits to both the Chocó and Amazon regions, the team intended to cover a broad spectrum of issues, such as forest management, poverty reduction, biodiversity conservation, community participation, spatial planning (*ordenamiento territorial*)¹⁰ and infrastructure. However, the planned trip to the Pacific region to meet some groups supported through Ecofondo¹¹ was cancelled

⁸ The coordinator stayed one week more for interviews and meetings, until 2 June.

⁹ In international cooperation projects, government agencies, and/or as independent consultants.

¹⁰ For the purposes of this study, the Spanish term *ordenamiento territorial* (in Netherlands: *ruimtelijke ordening*) has been translated as 'spatial planning' because that is used by the Netherlands Ministry of Housing, Spatial Planning and the Environment (VROM).

¹¹ Due to unfortunate circumstances no one was available to accompany the evaluators, and it was clearly not feasible for them to travel on their own for security reasons.

because it offered limited opportunities to discuss the results of projects with the end users or beneficiary communities and organisations.

During the two-week visit, three days were spent on a field trip to the Amazon, approximately three days were spent collecting and analysing information at the embassy, five days were occupied by meetings with project implementers, and an estimated two days for interviews with key informants.

The evaluators met with the embassy staff in Bogotá involved in coordinating and administering environmental activities in Colombia, as resource persons for first-hand information, but also to help the evaluators with contacting people.¹² It was important to meet with the environmental programme coordinator over the last five years. The programme involved meetings with national authorities concerned with forests and the environment – the Ministry of Environment MAVDT, the National Planning Bureau (DNP), and *Acción Social*¹³ – and 14 project implementing organisations, interviews with 12 key informants and contacts with four other donors – the European Commission, GTZ, USAID and the World Bank (see Annex 2).

The evaluators were unable to reach the implementers of bilateral initiatives Suna Hisca and AgroEco, the Ombudsman (*Defensoría del Pueblo*) and two of the agencies involved in the Amazon programme (Cindap and Acatiseima). Of the regional and worldwide organisations, no contact was/could be established and no information was received from the IUCN International office for South America (in Quito), Both ENDS, CODERSA and the World Rainforest Movement.

During a two-day visit to the Amacayacú National Park in the Amazon region, the park director gave the presentation, 'An exercise to restore the harmony between traditional cultures and the Amazonian megabiodiversity', on the attractions and evolution of the park since its creation in 1975. He described the interactions between the overlapping park and indigenous reserves, the park's hotel concession, and the impacts of tourism. He also provided interesting economic data on how tourists visiting the Amacayacú and its facilities had increased the incomes of local communities and producers. Field trips were made to the Island of Mocagua, the Primate Refuge Centre run by Dr Sarah Bennett, and a meeting was held with the Tikuna community of San Martín de Amacayacú. In Leticia meetings were held with two NGOs (Gaia-Amazonas and CODEBA) that have implemented Netherlands financed projects.

At the end of the visit a survey questionnaire with eight questions was sent to 11 implementers of bilateral projects, covering 93% of the bilateral TRF budget in Colombia over the period 1999–2005 (see Annex 5). Although it took some time

¹² The embassy sent a letter of introduction to each of the organisations and individuals to be visited, specifying the mandate (objective) of the evaluation, the names of the team members, and the questions they wished to address.

¹³ *Acción Social: La Agencia Presidencial para la Acción Social y la Cooperación Internacional* – the President's Agency for Social Action and International Cooperation.

and several reminders, nine of them responded. The responses are used in the analysis of projects and their outcomes in chapter 5.

1.4 Scope and limitations

In all communications, meetings and visits in Colombia it was clearly stated that the purpose of the study was not to monitor the projects, but to appraise their results and impacts in relation to the evaluation of the policy of the Netherlands Government on tropical rainforests (RTR).

Over the period 1999–2005 Colombia received the largest amount of support under the RTR budget. This study evaluates the activities related to tropical rainforests (TRF), but is not an assessment of the status of Colombian forest resources. The evaluators estimated the contribution of the projects to the effectiveness of rainforest conservation in the areas visited, and assessed their impact on (rural) poverty reduction. The former does not imply that outcomes were measured in terms of rainforest conservation or improved living standards. There is no regular (rain)forest and/or poverty monitoring system in place that could have provided the necessary data, nor is there a baseline against which changes (in the rainforest or poverty reduction) could be calculated. Only in-depth research over a much longer timeframe and a multidisciplinary team of evaluators could come up with such detailed results, for example, by applying a multi-annual comparison of remote sensing data and extensive interviews with final beneficiaries.

The evaluation study focused on assessing *whether*, and if so, *how* the resources channelled through the RTR and the Colombian–Netherlands cooperation have contributed to the conservation of tropical rainforests, to the protection of their biodiversity and to poverty reduction for the populations living in and around the forests.

1.5 Structure of this report

Following a description of the Colombian context (chapter 2), chapter 3 presents an introduction to the forests and forestry, including physical data, policies and legal aspects related to forest resources and the environment in general, economic and institutional aspects, land tenure and community participation, and international cooperation. The intention is to determine the socio-economic relevance of forests in Colombia. Chapter 4 describes Colombia–Netherlands development cooperation in general, and chapter 5 examines the efforts related to tropical rainforests, including detailed accounts of the selected projects. Finally, chapter 6 presents the main results and conclusions of this study of the relevance, efficiency and effectiveness of TRF activities in Colombia:¹⁴

¹⁴ DAC/OECD (2002) *Glossary of Key Terms in Evaluation and Results Based Management*. www.oecd.org/dataoecd/29/21/2754804.pdf

- **Relevance:** The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
- **Efficiency:** A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
- **Effectiveness:** The extent to which the objectives of the development interventions were achieved, or are expected to be achieved, taking into account their relative importance.

2 General context of Colombia

2.1 Geographical, social and economic features

Box 1 presents some basic physical, demographic and economic indicators for Colombia, and the map in figure 1 shows the principal roads, rivers, cities and political-administrative organisation in departments.¹⁵

Box 1. Basic data on Colombia

Total territory:	2,070,408 km ²
Continental extent:	1,141,748 km ²
Limits:	Venezuela and Brazil to the east, Peru and Ecuador to the south, Pacific Ocean in the west, and Panama and the Caribbean in the north
Highest point:	5,775 m, Simón Bolívar peak in the Sierra Nevada Santa Marta
Population (2005):	42,888,592 – 31.9 million (74%) in towns and the four major cities, and 11 million in the rural areas
Population growth:	1.5% per year
GDP:	USD 122.3 billion (2005)
GDP per capita:	USD 2,663 (2005)
Annual GDP growth:	5.2% (2005)
Gini coefficient:	0.55 (2005), showing a very high income inequality (in Latin America second after Brazil)
Human Development Index (HDI):	0.791 (2005), Colombia ranks 75th out of 177 countries

Sources: DANE (2007), IDEAM (2004), Proexport (2007).

The population of Colombia is the fourth largest in the Americas, after the USA (302 million) Brazil (190 million) and Mexico (109 million). With a GDP of USD 122 billion, this is the Latin America's fifth largest economy (after Brazil, Mexico, Argentina and Venezuela), but in terms of GDP per capita it ranks ninth. Colombia is comparable in area to France, Germany and the UK combined, with the

¹⁵ This chapter is based on information presented in reports of Colombian institutes such as IDEAM, DANE, DNP, Central Bank, etc., and publications from *The Economist* and the Netherlands Ministry of Foreign Affairs intranet.

2.2 Historical background, conflict and human rights

Colombia declared independence in 1810 but it took nine more years before the armies of the Spanish Crown were defeated at the Battle of Boyacá. In 1819 Simon Bolivar founded *Gran Colombia*, a federation comprising Colombia, Ecuador, Panama and Venezuela, in an attempt to create a unified state that could make a stand against the emerging power of the US. However, rivalry among regional leaders and lack of economic cohesion ultimately led to the breaking up of the federation by 1830 and the member states became independent nations.

In the 1950s a bipartisan political system emerged with the Conservative party favouring a centralised government, Roman Catholicism and gradual political and economic change, while the Liberal party supported free trade and federal government. At the same time numerous violent social and political conflicts culminated in the *Guerra de los Mil Días* (Thousand Day War) between 1899 and 1902. A relatively quiet period followed, but the assassination of Jorge Eliécer Gaitán, presidential candidate and head of the Liberal Party, in 1948 provoked mass confusion and a new outburst of violence. The civil war, better known as *La Violencia* (The Violence), claimed approximately 300,000 lives (*The Economist*, 2006).

With the new constitution of 1991 the political system became accessible for smaller parties, political participation was broadened, and the legal system was modernised. Provisions guaranteeing civil rights were introduced, the executive power of the president was curtailed and political decentralisation secured. In 2002 Alvaro Uribe was elected president on a pledge to strengthen the state's authority and improve security. Uribe implemented the *Política de Defensa y Seguridad Democrática* to regain control by the army and police over national territory and to guarantee civilian security and human rights. The formal security structure was strengthened and a peasant militia and a network of informants were created (International Crisis Group, 2006).

In 2003 the international community started to organise and coordinate their support. Senior representatives of the governments of Argentina, Brazil, Canada, Chile, Colombia, the European Union, Japan, Mexico, Norway, Switzerland and the USA, and of the European Commission, the UN and agencies, the Andean Development Corporation, the Inter-American Development Bank, the International Monetary Fund (IMF) and the World Bank met in London on 10 July to discuss the situation in Colombia. All government representatives present reaffirmed their strong political support for the Colombian government in its efforts to address threats to democracy, terrorism, illegal drugs, human rights, and international humanitarian law violations, and the serious humanitarian crisis (London Declaration). This pledge was renewed in the Cartagena Declaration of February 2005.

Since 2003 the incidence of violence has fallen considerably. The government began demobilisation talks with the paramilitary United Self-defence Forces of Colombia (AUC), and by April 2006 over 32,000 AUC members had demobilised

(International Crisis Group, 2006). The demobilisation process remains controversial and the socio-economic structures that were controlled by the paramilitary have not been dealt with. President Uribe remained very popular and was re-elected in June 2006.

The *Plan Colombia*, now in its second phase, has applied a multi-dimensional approach. The fight against drugs includes both military and social activities in order to regain full control of the territory. Despite all criticism, the aerial spraying of coca-growing areas has continued, but is now combined with manual eradication. The budget for this second phase is USD 43.8 billion, three times more than the first.¹⁶ Again US support will be substantial, but Colombia will bear a large part of the costs.

As well as the population and the economy, another casualty of the guerrilla and drug conflicts has been the environment, not least the forests. Large areas have been deforested to open up fields for coca cultivation, and oil pipelines have frequently been blown up by the main rebel groups (FARC and ELN). On the other hand, the eradication of coca plantations by spraying of chemicals has also resulted in undesirable impacts on the environment.

2.3 Economic background

South America's oldest democracy has long been under siege, but its economic track record has been one of the most solid in recent decades.¹⁷ As figure 2 shows, besides a dip in 1998–1999, average GDP growth rates have been between 2% and 5% over the last 12 years, and in 2006 even reached 6.8%.

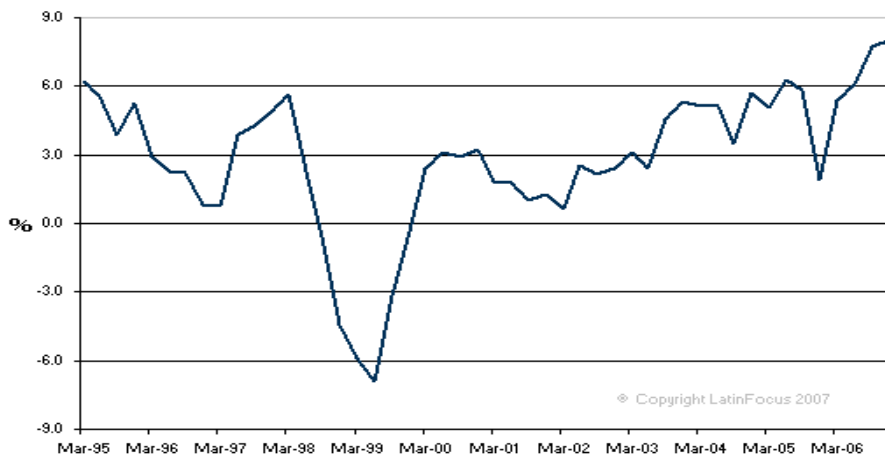


Figure 2. GDP growth of Colombia, 1995–2006.

Source: DANE and DNP, Note: Year-on-year growth in quarterly GDP (at www.latin-focus.com).
<http://lanic.utexas.edu/la/region/aid/aid94/Country/COLSAM.html>.

¹⁶ Intranet, Ministry of Foreign Affairs, July 2007.

¹⁷ *The Economist*, Fact sheet, 11 July 2007.

In the 1960s and 1970s, Colombia, as many other Latin American countries, adopted a development model of import substitution that contributed to industrialisation and high economic growth. Despite stagnating growth in the 1980s, GDP growth was still three times higher than the Latin American average, which experienced a serious decrease due to the heavy debt crises in other countries. Liberalisation in the 1990s boosted growth to an average of almost 5% per year in 1992–1995 (*The Economist*, 2006), but in 1999 Colombia was hit by the first economic recession in more than 60 years. The official unemployment rate more than doubled, to over 20% at the end of the decade. Violence in rural areas and problems in the agricultural sector accelerated migration to the cities and contributed to urban unemployment. As from 2003 the economy started to grow which led to a fall in the unemployment rate to around 4%.

Under President Uribe's economic and security policies and favourable international conditions, business and consumer confidence recovered, raising average annual growth to 4.6% in 2003–2005 (*The Economist*, 2006). But the main structural problems remain: high levels of public debt, persistent fiscal imbalances, corruption fuelled by the drugs trade and high poverty levels.

The Colombian government estimates that in 2005 just under 50% of the population was living below the poverty line, down from 57% in 2002. Extreme poverty was estimated at 15% in 2005, down from 26% in 2002 (*The Economist*, 2006). GNP per capita increased from USD 1930 in 2001 to USD 2290 in 2005, an increase of almost 19% (World Bank, 2007). But, despite a decline in income inequality compared to 1990s, income distribution in Colombia remains the second most unequal in Latin America, after Brazil (*The Economist*, 2006).

The internal conflict in Colombia has claimed many lives, and has had negative impacts on social issues and assets. It is estimated that, if Colombia had achieved peace 20 years ago, the income of an average Colombian would be 50% higher than the USD 2020/year it is today (World Bank, 2007, 'Colombia Country Brief' at www.worldbank.org).

Colombia has long depended on resource extraction as a major economic activity. Historically, gold, rubber and precious stones were important, as are coal and oil today. The share of mining in exports is nearly 40% (*The Economist*, 2006) and there is a huge potential for expanding natural gas and coal production. The production of valuable metals is small-scale and technologically outdated, but here too the potential is enormous. Trade in coffee, bananas and other tropical fruits, cut flowers, timber, textiles and leather have also been important. With about 20% of total cultivated area providing livelihoods for 500,000 families, coffee is the single most important crop. Agriculture accounted for around 13% of GDP in 2005, which is relatively high compared with other Latin American countries. Furthermore, as it provides for almost 22% of total employment, its social importance is greater. However, underinvestment in the sector has resulted in low productivity in many areas.

Around 15% of the Colombian workforce is employed in manufacturing industries such as food processing, chemicals, textiles and clothing and heavy industry (*The Economist*, 2006). Following trade liberalisation in the early 1990s some industries, like textiles and clothing, had to struggle to survive the competition and many firms did not make it. Other industries took advantage to increase imports of capital goods and modernise production lines.

The impacts of trade liberalisation were also noticeable in the service sector, especially banking, where specialised banks shifted to a multi-banking system. Although Colombia's capital market is underdeveloped, the quality of banking supervision has improved. Also in the retail sector, fierce competition led to significant structural changes. After a strong decline during the economic recession of 1999, retail sales started to grow and accelerated as from 2004. Colombia's reputation for violence has hampered the development of tourism, but improved public security and a government campaign are turning the tide. The number of tourists is increasing and tour agencies are increasing the scope of their services and new investments are encouraged.

With agriculture contributing 13% to GDP in 2005, industry 34% and services 53% (*The Economist*, 2006), Colombia's economy is relatively diversified. Colombia's main exports and imports in 2006 are shown in table 1.

Table 1. Colombian exports and imports, 2006.

Export value	USD 25.3 billion
Main products	Oil (26.2%), coal (12.3%), coffee (6.9%)
Main partners	US (40.4%), Venezuela (9.2%), Ecuador (5.7%)
Import value	USD 23.4 billion (estimation)
Main products	Primary materials (44.8%), capital goods (36.3%), consumer goods (18.8%)
Main partners	US (28.1%), Venezuela (6.4%), Mexico (5.9%)

Source: Intranet, Netherlands Ministry of Foreign Affairs, July 2007.

Over the last three decades the roles of marihuana, cocaine and more recently also heroin have grown considerably. Their value is estimated at more than USD 5 billion per year, of which it is estimated around 50% effectively returns to the Colombian economy, and represents 2–2.5% of GDP per year (*The Economist*, 2006). This illegally acquired money complicates economic and exchange rate policy and encourages other illegal economic activities.

3 Forests and forestry in Colombia

Colombia is not only very rich in biological diversity (some refer to it as 'megadiverse'), but extensive areas are still covered with primary rainforests. This represents enormous ecological capital for the country and its inhabitants, but it is also of global value. The contradiction is that these areas are the settings of unresolved territorial power conflicts that affect the country's political stability, in

the past, present and future. Conditions in these areas are harsh, affecting all people who live and work there, both locals and those who come from outside, including the professionals working to support indigenous communities and nature conservation.

3.1 Forest ecosystems

Over the last 60 years Colombia's ecosystems have undergone a significant transformation. More than half of the forest cover, and almost all of the tropical dry forest on the Caribbean coast and the sub-Andean forest, have been lost.

There is no monitoring system in place that can provide clear and commonly agreed information on forest cover in Colombia. There are several institutions that do regular or irregular forest research, but the quality varies significantly, so it is difficult to know which numbers are most accurate.¹⁸ For this study, the evaluators chose to use the FAO's *Global Forest Resources Assessment 2005* (FAO, 2005), the most comprehensive assessment of forests and forestry to date (see table 2).

Table 2. Extent of forest and other wooded land in Colombia, 1990, 2000 and 2005.

Categories	Area (thousand ha)					
	Forest			Other wooded land ^a		
	1990	2000	2005	1990	2000	2005
Primary	53,854	53,343	53,062	18,052	17,996	18,039
Modified natural	7,449	7,366	7,337	167	162	163
Plantation ^b	136	254	328	-	-	-
Total	61,439	60,963	60,728	18,219	18,158	18,202
Total area of country (continental extension)						113,891

^a 'Other wooded land' is defined as land with a tree crown cover (or equivalent stocking level) of either 5–10% of trees able to reach a height of at least 5 m at maturity *in situ*, or a crown cover of more than 10% of trees not able to reach a height of 5 m at maturity *in situ* (e.g. dwarf or stunted trees) and shrub or brush cover. Areas having tree, shrub or bush cover that are less than 0.5 ha in size and less than 20 m in width are excluded and classified as 'other land' (OECD: www.oecd.org/statsportal).

^b 95% of the planted forest is for production purposes; only 5% has protected status.

Source: FAO *Global Forest Resources Assessment* (2005).

In 2005, Colombia had 60.7 million ha of forests covering 53% of the country, consisting of 87% undisturbed primary forest, 12% modified natural forest/secondary forest, and less than 1% planted forest (see table 2). This implies that 47% of the country is still covered with virgin forest, a significant level compared to many developed nations where little or no natural forests remain today. Some 18.2 million ha are classified as 'other wooded land', which include open savannah-like dry forests in the north of the county, swamp forests, Andean forest and shrub vegetation (*paramo*) and the plains of the eastern *Llanos*.

¹⁸ According to different reports deforestation rates of former decades vary between 145,000 and 800,000 ha per annum (FAO-CATIE, 2000).

Table 2 also shows the extent of forest cover in 1990 and 2000, from which it can be calculated that in the 15 years to 2005 the average rate of deforestation of closed primary forest was 52,800 ha per year. Classified by type of forest (see table 3), it can be seen that the Andean forest has been most affected by deforestation (–9% from 1990 to 2005).

Table 3. Forest types in Colombia, 1990, 2000 and 2005.

Forest type	Forest area (×1000 ha)		
	1990	2000	2005
Andean forest	9,279	8,724	8,452
Amazon lowland forest	32,947	32,389	32,022
Caribbean lowland forest	8	30	49
Orinoco lowland forest	21	32	42
Pacific lowland forest	4,497	4,379	4,321
Riparian forest	3,895	3,914	3,937
Caribbean mangrove	59	57	54
Pacific mangrove	228	234	239
Andean planted forest	110	141	143
Lowland planted forest	27	113	185
Andean fragmented forest	2,956	3,119	3,199
Lowland fragmented forest	7,412	7,831	8,085
Total forests	61,439	60,963	60,728

Source: *FAO Global Forest Resources Assessment (2005)* – Informe Nacional, 157 Colombia.

Together, the forest types that form what are regarded as rainforests (shaded rows in table 3) cover a total of 48.7 million ha, 80% of the natural forest cover or 43% of the country. This is consistent with studies by IDEAM (2004), which estimates on the basis of the 2001 vegetation cover that about 80% of natural forests are rainforests, and by CONIF (2004), which calculates that 85% of closed forests are found in the Amazon and Chocó biogeographic regions. This means that Colombia has within its frontiers the equivalent of 8% of the 625 million ha of the planet's rainforests (FAO, 2005).

Figure 4 shows the principal ecological units in which the rainforests are situated, in the areas coloured green. Clearly these forests are concentrated along the Pacific coast and in the Amazon watershed in the east. The large extent of rainforest makes Colombia a 'megadiverse' nation; understandably, the full range of this biodiversity has still not been fully documented.

3.2 Rainforests

The main regions of rainforest in the country are also those on which the Colombia–Netherlands cooperation is focused.

3.2.1 Pacific or Chocó biogeographic region

The Pacific region is a corridor about 1300 km long and occupies 109,060 km² or 10% of the country (see figure 3). In 2000 about half of the region's more than 2 million inhabitants were living in urban centres, and the other half in rural areas. This profile has most probably changed as a result of the violence in recent years, which has led to increasing migration to towns and cities. In 2003 it was estimated that the Afro-Colombian population numbered some 1.4 million, most of whom live along rivers and the coast. There are 218 indigenous villages in the region, with 83,448 members of ethnic groups such as the Emberá, Wounaan, Awa and Kuna (FNA, 2006).

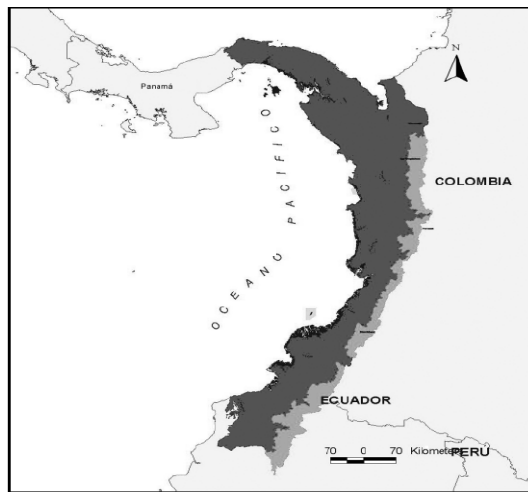


Figure 3. The Chocó biogeographic region.

The region is part of what in ecological terms is also known as the 'Chocó biogeographic region' or 'eco-region Chocó', which runs from southern Panama to northern Ecuador. It is an exceptional region, with one of the world's largest and most species-rich tropical lowlands, 'with an extraordinary abundance and endemism over a broad range of taxa that include plants, birds, amphibians and butterflies'. One of the most knowledgeable researchers of the Chocó was botanist Alwyn Gentry, who wrote about the immense species richness: 'we know more about the Moon than about the Chocó'. Its biological distinctiveness is outstanding in the world, with great biological, ecological and evolutionary diversity (WWF, 2001). Gentry (1982) estimated that there were between 8,000 and possibly more than 10,000 species of vascular plants, nearly of which 20% are endemic.

The Chocó is one of the wettest places on the planet, with a yearly average of 5,000–12,000 mm. 77% of the area is still covered with rainforests and 55% is relatively pristine, with very little human intervention because of its isolation, small human population and low-impact traditional activities of local communities. 71% of the territory is under different forms of collective land title, all with the purpose of preserving and maintaining the region's cultural and biological inheritance (see table 4).

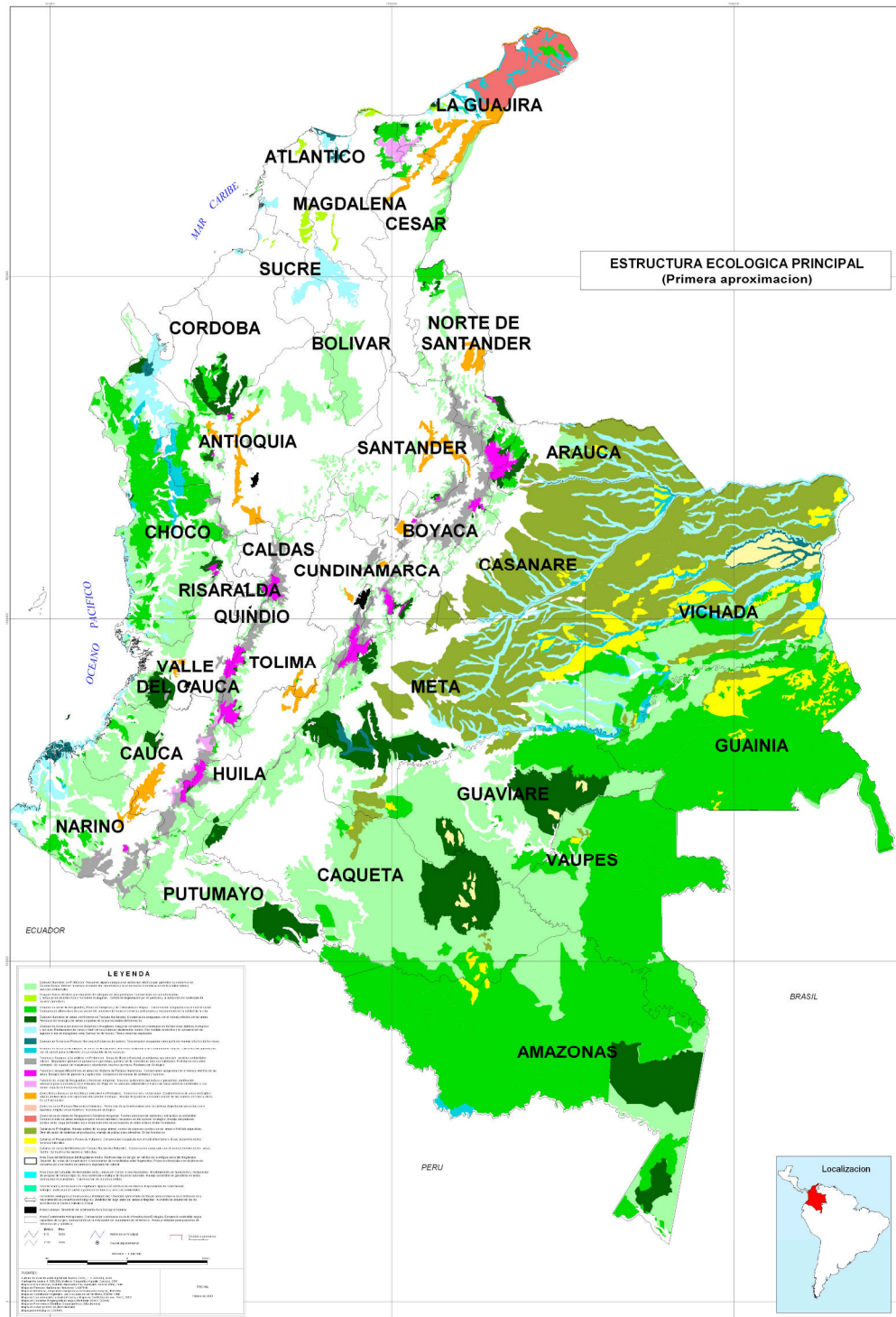


Figure 4. Main ecosystems of Colombia (lowland rainforests indicated in various shades of green).

Source: Thomas van der Hammen and Germán Andrade (2003).

Table 4. Collectively owned territories in the Pacific region, 2006.

Category	No.	Area (ha)	%
Collective Afro-Colombian territories	149	5,128,829	47
Afro-Colombian territories in process	27	454,152	4
Constituted indigenous reserves	135	1,618,027	15
National parks	8	535,000	5
Total		7,736,008	71
Total region		10,906,000	100

Source: FNA (2006).

Traditionally, the economy of the region is based on subsistence production systems and extraction of materials (gold, wood, platinum and fish, among others). As well as small-scale, artisanal and precarious operations, larger operations with new and more mobile technologies have become more influential in recent years, threatening this vulnerable area. The rising price of gold, for example, has led to renewed interest in mining, and to the influx of heavy equipment.

Forest types like the so-called sajales (*Camnosperma panamensis*), guandales (cuángare, *Dyalianthera/Otoba gracilipes* and *Virola sp.*), cativales (*Prioria copaiifera*), mangroves (*Rhizophora sp.*) form coetaneous stands (of the same age) of one or a few species, that can be used in the timber industry and so have been the focus of extraction in the past.

3.2.2 Amazon

The Amazon is without doubt a region of superlatives, based in large part on its natural resources. It is the largest unbroken stretch of rainforest with over a third of the world's biodiversity; the largest river basin on earth; the source of one-fifth of freshwater on the planet; and the world's highest diversity of birds and freshwater fish.

The Amazon rainforest covers parts of nine countries: Brazil, Bolivia, Colombia, Ecuador, French Guiana, Guyana, Peru, Suriname and Venezuela (see figure 5), approximately 420,000 km² of which lies within Colombia. Almost half of the Colombian Amazon is covered by indigenous reserves,¹⁹ and 15% of the area is national park and administered by the Special Administrative Unit for the System of National Natural Parks (UAESPNN; Tropenbos).

On 3 July 1978 all countries mentioned above except French Guiana signed the Treaty for Amazonian Cooperation, '... Inspired by the common aim of pooling the efforts being made to promote the harmonious development of the Amazon region, to permit an equitable distribution of the benefits ... so as to *raise the standard of living of their peoples*'. Also, 'Considering that, so as to achieve overall development of their respective Amazonian territories, it is necessary to *maintain a balance between economic growth and conservation of the environment*'. In 1995, the eight nations decided to create the Amazon

¹⁹ Indigenous reserves (*resguardos*) are areas of collective property where the territory and the indigenous political and cultural autonomy are recognised by Colombian law.

Cooperation Treaty Organisation (ACTO), to strengthen and implement the Treaty goals. In December 2002 a permanent secretariat was established in Brasilia, with five sector coordinating offices, two of them on environment and indigenous affairs.



Figure 5. The Amazon watershed.
Source: WWF: www.worldwildlife.org

The Guiana shield is the northern part of the Amazon, named after the underlying geological formation, a two-billion-year-old pre-Cambrian formation. The region supports a great diversity of flora and fauna. Conservation International Suriname reports ‘an estimated 138 unique tree genera in the region’s lowland forests’, with an overall level of plant endemism believed to be about 40% (CI, 2007). The area includes French Guiana, Guyana and Suriname, and parts of Brazil, Colombia and Venezuela (see figure 6). According to some experts the north-western region of the Amazon, of which the Colombian rainforests form part, is the best conserved area of the whole watershed.²⁰



Figure 6. The Guiana shield.
Source: CI (2007).

²⁰ Comment by Carlos Rodríguez, director of Tropenbos Colombia.

3.3 Economic aspects of forests and forestry

Colombia has a comparative advantage and commercial opportunities in international markets of products derived sustainably from its biological richness. Recent data indicate exports of some products of native biodiversity amount to USD 17 million, a relatively small amount (Díaz, 2006, cited in National Development Plan 2006–2010). Specialists from UNCTAD's Biotrade Initiative see a great potential for Colombia to explore agro-ecological and organic products, which could provide opportunities for sustainable production systems in rural areas, especially in the buffer zones around protected areas.

Although opportunities exist, little information is available on the present uses of forest resources. A study contracted in 1999 by the Ministry of Environment²¹ estimated the supply of wood for the industry in 1996 at 2,602,600 million m³. Of this, plantations provide 322,400 m³ (12.4% of the total volume), natural forests 1,313,000 m³ (50.5%), imported wood 3.5%, and other sources (e.g. confiscated wood and self-supply) 876,200 m³ (33.7%). It is interesting to note that although only 0.5% of the forests are planted, they produce around one eighth of the national supply of wood.

As table 5 shows, the above numbers fit into the results of the 'official' FAO data of the National Report on Colombia (FAO/FRA, 2005). It is not known where the wood comes from, which region or what type of forest or other wooded land.

Table 5. Volumes of wood produced in Colombia.

Item	Volume of roundwood (×1000 m ³)		
	1990	2000	2005 ^a
Industrial roundwood	4,021	2,540	3,246
Firewood	7,798	8,269	7,029
Total	11,819	10,810	10,275

^a Projection by FAO/FRA (2005).

Source: FAO *Global Forest Resources Assessment* (2005).

The value of reported industrial roundwood production in 1990, 2000 and 2005 amounted to USD 969,000, USD 2,239,000 and USD 6,891,000, respectively. In 2005 this represented only 0.006% of GDP. According to FAO/FRA (2005), there has been no comprehensive study of employment in the forestry sector, or of the products and services it generates.

The forests are also an important source of other services, such as freshwater. Colombia produces an estimated 2.1 billion m³ of water annually (DNP, 2007), an important part of which is generated and maintained in forested areas. Many municipalities are already facing problems with their water supplies, which are likely to worsen, but might be resolved through reforestation and regeneration measures. As noted above, few trees are grown in plantations; in 2005 only

²¹ Minambiente-Tecniforest, 1999, *Evaluación de la oferta y demanda nacional de productos forestales maderables y no maderables*; cited in MAVDT (2000).

328,000 ha (0.5%) of forests were planted, of which only 16,000 ha were for the purpose of protecting water supplies.

Services such as the protection of watersheds and the storage of carbon in vegetation are likely to become more important as leverage for obtaining financial support to improve water management through forest protection and reforestation. Already some schemes are starting up where urban water companies recognise such values and are transferring resources for the protection of water supplies, among others as a result of studies done by the Colombia–Netherlands cooperation with UAESPNN (of the Farallones Park, which supplies Cali, and the Chingaza Park, which supplies 70-80% of Bogotá's water).

3.4 Forestry policy and planning

With regard to the national policy and development planning framework for forestry in Colombia we mention first the Tropical Forestry Action Plan (TFAP), an FAO programme in the 1980s and 1990s. The TFAP, financed with Netherlands support and implemented between 1987 and 1993, elaborated a broad range and large number of project proposals. As part of a period of analysis and change that began under the government of President Virgilio Barco, the TFAP-Colombia (1989) marked the beginning of many activities in the field of forestry and the environment.

As an indication that ideas of change were in the air, the summary of the TFAP document (DNP, 1989) noted that '*The diagnostics realised during the process of formulation of the TFAP coincide in signalling the necessity of strengthening the institutional capacity of planning and management of natural resources and the environment*'. It also commented that '*Looking at the institutional strengthening in first place it is proposed to restructure the sector of natural renewable resources trying to eliminate the dispersion of functions and entities in order to clarify the role of the State ...*' (DNP, 1989).

The Constitution adopted in 1991 gave a clear and important role to environment and sustainable development, and indicated that a national development plan should be prepared in such a way that 'In the general part, the long-term national purpose and objectives, the strategies and general orientations of economic, *environmental* and social policy, especially the government's strategies on the fight against poverty are signalled'.²²

The Constitution also included important arrangements regarding forest tenure, and recognised the ancestral land ownership rights of indigenous groups and traditional Afro-Colombian communities. Some 22.1 million ha of forest are now collectively owned by indigenous groups, mostly in the Amazon, and another 5.4 million ha by Afro-Colombian communities in the Chocó biogeographic region (CONIF, 2004), imposing particular conditions on forest management in those regions.

²² Constitution, Chapter II on the National Development Plan, Article 339.

The National Forestry Development Plan (PNDF), approved by the National Council for Environment in 2000, applies an ecosystem approach similar to that adopted in the Convention on Biological Diversity (CBD). The intention is to apply a strategy of integrated management of land, water and living nature that promotes the conservation and sustainable use in a balanced way. The programmes of the PNDF include the following activities:

- consolidation of the National System of Protected Areas (SINAP);
- Surveying, conservation and restoration of forest ecosystems;
- management and sustainable use of forests;
- productive forestry chains; and
- institutional development.

It is important to note that one of the nine principles underlying the PNDF is linked to poverty alleviation. It states that the sustainable use of forest ecosystems has to permit the generation of employment and improve the living conditions of rural communities.

3.5 Institutional framework

3.5.1 SINA and the Ministry of Environment

The 'Green Constitution'²³ of 1991 led to the creation in December 1993 of the National Environmental System (SINA) and the Ministry of Environment (Law 99), one of the first in Latin America, putting the environment at the highest political and legal level and replacing the National Institute of Renewable Natural Resources and Environment (INDERENA).

Law 99 defined SINA as 'the set of orientations, norms, activities, resources, programmes and institutions that permit the implementation of general environmental principles' contained in the same legal framework. The entities that make up SINA are: the Ministry of Environment (lead organisation) and various institutes related or connected to it (UAESPNN, IIAP, SINCHI, IDEAM, IAvH),²⁴ autonomous regional corporations (CARs), which implement environmental laws and regulations at the regional level; departments, districts or municipalities; and NGOs. The Constitution and Law 99 not only created the institutions, but also established mechanisms for financing environmental management, particularly by local and regional organisations such as municipalities and the CARs (Rodríguez, 2006). In principle, SINA is a solid concept, with a high level of decentralisation and civil society participation. The importance of the CARs is clear from the

²³ The Constitution included about 50 articles related to the environmental rights and obligations, actions, principles and values to which the state and citizens are subject.

²⁴ The Special Administrative Unit for the System of National Natural Parks (UAESPNN), and four research institutes – the Institute for Environmental Research of the Pacific (IIAP); the Amazon Institute of Scientific Research (SINCHI); the Institute for Hydrology, Meteorology and Environmental Studies (IDEAM); and the Alexander von Humboldt Biological Resources Research Institute (IAvH).

budget allocations within SINA. The regional cooperation account for 81% of estimated environmental expenditures, MAVDT receives 10%, IDEAM 5%, UAESPNN 2%, and the four research institutes together the remaining 4% (World Bank, 2006).

The consolidation of the Ministry has been limited by several factors inherent to Colombia's public sector, such as the rotation of (high-ranking) officials, and acquisitions and contracting. Nevertheless, there was a relatively good continuity in the first few years. SINA's annual budget was increased during the first three years (until 1996), but was then rapidly reduced (Figure 7).

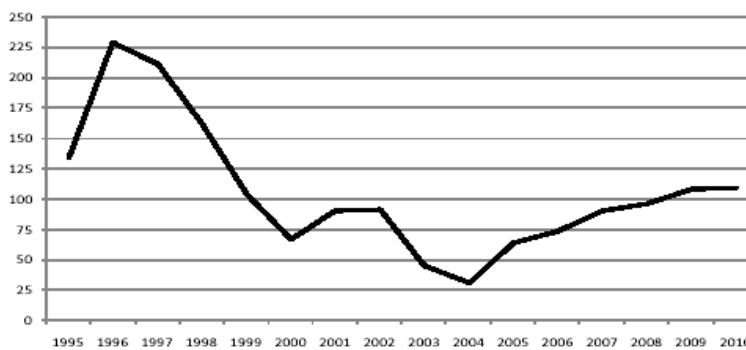


Figure 7. National budget allocations to the National Environmental System (SINA), 1995–2006, and DNP projections, 2007–2010 (in billions of pesos, at constant prices 2006). *Sources:* Guillermo Rudas in DGIS (2007); data for 1995–2006: MAVDT, 2007–2010: Ministry of Finance).

In 2003 the Ministry was expanded, with new responsibilities, when it was merged with other ministries to form the Ministry of Environment, Housing and Territorial Development (MAVDT). In 2004 the budget allocation to SINA was the lowest ever, but since then it increased, and has continued with the current National Development Plan 2007–2010.

The Ministry was heavily affected, particularly its environmental tasks. Before the merger, the environment had been treated at ministerial level, but now it was relegated to a vice-ministerial issue.²⁵ There were direct consequences, such as a reduction in the number of professional staff at the Directorate of Ecosystems from 27 in 2002 to six at the end of 2005. In the same period the ten special advisors of MAVDT were reduced to two.²⁶ Indirectly, the 'environment' lost representation at the highest political level, such as within the National Board for

²⁵ The 'environment' is the third and last priority, in a political agenda that focuses on the provision of housing, drinking water and basic sanitation.

²⁶ Example taken from an analysis by Henry Mance (2007), FNA Series of Policy Papers.

Economic and Social Policies (CONPES)²⁷ and the Ministerial Board, as the Minister now represents three sub-sectors.

In addition, the Environmental Policy Unit (UPA) of the National Planning Bureau (DNP) was merged with the Urban Development Unit. In practice this merger, plus the ministerial changes, meant that environmental issues became less visible in national politics. Also, the National Development Plan 2002–2006 focused on urban environmental issues rather than conservation and sustainable use of natural resources. Thus, although support was available for institutional strengthening of SINA and MAVDT (not only by the Netherlands, but also SINA II of IADB, the environmental programmes of GTZ and the World Bank), there was an obvious weakening in the implementation of the green agenda and the capacity of the environmental vice-ministry to influence it (Embassy of the Netherlands/MAVDT, 2007).

According to a report of the Comptroller General²⁸ delivered to Congress in September 2004, the environmental goals to which the government of Alvaro Uribe had committed itself had not been met, and both the budget and investments in this field had fallen dramatically. The national environment budget was reduced from 610,440 million pesos (COP) in 2002 to COP 473,536 in 2004, a decrease of 22.5%. As the financial resources for environment have fallen, Manuel Rodríguez Becerra²⁹ (2006) and others confirm that international donors have been vitally important in enabling the research institutes of SINA and UAESPNN to continue their work. This was confirmed by the Comptroller General, who wrote that ‘... resources from the donation of the Netherlands, showing that the management of the Ministry and other SINA agencies is and during the coming years will remain intimately related to the availability and acquisition of resources of cooperation for sensitive action lines like protected areas, biodiversity and forest policy, principally.’

3.5.2 National parks

Although the Special Administrative Unit for the System of National Natural Parks (UAESPNN) is part of SINA, it is described here separately because of its importance for the development cooperation with the Netherlands over the last eight years (36% of the RTR budget of €20 million over the period 1999–2005).

Forest protection started with the introduction of Law 2 of 1959, which created seven large (national) forest reserves for developing the economy and protecting water resources, soils and wildlife. These reserves currently occupy 51.4 million ha, of which 8 million ha are located in the Pacific, and 37.8 million ha in the Amazon, some 41.6% of which is communally owned by indigenous and Afro-

²⁷ In 1958 CONPES was created as the highest national planning authority, acting under the direction of the President of which DNP has the secretariat.

²⁸ Contraloría General de la Nación (2005) *Estado de los Recursos Naturales y el Ambiente 2003–2004*.

²⁹ Manuel Rodríguez Becerra held the highest position in the first Ministry of Environment.

Colombian communities. The forest reserves have not been well managed, however, and large areas have been cleared for various purposes.³⁰ In 2003, as part of the National Development Plan (Law 812), the government decided it was necessary to act, and to define the boundaries of and develop land-use plans for these reserves. This was the task of MAVDT, with the support of the Netherlands; MAVDT, 2006).

The Natural Resources Code of 1974 (Decree 2811) designated several new categories of forest for nature conservation and sustainable management. It also created the national park system, and soil conservation and integrated management districts, among other measures. Law 99/1993 established the municipal and regional parks, and Decree 1996 (1999) created a new category of private nature reserves for private landowners who voluntarily introduce conservation measures and/or sustainable production on their land. The same law also established the National System of Protected Areas (SINAP), for which UAESPNN is responsible.

Table 6. Main categories of protected areas in Colombia.

Type of protected area ^a	Number	Area (ha)
Areas of national park system	51 ^b	11,508,271
Protected reserves	52	463,000
Private nature reserves	217	49,000
Integrated management districts	50	536,869
Biological corridors	3	66,508
Regional natural parks	91	7,197,333
Soil conservation districts	2	385,300
Municipal forest reserves	443	1,902,194
Regional forest reserves	60	1,177,985
TOTAL		23,123,413

^a (National) forest reserves are not included as they are not defined or administered as protected areas and do not form part of SINAP. Other categories of protected areas (e.g. reserves for controlled hunting, traditional fishing and roadside parks) are described in annex 8.

^b In 2007 two more areas were designated national parks: the Doña Juana–Cascabel Volcanic Complex (65,858 ha), and the Serranía de los Churumbelos Auka Wasi (97,189 ha), bringing the total to 53.

Sources: National Development Plan, ch.5, DNP (2007); UAESPNN website.

SINAP's aims are to ensure the continuity and the diversity of flora and fauna; the availability of environmental goods and services essential for human development; and the preservation of the natural environment necessary for the integrity and survival of Colombia's traditional cultures. Through SINAP the government intends to lay down rules and to bring the different types of protected areas under one system, and coordinate the national, regional and local levels as well as different types of ownership, including state, private and communal. SINAP is, *de facto*, an environmental and land-use planning system that is attempting to integrate biodiversity conservation and the analysis of the different dimensions of the territory (social, economic, spatial, cultural and biophysical).

³⁰ Of the 60 million ha originally designated as forest reserves, 13.9 million ha have been cleared, primarily for settlement and agriculture.

At present, the 51 national natural parks administered by UAESPNN cover 11.3 million ha, or 10% of the country. Other categories of protected areas, totalling 23.1 million ha, account for another 10% (see table 6). In each of these categories different restrictions apply, depending on their designated purpose. The most heavily restricted are the national and regional nature reserves, where only scientific research is allowed; in others, subsistence farming, fishing, forestry and hunting are permitted (see also Annex 8).

3.5.3 Ministry of Agriculture and Rural Development

The Ministry of Environment is the main partner for the Netherlands environmental programme, but the Ministry of Agriculture and Rural Development (MADR) is also involved in forestry. Under the General Forest Law of 2006 (Law 1021), which promotes the sustainable development of the forestry sector within the framework of the National Forestry Development Plan (PNDF), the Ministry is responsible for formulating a national policy for forestry production; expediting the norms of required promotion; and promoting production forestry plantations by establishing forestry centres and value chains. Thus the Ministry of Agriculture is responsible for commercial/ industrial timber plantations. This has not been part of the work of the Colombia–Netherlands cooperation, which has focused on the sustainable management and conservation of natural forests.

3.6 Present status of the environment and forests

3.6.1 Planning, budget and policy

At the moment there are some positive signs. Whereas the 2002–2006 National Development Plan did not specify environmental aspects, the new plan for 2006–2010 approved by Congress (Law 1151) on 24 July 2007 contains an entire chapter on the environment (DNP, 2007).³¹ The government accepted the recommendations of the National Planning Board, based on the 1991 Constitution, which defined the environmental dimension of development plans. It is also possible that the environment will once again have a proper office and line of action within the National Planning Bureau (DNP). What is important to note is that the sector programme for the environment is clearly integrated into the broader National Development Plan and the linkages with other sectors are determined.

The current budget for the environment is about 30% higher than in previous years. Some of the sector experts interviewed for this evaluation believe that this was done as part of the counterpart contribution to the sector-wide approach (SWAp) financed by the Netherlands. This would mean that the sector budget support has already had an important impact even before implementation commences.

³¹ Chapter 5 of the Plan, 'Una Gestión Ambiental y del Riesgo que promueva el Desarrollo Sostenible', is 33 pages long.

The main goal of the National Development Plan 2006–2010 is to reduce poverty on the basis of a balance between economic growth and wealth distribution: ‘The Development Plan is guided by the conviction that accelerated growth has to be stimulated, it must be sustainable over time and environmentally sustainable, and simultaneously combat poverty and construct equity’. One of the criteria that guides environmental management is that it must contribute to reducing the vulnerability of the poorest groups, and create opportunities to improve the well-being of the population. Thus, the plan aims to combine programmes aimed at the conservation and sustainable use of the environment with the purpose of poverty reduction.

All six themes of the National Development Plan are linked to the conservation of rainforests either directly or indirectly, as follows:

- environmental planning within territorial management;
- integrated management of water resources;
- knowledge, conservation and sustainable use of biodiversity;
- promotion of competitive and sustainable production processes;
- prevention and control of environmental degradation; and
- strengthening the role of SINA in environmental governance.

The plan also requires the National Board for Economic and Social Policies (CONPES)³² to develop a policy for the National System of Protected Areas (SINAP); guidelines for revitalising, protecting and promoting traditional knowledge related to biodiversity; a policy regarding access to and use of genetic resources; political guidelines for land use; a national water policy; and policies for the Amazon and Pacific regions.

Although SINAP is a complex system that needs considerable development before it can become fully operational, in practice the bottlenecks are not the lack of legislation, institutions or technical abilities, but the limited human capacity and financial resources.

3.6.2 Forest cover and deforestation

The FAO Global Forest Resources Assessment 2005 (see table 3) showed that in the 15-year period 1990–2005 the area covered by forest decreased by 711,000 ha, or 47,400 ha per year. This amounts to a deforestation rate of 0.08% per year, one of the lowest of the 62 countries with wet tropical forest of some kind.³³

³² The National Board for Economic and Social Policies (Consejo Nacional para la Política Económica y Social, CONPES) prepares guidelines and economic and social policies approved by the Board.

³³ IDEAM's 2004 report on the state of natural resources estimated that over the period 1994–2001 the average annual deforestation was 101,313 ha – double the area reported by FAO, but still relatively low. The Tropical Forestry Action Plan (DNP, 1989) estimated the rate at 600,000 ha per year between 1960 and 1984. While deforestation was probably higher during that period than it is today, the difference nevertheless seems too big.

According to the Institute for Hydrology (IDEAM, 2004) the causes of deforestation are associated with processes such as illegal settlement, the expansion of the agricultural frontier (including for illegal crops), extraction of wood for fuel and for timber, and forest fires. Other threats include urbanisation, particularly in some protected areas close to large cities, as well as the opening up of areas by building roads for oil exploration/extraction, pipelines, etc. Such processes are difficult to quantify and prioritise. In 1989, an analysis of the Tropical Forestry Action Plan for Colombia indicated that 76% of deforestation was due to colonisation, 13% to trees being cut for firewood, and 11% to obtain raw material for the wood industry (DNP, 1989).

Although protection and control measures have improved considerably, at the moment some 377 animal species and 254 plant species (DNP, 2007) are under threat due to habitat destruction and fragmentation, pollution, hunting and the illegal trafficking of wild animal species. In another report showing that conservation, sustainable use and control of these activities are still inadequate, the Comptroller General estimated that 42% of the wood used in Colombia is illegally extracted from natural forests (Contraloría, 2005). To address all of these issues complementary actions are needed.

Deforestation is the main reason for the loss of biodiversity. There is also evidence that deforestation is also Colombia's second most important source of carbon emissions to the atmosphere.

3.7 International conventions related to forests

A key consideration for the Netherlands in selecting countries for development cooperation is the desire to promote the implementation of international conventions. Colombia has signed and ratified a number of conventions and agreements related to natural resources and environment:

	Signed	Ratified
Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar)	Feb. 1971	Law 357/1997
Convention concerning the Protection of the World Cultural and Natural Heritage	Nov. 1972	Law 45/1983
Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)	March 1973	Law 17/1981
Amazon Cooperation Treaty (ACTO)	July 1978	Law 74/1979
International Tropical Timber Agreement (ITTA)	Nov. 1983	Law 47/1989
Convention on Biological Diversity (CBD)	Jan. 1992	Law 165/1994
Cartagena Protocol on Biosafety (CBD)	May 2000	May 2003
UN Convention to Combat Desertification (UNCCD)	June 1994	Law 461/1998
UN Framework Convention on Climate Change (UNFCCC)	May 1992	Law 164/1995
Kyoto Protocol (UNFCCC)	Dec. 1997	Nov. 2001

Colombia is generally regarded as an active and committed partner in the implementation of these treaties. In relation to rainforests, for example, in December 1996 Colombia hosted the Intergovernmental Panel on Forests (IPF) International Meeting of Indigenous and Other Forest-Dependent People on the Conservation and Sustainable Management of Forests, sponsored by Colombia and Denmark. The meeting was organised by the International Alliance of the Indigenous Tribal Peoples of the Tropical Forest, in cooperation with the Indigenous Council for the Amazon Basin.

4 Development cooperation between Colombia and the Netherlands

In 2004 Colombia and the Netherlands celebrated 100 years of diplomatic relations. Over the last 40–45 years, development cooperation has been an important aspect of the Netherlands presence in Colombia. The bilateral cooperation programme started in the 1960s with the arrival of SNV volunteers, and the award of the first scholarships for Colombians to study in the Netherlands. In subsequent years, activities have focused on infrastructure, the conservation of natural resources and health, as well as cooperation between universities in the two countries.

One initiative that is relevant in the context of the present evaluation is the Inter-American Centre for Photointerpretation (CIAF), established in 1967 by the Ministry of Public Works and ITC Enschede, which continued for about 30 years. The Colombian and Netherlands governments were interested in establishing an institute to promote the use of aerial photography for the monitoring natural resources in Latin America, and to provide training for professionals, researchers and university staff. The Centre has had a major impact through the many students it has trained. Today, CIAF graduates can be found in most countries across the continent as professionals, policy makers and scientists involved in biodiversity research, land-use planning, monitoring of natural resources, and other aspects related to rainforests and their management.

Gradually, bilateral cooperation was directed to large integrated rural development programmes in the departments of Chocó and Urabá (both in the Pacific) and Guaviare (Amazon), which commenced in the late 1970s and ended in the early 1990s. Agriculture and forestry were important aspects of all of these programmes. In the 1990s, the Colombia–Netherlands cooperation was reduced to two programmes, one with the private sector and the other with NGOs working in the fields of the environment, and human rights and peace. At the turn of the century the Netherlands contribution to an important environmental programme started to grow.

4.1 Present situation

Colombia is one of 36 'partner countries' worldwide and of five in Latin America³⁴ selected by the Netherlands government to receive development assistance. This implies that the Netherlands has a structural, bilateral development relationship with Colombia. Since the last restructuring in 2000, Netherlands support has focused on three fields: human rights/good governance/peace building; the environment; and the private sector. Within the environmental programme, RTR activities have been an important part (see section 4.4.1). Recently, cross-cutting gender and youth programmes were added as fourth field for cooperation, and the Nuffic programme of scholarships and strengthening post-secondary education continues (see section 4.4.2).

Besides the focus on these four fields, the bilateral cooperation (channelled through and administered by the Netherlands embassy in Bogotá), is subject to a number of general guidelines that require:

- parallel implementation of projects with the government (more than half), civil society (a third) and the private sector;
- fair distribution of funds between the central (Bogotá), regional and local levels; one third of funds should reach these last two levels directly;
- emphasis on a programmatic approach, reducing the number of individual activities where possible, and increasing their financial volume of individual programmes;
- two regions to be given priority – the Chocó biogeographic and the Amazon watershed, both characterised by their outstanding biological diversity and socio-economically marginalised populations.

In recent years the cooperation has gradually been concentrated on sectors as well as geographically. Both priority regions are known for their extensive rainforests and their cultural and biological richness – they are home to indigenous and long-established Afro-Colombian communities and diverse forest ecosystems. In this context it is logical that TRF activities play an important role in the Colombia–Netherlands cooperation programme – between 1999 and 2005, almost 28% of Netherlands ODA was dedicated to tropical rainforests (see section 5.1.1).

Besides the bilateral programme, other Netherlands organisations active in Colombia include Novib, Cordaid, the Netherlands Management Cooperation Programme (PUM) and Pax Christi.³⁵ Although some of these programmes may include activities relevant to forests/natural resources, they are not considered in the present evaluation.

4.2 Netherlands ODA to Colombia

Until 1998 the volume of Netherlands ODA to Colombia was about USD 0.5 million per year, but in 1999 this increased to an average of USD 8.3 million per year until 2003 (see table 7). The volume more than doubled in 2004 (to USD 16.7

³⁴ The other four in Latin America are Bolivia, Guatemala, Nicaragua and Suriname.

³⁵ www.minbuza.nl/en/developmentcooperation/PartnersAZ,colombia.html.

million), and even tripled in 2006 (to USD 21.4 million), making the Netherlands the fourth largest donor, bilateral or international, working in Colombia.

Table 7 also allows a comparison of ODA received by Colombia and its GNP. Over the period 1999–2005 the annual average ODA/GNP was 0.24%, indicating the very low importance of international cooperation for the national economy,³⁶ although it may be significant locally or in specific sectors.

Table 7. ODA disbursements to Colombia, 1999–2005 (thousand USD, current value).

Donor	1999	2000	2001	2002	2003	2004	2005
Germany	13,960	15,437	8,755	21,343	20,992	18,058	20,000
Spain	5,000	8,900	25,000	25,500	23,010	22,750	21,600
USA	1,390	3,851	37,111	125,509	117,900	125,000	126,931
Japan	10,000	14,000	15,788	6,914	6,992	8,734	11,150
Netherlands	8,537	8,000	7,325	9,562	7,991	16,731	21,381
EU	10,769	10,751	16,951	18,082	36,304	46,800	31,612
Total ODA	79,674	108,412	150,366	259,455	286,968	322,115	332,790
GNP	86,186,000	83,786,000	81,990,000	81,122,000	79,415,000	98,143,000	122,939,000

Source: Acción Social–SIAOD (2007); DANE and Banco de la República.

To be able to compare numbers over the period under evaluation, table 8 presents the total disbursements of ODA to Colombia by bilateral and multilateral donors over the period 1999–2005. The Netherlands was the fourth largest bilateral donor and fifth largest overall, with USD 79.5 million (about €72.6 million, at average annual exchange rates). Including all programmes, projects and initiatives financed through the Netherlands development cooperation since the 1960s, the level of ODA rises to a total of more than €800 million over these 40–45 years.

Table 8. ODA disbursements by main donors to Colombia, 1999–2005.

Donor	Total ODA 1999–2005 (USD)	% of bilateral ODA	Ranking	% of all ODA	Overall ranking
Bilateral					
Germany	118,545,877	10%	3	8%	4
Spain	131,760,000	11%	2	9%	3
United States	537,691,584	46%	1	35%	1
Japan	73,576,720	6%	5	5%	6
Netherlands	79,526,706	7%	4	5%	5
Sweden	68,960,025	6%	6	4%	7
<i>Subtotal bilateral</i>	<i>1,181,638,422</i>	<i>100%</i>		<i>77%</i>	
Multilateral					
IADB	40,718,671			3%	
IOM	42,115,871			3%	
European Union	171,268,366			11%	2
<i>Subtotal multilateral</i>	<i>358,140,792</i>			<i>23%</i>	
TOTAL (bi + multi)	1,539,779,214			100%	

³⁶ An interesting comparison can be made with the increasing volume of remittances (*remesas*) from Colombians working abroad, estimated at USD 3170 million in 2003 (Banco de la República, 2005).

Source: Acción Social-SIAOD (2007).

Regarding Netherlands ODA in the two priority regions, the Pacific received an estimated €45 million between 1976 and 2006.³⁷ For the Amazon, no historical data could be found regarding the volume of aid received since the 1970s.

4.3 Sectors of Colombia–Netherlands development cooperation

This section describes two of the four sectors of Colombia–Netherlands development cooperation most directly involved in RTR-related activities. For details of the other two programmes (human rights/ good governance/ peace, and the private sector), see Annex 7. Table 9 gives the inventory of projects being implemented in 2007, according to the International Cooperation Directorate at *Acción Social*.

Table 9. Colombia–Netherlands cooperation projects in implementation in 2007.

Theme	No. of projects	Amount of cooperation (€) ^a
Human rights	5	€4,710,501
Alternative development	4	€6,123,503
Entrepreneurial development	2	€2,724,874
Demobilisation and reintegration	3	€2,476,922
Infrastructure	1	€1,009,146
Justice	4	€4,989,691
Environment	8	€21,780,387
Modernisation of the state	1	€155,708
Peace and regional development	4	€2,097,463
TOTAL	32	€46,068,264

^a Original data in USD were converted to euros at an exchange rate of USD 1.2/€1.

Source: *Acción Social*-SIAOD (2007).

4.3.1 Environmental programme

In recent years efforts have been made to improve the coherence of the various environmental programme activities aimed at contributing to the conservation and sustainable use of natural resources (biodiversity and tropical rainforests). The institutional framework for bilateral aid consists of the offices of the National Environmental System (SINA), an array of NGOs, grassroots and research organisations (some of which manage extensive areas of tropical rainforest), as well as local authorities and indigenous and Afro-Colombian communities.

The activities within SINA are concentrated at the central level with the Ministry of Environment and implemented at regional and local levels by the National Park

³⁷ Gómez *et al.* (2003) calculated approximately €40 million between 1976 and 2002; since then were added part of Ecofondo 2 and the IIAP/Autonomy projects.

Administration (UAESPNN). In the Pacific region several activities are implemented by the Institute for Environmental Research of the Pacific (IIAP), while its counterpart in the Amazon, the Amazon Institute of Scientific Research (SINCHI) has not been involved in Netherlands-funded TRF projects. Through the work with several of its members the Colombia–Netherlands cooperation has been able to improve coherence within SINA.³⁸

The main NGOs implementing Netherlands-funded environmental projects are Ecofondo³⁹ and Tropenbos, both of which are involved in activities with local communities and civil society groups in the Chocó biogeographic and Amazon regions. Several smaller NGOs also carry out specific studies and activities, but their share in project implementation has been diminishing.

The environmental programme involves sector support and institutional strengthening of SINA and its entities, and improving local environmental management. UAESPNN, Tropenbos and Ecofondo are all involved in the latter (see box 2).

Box 2: Strengthening local environmental management

The first goal of the environmental programme is to encourage communal landowners to take more responsibility for the sustainable management of biodiversity, including the manual eradication of illegal crops. For this, local environmental management is being strengthened through 1) training for traditional authorities in charge of conservation of natural resources and 2) local management and administration of state transfers to the Amazon and Chocó indigenous reserves, and collective Afro-Colombian territories in the Chocó.

The second goal is to improve relations among local representatives of state institutions, especially in areas such as education, health and police services, and the offices of the public prosecutor (*fiscalía general*) and attorney general (*procurador general*, jointly with the programme on human rights, good governance and peace). The environmental institutions such as the park management (UAESPNN) or CAR, one of the few government organisations through which a community can channel its requests, grievances and necessities, participate regularly in this process.

Besides conservation and use of the rainforests, the environmental programme promotes sustainable production systems. Together, sustainable production and natural resources management should lead to more and better employment in rural areas, and thus contribute to a national government objective. Another reason for including sustainable production is the possibility to improve its integration with the process of promoting peace and preventing the cultivation of illegal crops,⁴⁰ another national government objective. In the Strategy for International

³⁸ Ministry of Foreign Affairs, *Resultatenrapportage 2004: Milieu Colombia*.

³⁹ Ecofondo is a non-profit organisation that manages international funding in the public interest. Its board members include representatives of five NGOs, the DNP and MAVDT.

⁴⁰ Netherlands embassy, Bogotá, annual report 2001.

Cooperation 2007–2010, one of the three priority areas is the ‘Fight against the global problem of drugs and environmental protection’, i.e. it combines rainforest conservation with the eradication of coca in forested regions.

The programme is also promoting the sustainable use of biodiversity products and organic agriculture in order to improve the livelihoods of producers in and around the indigenous and Afro-Colombian collective territories. The Multi-Annual Strategic Plan 2005–2008 for the Colombia–Netherlands cooperation notes that there is a ‘*need for alternative eradication of illegal crops and sustainable alternative production systems and marketing in protected areas, which could have a direct impact on rural poverty reduction*’. Another aspect of the programme involves the commercialisation of forest products through ‘green markets’ and the creation of production chains that will generate added value for local communities, as well as new employment.

In the period 2004–2006 the Netherlands contributed 27% of the total ODA to the environmental sector in Colombia, with a budget of €29.13 million.⁴¹ Other important aid agencies in the sector were USAID, the World Bank and GEF.

The vision for the environment in the National Development Plan has changed over the years. Although the sector was important in the plans of the 1990s, the 2002–2006 plan was less detailed, emphasising the ‘grey’ and urban aspects of the environment. The 2006–2010 plan acknowledges that the environment needs to be much more important, and focuses on the ‘green’ or ‘living’ aspects of environment. The Netherlands environmental programme has always had ‘green’ priorities, and as such was less in line with the Colombian government policy in 2002–2006 than it is at present, when it seems more in accordance with the National Development Plan and other plans, such as the National Biodiversity Programme and the National Plan for Green Markets.

Environmental degradation costs the country 3.7% of its GNP each year, according to a study by the World Bank and the Colombian government in 2006.⁴² This indicates the importance and value for Colombia to prevent further deterioration of its natural resources, especially the rainforests, and is a powerful argument for international support to the Colombian government.

4.3.2 Scholarships and post-secondary education

Nuffic is implementing an ambitious €10.1 million programme (2004–2009), in cooperation with the embassy in Bogotá. The programme plays a strategic role, in that it focuses on the environment and related aspects such as sustainable production:

- *Scholarships*: In early 2004, more than 100 Colombians applied for Nuffic scholarships (for masters, doctorates, short courses, refresher courses and specific training) in the Netherlands to study subjects such as agriculture,

⁴¹ Ministry of Foreign Affairs, *Resultatenrapportage 2005–2006: Milieu Colombia*.

⁴² World Bank (2006) *Republic of Colombia: Mitigating Environmental Degradation to Foster Growth and Reduce Inequality*. Report No. 36345 – CO.

forestry, fish farming, administration, engineering, environmental sciences, tourism and social studies.

- *Programme for Institutional Strengthening of Post-Secondary Education and Training Capacity (NPT)*: Colombia is one of 15 countries worldwide where the NPT programme offers education and training for professionals, with the specific goal of strengthening institutional capacity. The NPT also provides financial support for cooperation programmes involving Colombian and Netherlands institutions.

Nuffic⁴³ launched the NPT programme following the termination of the SAIL programme in 2004.⁴⁴ The new programme has developed along the lines of the Colombia–Netherlands cooperation, focusing on the environment, human rights/good governance/peace building and the private sector, and supports organisations that play an important role in the development of the post-secondary education and training in these sectors.

The first four of six projects started in 2005, three of them under the environmental programme (see table 10), and the other three under the good governance, human rights and peace programme. The total budget of the three environmental projects is €7,434,746, to be implemented over four years (2005–2009).

Table 10. Environmental projects of the Nuffic NPT programme in Colombia, 2005–2009.

Number	Colombian institution	Netherlands counterpart	Project description	Start/end date	Total budget (€)
NPT/ COL/073	UTCH - Universidad Tecnológica del Chocó	WUR/ Alterra	Capacity building at the Technological University of Chocó for local environmental management and production organisation focusing on sustainable production chains in the context of the cultural/ethnic diversity of the Chocó department.	1-Jan-05/ 31-Dec-08	1,750,000
NPT/ COL/075	SENA	Larenstein	Integrated training in urban and rural environmental management and sustainable production chains for cultural and organisational strengthening of ethnic groups and peasant populations.	01-Jan-05/ 31-Dec-08	4,493,036
NPT/ COL/100	UNAL- Amazonia	Tropenbos International	Strengthening the institutional capacity of the National University of Colombia at Leticia, for enhanced coverage and quality of post-secondary education in	01-Apr-05/ 31-Mar-09	1,191,710

⁴³ Nuffic offers scholarships to students from 56 selected countries, and administers the NPT programme on behalf of the Ministry of Foreign Affairs.

⁴⁴ The SAIL Foundation, set up in 1994, comprised six institutions of higher education: the International Institute for Infrastructural, Hydraulic and Environmental Engineering (IHE, Delft), the Institute for Housing and Urban Development Studies (IHS, Rotterdam), the Institute of Social Studies (ISS, The Hague), the International Institute for Geo-Information Science and Earth Observation (ITC, Enschede), Maastricht School of Management (MSM) and later Wageningen University and Research Centre (WUR).

	the Amazonian Plain.	
TOTAL environmental projects		7,434,746

WUR: Wageningen University and Research Centre; Alterra: research institute of WUR; SENA: Servicio Nacional de Aprendizaje (*National Service for Learning*); UNAL: Universidad Nacional de Colombia.

The three projects under way are all implemented by Colombian universities and are clearly linked to the two priority regions of the environmental programme – the Chocó biogeographic and Amazon regions. The projects are concerned with local environmental management and sustainable production chains of the rainforests. Geographically they relate to the RTR policy because two of the three projects are located in these regions, one implemented with the National University (UNAL) in Leticia, department of Amazonas, and the other with the Technological University of Chocó in Quibdó. Table 10 shows that a main focus is to strengthen academic capacities in the context of sustainable use of natural resources, communication methods and local conflict management and reconciliation.

4.4 Environmental SWAp

Although the sector-wide approach (SWAp) recently agreed by the Colombian and Netherlands governments falls outside the timeframe of the present study it is considered to be too important to be left out completely.

The ‘Programme of environmental sector focus in Colombia 2007–2010’ is part of a worldwide policy adopted by the Netherlands government in 1998 to implement its bilateral aid programmes through SWAps where possible. The main reason for favouring a SWAp for the environment sector in Colombia was that the country is committed to a comprehensive strategy and its institutional structure is adequate (which does not mean that the system functions flawlessly). In 2004 the SWAp was discussed in meetings between the two governments, coordinated by the embassy in Bogotá. In 2006 a consultancy group was commissioned to conduct an in-depth analysis (May 2007),⁴⁵ which formed the basis for the environmental sector programme. In September 2007 a mission visited Colombia to assess progress, and the early results are reflected in the briefing by Newborne *et al.* (2007).

5 Netherlands support to tropical rainforests in Colombia

As we have seen in the previous chapter, the relationship between Colombia and the Netherlands has been long-lasting and substantial, particularly in the fields of rural development and natural resources management. In the 1970s and 1980s the

⁴⁵ Embassy of the Netherlands/MAVDT (2007) *Diagnóstico del sector ambiental para el programa de Enfoque Sectorial en Colombia*.

two countries agreed to integrate the rural development programmes in the Amazon (Guaviare and Araracuara) and the Pacific (Chocó, Urabá and Tumaco). In the 1990s the Netherlands also provided financial and technical support for community forestry projects in the Andes region, as part of a portfolio of similar projects in other Andean countries implemented by FAO. Since 2000 the focus has again been on the Amazon and Pacific regions.

5.1 Desk study

5.1.1 Financial commitments for Colombian rainforests

During the period 1999–2005 expenditures on forest-related projects in Latin America amounted to about one third of the total devoted to tropical rainforests (TRF) worldwide (Proforis database⁴⁶). Colombia accounted for a large proportion of those expenditures, as part of the ODA budget of the Directorate General for Development Cooperation (DGIS) of the Ministry of Foreign Affairs. The administration of bilateral aid has been delegated to the embassy in Bogotá. Table 11 compares Netherlands ODA expenditures on forest-related activities worldwide and TRF activities in Colombia. Note that this table only includes project activities where 50% or more of expenditures were related to TRF.

Table 11. Netherlands ODA expenditures on forest-related activities worldwide and in Colombia, 1999–2005.

Year	Worldwide ^a		In Colombia	
	€	% ^b	Annual ODA ^c	TRF activities ^d
1999	€77,600,000	2.38	€8,003,000	€194,432
2000	€70,800,000	2.14	€8,649,000	€3,502,169
2001	€84,200,000	2.28	€8,170,000	€8,909,063
2002	€84,000,000	2.21	€10,109,000	€1,444,994
2003	€70,700,000	1.91	€7,059,000	€0
2004	€73,700,000	2.16	€13,451,000	€5,484,365
2005	€63,700,000	1.55	€17,168,000	€530,000
Total	€460,800,000	2.17	€72,609,000 (100%)	€20,065,022 (27.63%)

^a Expenditures on forest-related activities, Proforis database.

^b Expenditures on tropical rainforests as a percentage of total Netherlands ODA worldwide.

^c Based on data from *Acción Social-SIAOD* (see table 7).

^d Proforis, Bemos and calculations by the author.

The annual budgets for TRF activities in Colombia (column 5) were calculated by attributing the complete project budget to the first year of implementation. Thus, the amounts shown do not represent actual annual flows of financial resources. The annual ODA data (column 4) are based on disbursements, so that it is difficult to compare the annual figures (for example, in 2003 there were no expenditures on

⁴⁶ See www.proforis.nl/index.php?Expenditure_on_Forests. In each of the years between 1999 and 2005, Latin America received 32.5%, 35.0%, 33.4%, 34.1%, 27.4% 29.7% and 25.4%, respectively, of the RTR budget. In 2004, for example, the €73.7 million DGIS expenditures on forest-related activities were distributed as follows: €14.2 million for Africa, €14.9 million for Asia, €21.5 million for Latin America, and €23.1 million for worldwide programmes.

TRF activities, while in 2001 the expenditures on TRF were higher than the total ODA for that year). Although year-to-year comparisons would not be reasonable due to the high variability, comparing the total amounts for the whole evaluation period (1999–2005) does make sense. It shows that 27.63% of all Netherlands ODA (worth €72.6 million) was dedicated to TRF activities – a significant proportion that is clearly much higher than the global average of around 2%. This figure also seems in line with what one would expect from a donor country where the environment is an essential component of development cooperation policy in a country with such vast environmental resources as Colombia.

Other initiatives related to rainforests are implemented through the Netherlands Ministry of Agriculture and NGOs such as Oxfam-Novib, SNV, ICCO and Hivos, and Nuffic (academic and education programmes). While these activities are not included in this evaluation of the Netherlands government's RTR policy, they are discussed in this chapter where relevant.

5.1.2 Tropical rainforest activities in Colombia

The desk study was based on an analysis of the appraisal memoranda (Bemos) for 24 bilateral,⁴⁷ 6 regional and 12 worldwide activities. The results were compiled in a matrix containing information on the kind of projects and activities approved and their objectives, but nothing about how well they were executed or the results they achieved. The process of classifying and weighting projects is explained in section 1.3.2. Clearly, filling in the matrix is often a matter of interpretation, so the results are used only to characterise the TRF activities, and not to assess their performance. Annex 6 presents the matrix of desk study results; here we highlight what we believe are the principal findings of this analysis.

The regional and worldwide activities were more difficult to screen than most bilateral ones because they tend to be broader and are often not specifically targeted at tropical rainforests. Many bilateral projects were specifically located in TRF regions and were directly linked to natural resources and to the populations that depend on them for subsistence.

As explained in section 1.3.3, the planned TRF activities and projects were characterised according to the type of (1) activity, (2) executing agency, (3) strategy, (4) integration of poverty reduction, and (5) supported poverty dimension. All five aspects are evaluated for each of the bilateral (BIL), regional (REG) and worldwide (WW) projects and programmes.⁴⁸

Once the boxes are ticked (see annex 6) the number of projects under each aspect can be added (each project counts as one point), giving a series of scores shown in the tables in the relevant sections below. To be able to visualise immediately

⁴⁷ For two of the 26 bilateral activities the appraisal memoranda were not found, and so could not be screened.

⁴⁸ Some activities or projects did not supply the information required so that the group totals are not always 24 for the bilateral ones, five for the regional and 12 worldwide. Also, in several aspects a project can score in more than one category.

where the emphases lie, cells are shaded (grey) if 50% or more of projects address a 'core activity'. Thus, if 17 out of 24 bilateral projects focus on a core activity, then the share is 71%.

5.1.3 Types of activity

As shown in the table below, most projects involve 'core activities' (71% BIL, 60% REG and 92% WW), referring to complete project implementation and not to other TRF activities, such as preparation or support activities, workshops or evaluations. When the scores are connected to the project's RTR budgets the percentages for 'core activities' are even higher (94% BIL, 98% REG and 100% WW of the total for each group), as activities (b)–(d) are usually relatively low cost. This is exactly what is envisaged with the RTR – to implement activities that will contribute directly to the RTR policy objectives.

1. Type of activity	Bilateral (BIL)	Regional (REG)	Worldwide (WW)
a. Core activity	17 (71%)	3 (50%)	11 (92%)
b. Preparation/support activities	5	1	1
c. Workshop	0	1	0
d. Evaluation	2	1	0
Total	24	6	12

5.1.4 Executing agencies

Most projects are implemented by national government agencies or national and international NGOs. Of the 24 bilateral projects analysed it is notable that the government is the executing partner in half of them (see table below). Looking only at activities with budgets of more than €1 million, seven out of ten were executed by official organisations. The 11 projects executed by the government involve just four organisations: the Ministry of Environment (MAVDT) with two projects, the National Park Administration (UAESPNN) with seven, and the IIAP and the Ombudsman one each. This translates into a high score for the use of institutional strengthening as a strategy.

2. Executing agency	Bilateral	Regional	Worldwide
National government	11 (46%, 52% in budget)	0	0
NGOs	6 (25%, 14% in budget)	1	8 (72%)
Grassroots/beneficiaries	2 (8%, 28% of budget)	0	0
Multilateral institutions	1	1	2 (18%)
Others	4 ^a	2	1

^a Assignments executed by the embassy (project evaluation and a local environment fund administered by the embassy).

Bilateral projects are often implemented by national organisations (Ecofondo, Tropenbos Foundation, Fundación Natura, Inguedé Foundation, CIPAV, Suna Hisca, etc.), whereas worldwide projects are implemented by foreign NGOs (IUCN, Tropenbos International, Both ENDS and the World Rainforest Movement). Regarding the two projects executed by Ecofondo, although the fund is catalogued as an NGO, it is a federal association of grassroots organisations.

For regional projects and activities, three of the five were executed by the Expertise Centre of the Netherlands Ministry of Agriculture, Nature and Food Quality (EC-LNV), the German Agency for Technical Cooperation (GTZ) and one jointly by EC-LNV, GTZ and the Royal Netherlands Embassy in Quito, Ecuador.

Few multilateral organisations are involved in implementing TRF projects in Colombia, which may be surprising given the global importance of rainforest conservation. The Global Environment Facility (GEF), through UNDP, and the World Bank are active in the region, but over the period of this evaluation nothing could be found in Colombia.

Private enterprises are generally not involved in environmental programmes, and so are not represented here. One project worth mentioning is the evaluation of carbon sequestration, which is actively promoted by the Netherlands government, but this is not part of RTR-related initiatives (see Annex 6).

These findings do not confirm the criticism made by a sector expert who described Netherlands ODA as *gubernista* – that projects were only channelled through official government agencies. About half of the TRF projects are implemented by government institutions, and the other half by grassroots organisations and NGOs.

5.1.5 Strategy

With regard to implementation strategies, it should be noted that it is possible for one project to have several, because the total in each group is more than the number of projects. To calculate the percentage of projects in each category the totals are divided by 24, 5 and 12.

The most important implementation strategies are institutional strengthening for government agencies (16 projects) and capacity building for local community organisations (also 16). Classical technical assistance, education and research are much less common strategies, used in 5, 8 and 7 projects, more or less the same as other TRF-related projects.

3. Strategy	Bilateral	Regional	Worldwide
Institutional strengthening	12 (55%)	3 (60%)	1
Capacity building local organisations	7	2	7 (58%)
Technical assistance	1	2	2
Education	3	1	4
Research	4	1	2
Other	9	4 (80%)	8 (67%)

5.1.6 Poverty reduction

Reducing poverty is at the core of Netherlands development cooperation policy, so all activities financed by the Ministry should contribute to this goal. It is therefore hardly surprising that almost all projects include poverty reduction activities, even though this is never the main goal. Most include it in one way or another, either without specifying it as an indirect effect (11 projects), or by specifying it as a direct effect (18 projects). In only three projects was poverty reduction not

integrated in the design. In another three cases it was not mentioned in the appraisal memoranda at all.

4. Integration poverty reduction	Bilateral	Regional	Worldwide
Not integrated	2	1	0
Integrated, not specified/indirect effect	5	3 (60%)	3
Integrated and specified/direct effect	11 (50%)	1	6 (50%)
Main objective	0	0	0

Because of the importance of poverty reduction in the general policy of DGIS, those projects where poverty reduction was integrated and specified were then screened on the different poverty dimensions defined by the OECD-DAC (see following table). The poverty dimensions⁴⁹ most supported by all activities (bilateral, regional and worldwide) were the *political* and the *socio-cultural* dimensions. Many activities intended to pay attention to rights, a voice in decision-making and the participation of local communities concerned. The *protective* dimension of poverty was important in regional and worldwide projects, because sustainable natural resources management reduces the vulnerability of people living in natural habitats. Less attention was paid to income-generating activities, health and education, and this reduced the scores on the economic and social dimensions.

5. Supported poverty dimension	Bilateral	Regional	Worldwide	Total
<i>No. of projects or activities integrating/ specifying poverty reduction</i>	11	1	6	18
Economic dimension (income, livelihoods, consumption);	5	1 (100%)	2	8
Social dimension (health, education, safe drinking water);	3	0	0	3
Political dimension (empowerment, rights, voice in decision making);	8 (73%)	1 (100%)	2	11 (61%)
Socio-cultural dimension (participation, status, dignity);	8 (73%)	0	3 (50%)	11 (61%)
Protective dimension (insecurity, risk, vulnerability).	2	1 (100%)	4 (67%)	7

5.1.7 Screening on policy lines

Last, but not least, as part of the desk study, all projects and activities were screened in relation to the nine RTR policy lines (see section 1.3.3), and each one was given a score (2 – important, 1 – less important or indirect, 0 – not applicable). The points under each policy line were then added to obtain the scores shown in the table below. The detailed scores can be found in Annex 6.

Overall, the bilateral rainforest projects and activities focus on:

- active protection of tropical rainforests (policy line 1);
- sustainable use (policy line 3); and

⁴⁹ Regarding the poverty dimension it is noted that a project can have several answers, so that the total score in each group is more than the number of projects.

- institutional strengthening and participation (policy line 6).

The regional and worldwide projects focus on policy lines 1 and 3, as well as policy line 7: strengthening political and public support for conservation and sustainable management (see table).

By highlighting in the table the three most influential policy lines within each group (bilateral, regional and worldwide projects) we observe a similar pattern for the highest-scoring policy lines 1 and 3. Lines 6 and 7 are both important, but have the significant difference that bilateral TRF projects focus almost exclusively on 'strengthening institutions and legislation and increasing participation by local populations', while regional and worldwide activities emphasise 'strengthening of political and public support'.⁵⁰ When this result is translated into budget terms, €21.1 million or 46% of the total TRF budget in Colombia is related to projects working to strengthen institutions, legislation and increasing participation by local populations. The group of projects favouring policy line 7 amounts to €16.6 million, or 36% of the total TRF budget.

⁵⁰ Projects can have both, but in the Bemos these policy objectives are clearly separate (see annex 7).

RTR policy lines	BIL	REG	WW	Total
1. Actively protect tropical rainforests and other highly prized forests (old-growth forests).	29	6	11	46
2. Offer no cooperation to projects and developments that (could) harm the rainforest or other highly prized forests.	0	0	0	0
3. Promote land use planning, land division and sustainable agriculture and forestry.	24	4	12	40
4. Trade in tropical wood: the management of the entire production chain from sustainable logging through to the consumer by stimulating the development and implementation of long-term wood production plans and other instruments.	0	0	2	2
5. Stimulate local, national and international (re)forestation projects for forest recovery using the ecosystem approach.	0	0	0	0
6. Strengthen institutions and legislation and increase participation by local populations.	28	0	4	32
7. Strengthen political and public support for conservation and sustainable management.	8	6	8	22
8. Improve economic relationships and relieve debt.	0	0	0	0
9. Increase opportunities to pursue national and international policy aimed at strengthening sustainable use of forests by strengthening research and institutions.	5	1	6	12

BIL: bilateral; REG: Regional; WW: Worldwide

For details of the scores per project/activity, see Annex 6.

The other policy lines received hardly any attention. One curious result is the very small number of projects concerned with trade in tropical wood, certification, chain of custody and production chain management, implementation of long-term wood production plans, and other instruments. Possibly this policy line is addressed by RTR-related activities in the Netherlands itself, such as programmes targeting wood and wood-product retailers and consumers by promoting the sale of certified wood products, rather than encouraging producers in Colombia to manage their forest resources properly.

Reforestation projects are even rarer, with no activities within the Colombia–Netherlands cooperation,⁵¹ possibly because wood and other forest products still come from natural rainforests, so there is no need to plant trees. But also the (improvement of) production of these natural forests has not been an important activity within the TRF projects. It is not clear why or when exactly it was determined, but the cooperation seems to focus more on the conservation than on sustainable use of natural rainforests.

⁵¹ During the 1990s, until 2003/4, the Netherlands financed community forestry initiatives to plant trees for woodfuel and in agroforestry systems, but in the Andean region, not in rainforests.

Looking at the national institutions involved in these projects, the main ones are the National Park Administration (UAESPNN) and the Ministry of Environment, Housing and Territorial Development (MAVDT). The Ministry of Agriculture and Rural Development (MADR) is absent, in accordance with the emphasis on rainforest conservation.

5.2 Policy dialogue and legal issues

The Colombia–Netherlands cooperation has never included projects or activities dedicated to providing policy advice, but there are platforms and projects where part of the work is concerned with assessing existing national and international legal frameworks and policies, such as:

- decrees related to protected areas (institutional organisation UAESPNN; categories of protection; creation of the conservation trust fund FUNBAP);
- support to the Environmental Unit of the Office of the Ombudsman, related to coca eradication; and
- since 2005, support to the National Environmental Forum.

Policy advice is considered an important aspect that can complement or initiate project activities. For example, the study by the Ombudsman led to several field activities supporting the manual eradication of coca plantations.

Specialist consultants are involved where legal issues are concerned (for example, if a project or institution revises a regulation), but political dialogue and government policy is the responsibility of the embassy. The perception is that the relationship with the Colombian government is respectful, based on (pragmatic) efficiency, and not one of polarisation. Some even refer to the Colombia–Netherlands cooperation as *gubernista*, indicating that it works only through the government and thus follows/abides by its visions and ideas. The following analysis is based on written documentation and interviews with knowledgeable individuals in the field of forest resources and the environment.

The institutional strengthening of the UAESPNN involved addressing considerable legal issues, such as:

- fiscal reform law, which introduced toll stations on roads in buffer zones around the national parks, and a 100% tax exemption on investments in ecotourism for 20 years;
- a regulatory decree that enabled the UAESPNN to charge for the use of water resources;
- proposals for the reform of Law 99/1993 and the creation of the water law.

5.2.1 Donor coordination/ harmonisation

There is no opportunity for donors to meet to discuss and coordinate international cooperation. The environmental experts at the embassy had regular contacts with their colleagues within GTZ, USAID, the World Bank, the European Commission, etc. In interviews, embassy staff and sector experts at other agencies felt that improving coordination with other donor agencies was an urgent and specific task.

As one of the largest international contributors in the field of environment, the Netherlands embassy has participated in the Working Group on Forestry, one of the six thematic working groups established in 2003 by the International Cooperation Directorate of *Acción Social*. These groups involve representatives of national government, civil society and international aid agencies, and are a result of the follow-up process of the Declaration of London (2003) in which the international community (the G-24)⁵² offered support to the government of President Uribe in revising and reorienting cooperation programmes in the light of national priorities.

During the period 2002–2006 the Working Group on Forestry was the platform where donors met regularly to harmonise their activities in the field of forestry and environment with the Colombian government. The dialogue and consultations within the working groups resulted in the Strategy for International Cooperation 2007–2010, to be implemented with the National Development Plan. One of the three priority areas was the fight against the problem of drugs and environmental protection, which effectively combined rainforest conservation with the eradication of coca in forested regions.

5.2.2 Forest Law

On 20 April 2006 the Colombian Congress approved Law 1021, the General Forest Law, bringing to an end a long process of nationwide discussions. The wood industry applauded it because the institutions had finally agreed on a sector framework, while opponents claimed that the legal process was flawed because there was too little public consultation. Also while the law may provide coherent framework for wood production, it does not take into account other uses of the forests, such as ecotourism and water services. Various stakeholders, especially farmers, indigenous groups and Afro-Colombian communities (who own rather more than half of Colombia's natural forests), have protested strongly, as have some donor agencies (including the World Bank).

The Netherlands was not directly involved in the discussions during the preparation of Law 1021 in the sense of expressing an opinion or financing related activities or studies. However, the embassy used the platform of the Working Group on Forestry of *Acción Social* to recommend that the Colombian government conduct prior consultations⁵³ during the process of developing the new Forest Law. There are two possible reasons why the Netherlands embassy did not play a more active role in the discussions. First, at more or less the same time, it took a strong stance against coca fumigation in national parks, and second, the forest law was being prepared by the Ministry of Agriculture, with which the embassy did

⁵² The G-24 group of countries and agencies, at a meeting in London in July 2003, established an informal, permanent mechanism for coordinating the work of diplomatic representatives in Colombia.

⁵³ Decree 1397 of 1996 created the National Commission of Indigenous Territories and the Permanent Board of Concertation with Indigenous Communities and Organisations.

not have working relations and thus had little leverage. Nevertheless, in light of the RTR policy,⁵⁴ it would perhaps be a good idea if the Netherlands embassy were to become more active in promoting sustainable forest management (SFM).

In many RTR projects in Colombia support to SFM is mentioned, indicating a development concept that integrates rainforest conservation and income generation (in line with the attention it has received from donors over the past 20 years). Revising the implemented activities the 'real' operation was often more related to biodiversity and rainforest conservation than to the sustainable production of tropical timber and other non-timber forest products. No doubt rainforest conservation has to remain a principal aim, but ignoring the production aspect of forests implies maintaining the *status quo* – allowing a major part of precious wood from unregulated sources to reach the market. Besides, forestry research has shown that sustainable management of some rainforests is feasible from a silvicultural viewpoint, and in cooperation with and to the benefit of ethnic groups with collective title to forest land.⁵⁵

5.2.3 Eradication of coca plantations

Although the Netherlands does not interfere with national politics, there was a moment of tension in early 2004 when the Colombian government announced it would commence aerial spraying of coca plantations in protected areas of the Sierra Nevada de Santa Marta, La Macarena and Catatumbo national parks. UAESPNN warned that in doing so, the government would be violating agreements with indigenous groups in the Sierra Nevada that stipulated manual rather than aerial eradication.

At that time, the Netherlands was financing an institutional strengthening programme at UAESPNN, as well as projects focusing on illicit crop substitution and social development in the Catatumbo and Sierra Nevada parks. Aerial spraying was seen as incompatible with these initiatives and international commitments, particularly since the impacts on the local ecology and in surrounding human populations are not well understood. The remedy could prove to be worse than the illness. According to the weekly *El Espectador* on 28 April 2004, the Netherlands requested the director of UAESPNN, Julia Miranda, to confirm if the decision to fumigate the parks was definite, because if so 'it could be a motive to request the suspension of activities financed by this Embassy'.

In March 2004 the fumigations were suspended, and forced manual eradication of coca plantations commenced in the three parks. Between 2004 and 2006 UAESPNN implemented two such manual eradication projects in parks with Netherlands support (see table 11). Unfortunately, several guerrilla attacks and an

⁵⁴ In particular RTR policy line 3: promote land use planning, land management and sustainable agriculture and forestry.

⁵⁵ For example, the Communal Farmers Association of the Atrato (COCOMACIA) assists its members by promoting the use of natural resources, protecting human rights and improving their quality of life through projects that encourage self-sufficiency (www.cocomacia.org.co).

anti-personnel landmine in a coca field in La Macarena, on 2 August 2006, resulted in the deaths of several civilians (mostly farmers from other departments). The government decided to postpone the manual eradication and resumed the aerial spraying.

Well before this discussion the Netherlands had demonstrated its opposition to the aerial spraying of protected areas. In 2001–2002 it financed two projects to assist the Ombudsman (*Defensoría del Pueblo*), one to evaluate the impacts of fumigation in Putumayo, Nariño and Cauca, and the other to support the Environment Unit of the Office of the Ombudsman related to coca fumigation.

5.2.4 PRSP

Unlike Ghana and Vietnam, the other two countries included in the RTR evaluation, Colombia is not a poor country, and so is not required to develop a Poverty Reduction Strategy Paper (PRSP).⁵⁶ Nonetheless poverty is an important issue that is linked to the environment in several ways. One major trade-off that can occur is when poverty alleviation efforts damage the environment, substituting gains in poverty reduction with environmental losses. An important positive link occurs when improved environmental conditions help to reduce poverty.

5.3 Bilateral RTR commitments

This section describes and analyzes the bilateral TRF projects under each of the implementing organisations. Table 12 lists the selected projects used in this case study not in chronological but in functional order. First, the projects are grouped by area of influence (general/national, the Pacific/Chocó biogeographic and Amazon regions). Then, where possible, the activities of each implementing organisation are listed, the oldest first.

Table 12. All bilateral activities in Colombia started in the period 1999–2005, with commitments related to RTR policy objectives.

Project title	Responsible organisation	Start date	End date	Budget total	TRF 1999–2005	% TRF
General/national						
Embassy Environment Fund 1999	Embassy Bogotá	01-01-99	31-12-04	€183,068	€149,300	75
Embassy Projects Programme 1999	Embassy Bogotá	01-01-99	31-12-99	€39,171	€29,378	75
Embassy Environment Fund 2000	Embassy Bogotá	01-01-00	31-12-02	€63,722	€47,792	75
Evaluation of carbon sequestration by pasture and forestry systems in American tropical forests	CIPAV	09-11-01	30-11-06	€1,381,765	€521,431	50
Strategies for the consolidation and strengthening of the national parks system	UAESPNN	27-11-01	31-12-06	€7,014,692	€3,234,987	50
Manual coca eradication in parks	UAESPNN	01-10-04	01-04-06	€552,306	€551,651	100
Consolidation phase parks	UAESPNN	01-12-05	31-03-07	€1,585,185	€35,000	50
Manual coca eradication	UAESPNN	01-12-05	31-10-06	€300,000	€270,000	100
Evaluation of coca fumigation in	Defensoría del	26-01-01	31-03-02	€20,261	€20,261	100

⁵⁶ The 41 countries eligible to receive debt relief the World Bank and IMF under the Highly Indebted Poor Countries (HIPC) initiative of 1996 are required to develop a Poverty Reduction Strategy Paper (PRSP). Colombia is not an HIPC and so has not developed a PRSP.

Colombia: A Country Study within the Framework of the Evaluation of the Netherlands Government's Policy on Tropical Rainforests

Putumayo, Nariño and Cauca	Pueblo (Ombudsman)					
Support to the Environment Unit of the National Ombudsman related to coca fumigation	Embassy Bogotá/Ombudsman	24-09-01	30-04-02	€7,483	€3,742	50
Pilot phase 'Conservation and rehabilitation programme in the framework of alternative development'	FAO	27-11-01	31-12-06	€1,535,000	€813,495	50
Sub-sector support to National Environment System (phase 1)	MAVDT	27-11-01	31-12-06	€2,862,833	€1,603,364	50
Support Environmental Management (phase 2)	MAVDT	01-10-05	31-03-07	€1,840,000	€225,000	50
New 'Netherlands Fund'	Ecofondo	01-09-04	31-12-07	€5,749,516	€2,663,486	100
Pacific/ Chocó biogeographic						
Final evaluation 'Utria' project	AgroEco	01-07-99	29-02-00	€26,254	€15,753	60
Concerted formulation of the project for the conservation strategy of 'Chocó Biogeográfico'	Fundación Natura	01-04-00	31-10-01	€207,431	€207,432	100
Strengthening the autonomy of communities in the sustainable management of natural resources in the Chocó	IIAP	01-12-02	31-12-06	€1,661,962	€1,444,994	100
Agroforestry management in the colonisation area of the Paraguas mountain ridge, Chocó	Suna Hisca	20-02-00	19-02-02	€97,851	€97,852	100
Protection of the biodiversity of the Chocó through the sustainable production of non-wood products	Ingedé	13-03-00	31-12-02	€76,259	€76,259	100
Environment Fund for the 'Chocó Biogeográfico'	Ecofondo	01-10-00	31-12-07	€3,035,606	€2,983,642	100
Formulation extension of programme 'Parks of the Pacific'	UAESPNN	30-06-00	31-12-02	€89,192	€89,192	100
'Parks of the Pacific', phase II	UAESPNN	27-11-01	31-12-06	€1,976,565	€2,026,361	100
Amazon						
Final evaluation programme COAMA	Embassy Bogotá	26-03-01	31-12-01	€10,483	€10,483	100
Strengthening of the state in the Eastern Amazon of Colombia	Fundación Gaia Amazonas	01-08-01	31-12-06	€1,451,942	€674,941	50
Parks infrastructure	UAESPNN	01-11-04	31-03-06	€1,198,083	€977,828	100
Amazon Programme	Tropenbos/ Ecofondo; Codeba, UAESPNN, Cindap, Acatiseema	01-12-04	01-04-09	€5,403,944	€1,291,400	100
Total amount				€38,370,574	€20,065,022	

The commitments related to rainforests in Colombia (column 'TRF 1999–2005' in table 12) are not part of a specific programme or budget line. The budgets of individual projects were screened and assigned a percentage indicating the proportion of activities that contribute to the objectives of the RTR policy (last column in table 12). As defined in the TOR, bilateral projects where less than 50% of expenditures contribute to tropical rainforests were excluded from the study.

Calculating the subtotals, we see that of the total of €20 million for TRF over the period 1999–2005, about €10 million were invested in general or nationwide support activities, €7 million in the Chocó biogeographic, and €3 million in projects in the Amazon region.

In addition to the projects and activities implemented by the various organisations, two initiatives were not selected because their TRF contributions were less than

50%, but are considered to have potentially important impacts on the sustainable management of the Colombian rainforests. The first project concerns the commercialisation of products of small farmers or producer organisations, where the embassy has responded to frequent and multiple problems with the NGO *Caja Herramientas* ('Toolkit'). The producers are organised in '*La Red*', a network of producers of 'green' and agro-ecological products, environmental services, fair trade goods and biodiversity. As demand has grown, the variety of products has widened from just coffee and cocoa, to include honey, sugar, fruits and vegetables, medicinal/cosmetic plants, and even ecotourism and handicrafts. The success of this initiative since 2005 clearly indicates the need for improved marketing channels for small producers.

The second initiative to which the Netherlands has contributed is highlighted here because of its importance in relation to rainforests. This is the Environmental Information System of Colombia (SIAC), and the related Information System on Biodiversity in Colombia (SIB),⁵⁷ which is not visible as such because it has been set up as part of the Andes Programme of World Bank/GEF, with Netherlands financial support through various projects (MAVDT, IAvH and regional units at the CARs). This complete national system links several databases not limited to the Andes but includes the Pacific and Amazon regions.

In order to estimate the costs of rainforest conservation, each implementing organisation was asked to calculate the area that has been protected as a result of its activities (see Annex 5). That area was then matched with the project cost to calculate the average cost per hectare (note that this only involves the Netherlands contribution, the real cost will be higher if national and local contributions are included). As can be seen from table 13, the costs of conserving natural rainforest varied between €3 and €15 per hectare for the four completed projects. For Ecofondo 2, which is still being implemented, the cost was €38/ha. The project had not ended at the time of the evaluation, so the area could be larger, thus reducing the average cost per hectare.

All the projects are community-based and 100% TRF; the forests being conserved are probably all communally rather than privately owned. Most of the costs of conservation activities were related to preparing and agreeing a land-use and management plan for the communally owned forest, both within the group and with the relevant authorities (municipality, UAESPNN, CAR). In other cases the efforts included implementing activities to promote conservation (delimiting/consolidating protected areas), or a combination of introducing sustainable agricultural practices, promoting tourism-related services (handicrafts, tourist guides, supplying local foods for restaurants and hotels) or improving knowledge of processing and commercialising non-timber forest products, thus creating the conditions for development.

⁵⁷ SIAC: www.siac.net.co; SIB: www.siac.net.co/sib,

Table 13. Rainforest conservation projects and the estimated cost per hectare, 2000 and 2007.

Project title	Responsible organisation	Budget	No. of beneficiaries	Area of rainforest conserved ^a	Cost of conservation
Local Embassy Environment Fund for Chocó biogeographic/Ecofondo 1	Ecofondo	€3,035,606	52,755	201,012 ha	€15/ha
New Netherlands Fund/ Ecofondo 2	Ecofondo	€5,749,516	62,000	150,000 ha	€38/ha
Amazon Programme: CODEBA component	CODEBA	€1,350,000 ^b	11,278	174,000 ha	€8/ha
Strengthening of communal autonomy in the sustainable management of natural resources in the Chocó	IIAP	€1,661,962	25,000	450,000 ha	€4/ha
Protection of biodiversity of the Chocó through the sustainable production of non-wood products	Ingedé Foundation	€76,259	200	25,000 ha	€3/ha

^a Information obtained from the responses to the survey of implementing agencies.

^b Amount does not represent the precise value of the CODEBA component; it has been estimated as 25% of the total programme budget of €5,403,944 (for all four components).

5.3.1 Ministry of Environment, Housing and Territorial Development (MAVDT)

Activity	Budget support for the implementation of environmental sector policies in Colombia (Phase 1)
Activity number	CO011201 (7950)
Implementing organisation	MAVDT
Period	27/11/2001 - 31/12/2005
Budget	€2,862,833
Objective	Support the Colombian government in the execution of its environmental policy by the consolidation of several priority processes related to the decentralisation and social participation of SINA, protection and preservation of strategic eco-regions and the promotion of sustainable development, by stimulating participatory environmental management and planning processes.

Activity	Sub-Sector support to National Environmental System (SINA) (Phase 2)
Activity number	12570
Implementing organisation	MAVDT
Period	1/10/2005 - 30/07/2007
Budget	€1,840,000
Objective	1) Stimulate the reinforcement of SINA, like decentralised planning of environmental management, through the implementation of strategic activities defined within the scope of environmental plans and development plans at local, regional and national levels. 2) Promote knowledge, conservation and exploitation of Colombia's natural resource base in the context of sustainable development.

Besides being the highest political authority on environmental matters, the Ministry of Environment has also implemented two projects financed with Netherlands ODA that are budgeted partially under the RTR (50% TRF; see table 11). The first programme (see above) was the result of financial resources left over from phase 1 of the SINA programme.⁵⁸ Both phase 1 (May 2002 to October 2005) and phase 2 (December 2005 to July 2007) have been working nationwide and at different levels of SINA (local, regional and national). As well as working towards a specific, well defined objective, the activities have included a broad range of interventions.⁵⁹

During the five years of the two phases the coordinating office has seen the merger of the Ministry of Environment, as well as four different ministers. The ensuing relative instability of the institution has clearly hampered effective implementation as well as the sustainability of results. The discontinuity was mentioned by several sector specialists as the main reason for the limited results in the institutional strengthening of the Ministry and SINA, despite important programmes of similar and almost simultaneous efforts of the World Bank, IADB, GTZ and the Netherlands. In the last case, a comparison can be made with the institutional strengthening programme with another member of SINA, the UAESPNN (see section 5.3.2), which all interviewees described as a very successful programme, with low staff turnover at the executive level, at the central office, as well as in the parks.

The Ministry of Environment highlights the following activities and results realised with Netherlands support related to forests:

- Support to define technical and methodological criteria and initiate implementation of two forest zoning exercises at regional level in the framework of the National Forestry Development Plan. The criteria are being incorporated into the process of regulation of the General Forest Law (2006), for which this is considered a long-lasting impact.
- Preparing an Atlas of Protected Forest Reserves.
- Compilation, socialisation and appropriation of lessons learned in the development of the process of forest zoning of indigenous territories.⁶⁰ The Ministry identified the need to consult with local communities as an essential activity, from conception to implementation. It has recommended that these processes be applied in the future updating of the National Forestry Development Plan.

⁵⁸ A large sector support programme was financed with two IADB loans (totalling USD 81 million), a loan from IRDB (USD 39 million) and a Netherlands contribution of USD 13 million (of which only USD 8.9 million was spent). Since 2004 the Ministry has implemented SINA II, financed under an IADB loan.

⁵⁹ For example, the first phase involved work on environmental planning processes and participatory management, regional agendas in the Amazon and Pacific, infrastructure in national parks, green markets and eco-labelling, environmental education, preparation of training materials, SIAC, etc.

⁶⁰ A negative experience in the indigenous reserve of Ticuna–Cocama–Yagua, in the municipality of Puerto Nariño, Amazonas, taught that the project design did not have adequate information on the identity and number of beneficiaries.

5.3.2 National Park Administration (UAESPNN)

Activity	Strategies for the consolidation and strengthening of the National Parks System
Activity number	CO005304 (7902)
Implementing organisation	UAESPNN
Period	27/11/2001 - 31/12/2006
Budget	€7,014,692
Objective	Development of a programme for the institutional strengthening of the national system of parks and protected areas in Colombia, managed by UAESPNN

Activity	Manual coca eradication in Parks
Activity number	10447
Implementing organisation	UAESPNN
Period	1/10/2004 - 30/9/2005
Budget	€552,306
Objective	Focus on and coordinate putting into practice the institutionally granted lines of action to prevent, mitigate and diminish the impacts of illicit occupation and coca cultivation in the protected areas and their buffer zones.

Activity	Consolidation phase Parks
Activity number	13011
Implementing organisation	UAESPNN
Period	1/12/2005 - 31/12/2006
Budget	€1,585,185
Objective	Consolidate the effectiveness, legitimacy, visibility and sustainability of the management of national parks, as a strategy for its strengthening and to prevent the expansion of illegal cultivation in protected areas.

Activity	Manual coca eradication
Activity number	13271
Implementing organisation	UAESPNN
Period	1/12/2005 - 30/6/2006
Budget	€300,000
Objective	Execute forced, manual eradication of coca plantations in the Paramillo, La Paya, Sierra Nevada de Santa Marta, and Catatumbo–Bari national parks and the indigenous reserves of Nukak and Puinawai.

Activity	Natural Resources Management Programme 'Parques del Pacífico' (formulation extension CO005301)
Activity number	CO005305 (7903)
Implementing organisation	UAESPNN
Period	1/7/2000 - 30/11/2000
Budget	€89,192
Objective	Formulate project 'Strategy for the consolidation and strengthening of the national park system and

consolidation of initiated processes within the project of integrated management of Parques del Pacifico'.
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Activity	'Parques del Pacifico', phase II
Activity number	CO005306 (7904)
Implementing organisation	UAESPNN
Period	1/12/2001 - 31/12/2006
Budget	€1,976,565
Objective	Contribute to the strengthening of conservation and management of ecosystems, genetic resources and cultural value of national parks in the Chocó biogeographic region through the consolidation of the national park system based on social participation and the regional decentralisation of responsibilities.

Activity	Parks infrastructure
Activity number	11332
Implementing organisation	UAESPNN
Period	1/11/2004 - 31/3/2006
Budget	€1,198,083
Objective	Strengthen institutional management in 17 protected areas in the Amazon–Orinoco territory, through consolidation of the physical infrastructure to enable the provision of operational and logistical support.

The National Parks Administration (UAESPNN) has been the principal partner in rainforest-related projects in financial terms, and has been an effective and efficient project implementer. The strong relation with parks made it possible that the partners stood together in discussions about the aerial fumigation of coca plantations (see section 5.4).

As can be observed from table 11, in the period 1999–2005, UAESPNN implemented seven of the 26 bilateral projects and was one of the parties involved in the Amazon programme (10425). The contribution channelled through the Colombia–Netherlands cooperation amounted to €7,185,019, or 35.81% of the bilateral RTR budget. This has a lot to do with the fact that UAESPNN is a national entity with responsibility for a huge territory, large parts of which are situated in the Amazon and Chocó biogeographic, a region it knew well from previous bilateral undertakings.⁶¹ But it was not only UAESPNN's importance for the conservation of natural resources in protected areas that caught the eye of the Netherlands development cooperation. UAESPNN was also seen as an interesting counterpart because of its relationships with rural communities, including indigenous and Afro-Colombian populations who are the collective owners of large areas of the national parks, and the colonising farmers and fishermen encroaching upon protected areas.

⁶¹ See Sander Carpay (2004) *International Development Cooperation in the Colombian Pacific: An Historical Analysis*.

The cooperation with UAESPNN started with the World Bank's Natural Resources Management Programme (NRMP, 1996–2000), which was co-financed by the Netherlands (CO 005301). The programme was created to support the national government to demarcate and issue title some 5 million ha to communities in the Pacific region, joined by an effort to draw up a sustainable natural resources management plan in the Netherlands-financed component C 'National parks and buffer zones'. The programme was terminated with 40–50% of the budget remaining,⁶² which was then reprogrammed to the institutional strengthening programme (CO 005304) and 'Parques del Pacifico 2' (CO 005306). Later UAESPNN also formulated new initiatives.

In 1999 UAESPNN adopted the policy *Parques con la Gente* ('Parks with the People'),⁶³ in which the participation of the inhabitants of protected areas and their buffer zones was the primary concern. Their participation in conservation was considered essential to address the causes of biodiversity deterioration, not least because of the institution's territorial mandate. Therefore, the strategy aimed to generate sustainable socio-economic alternatives and to improve the quality of life of the people. Monitoring missions and field visits in 2003 and 2004 revealed that this strategy has increased the communities' involvement in and commitment to conservation, first through the improved communication and relations with the park administration, and second by the implementation of specific activities.⁶⁴

During a field visit to the Amacayacú National Park, Amazon, the evaluation team observed one example of the positive relationship between the park and its inhabitants based on a new productive alternative. At the end of 2004 the park's service infrastructure was tendered on the basis of concessions, including a hotel. The hotel infrastructure is now being administered and promoted by a well-known Colombian Travel Enterprise, under the condition that local communities are involved in providing produce and services. The number of tourists started to grow, and in two years more than doubled from 3547 visitors in 2004 to 7524 in 2006. The communities in and around Amacayacú are actively involved in receiving and guiding tourists, and they also earn money from the services and products the hotel buys from them: fruits, fish, chicken, jam, plantain, cassava, vegetables, firewood and gasoline. In 2006 the communities earned the equivalent of USD 36,000 (COP 87,273,850), or USD 4.78 per visitor. Although this might not seem very much, assuming that the minimum salary in 2006 was COP 408,000/month, we calculate that 214 person-months or 17.8 person-years of employment have been created/financed.

⁶² The enormous delay was caused by the fact that the World Bank loan entered the Colombian financial system as income and had to come out as spending. In the project period the government applied fierce budget reductions, because of which the project could not spend sufficiently.

⁶³ Besides its conservation work, in many areas UAESPNN is the only government agency with a permanent presence and so can be reached by the local population. The 'park' staff give assistance where they can to contact/involve the relevant government agency.

⁶⁴ The coordinator of the present evaluation participated in these M&E missions.

The park administration has tried to distribute the benefits to the population, and has built up a pool of guides, several from each community, and the hotel and restaurant owners buy from more than one supplier. For example, in December 2006 the hotel bought local products from 63 suppliers in eight villages, worth the equivalent of USD 1900, on average USD 30 per supplier. Regarding tourist guide services, in June 2006 the team visited four villages where 34 guides were earning USD 52 each that month. These data illustrate the positive impact of tourism on income generation in the communities.

The Netherlands has cooperated with UAESPNN at all levels, providing investment, advice, training and research, and has achieved some important results that have strengthened it considerably. Some of the main areas where these impacts are measurable include:

- *inter-institutional coordination* (SINAP-SIRAP processes);
- *planning and monitoring* (planning for management);
- *financial sustainability and resource management* (at the national level 10 financial and economic instruments have been introduced that allow the parks to charge for environmental services; a design and feasibility study; and the creation of a trust fund for protected areas);
- *communications and environmental education*;
- *internal management* (personnel administration); and
- *legal support* (study of land titles, support in the area of sanctions, analysis of the legal status of territories overlapping the 'parks', and of collective landowners in relation to the use of natural resources).

An important instrument has been the formulation of a methodology and standardised format for developing the park management plans.⁶⁵ The first plans were prepared as part of the institutional strengthening programme, and the rest with other support. By the end of 2004 all 49 national parks⁶⁶ had drawn up a plan using a common template. Each plan contains an assessment of the park and its regional context, a zoning proposal to support spatial planning (see footnote 9) processes, and a strategic action plan for managing the park and the buffer zone.

UAESPNN is now working on modified versions of the plans with a special management regime (*Regimen Especial de Manejo*, REM) in areas where there is considerable overlap with indigenous territories. On 25 June 2007 the first REM was signed with ethnic groups in the department of Norte de Santander for the conservation and protection of the area shared by these communities and the Catatumbo Bari National Park.

One significant spin-off has been that the programme has contracted more than 100 consultants on short, medium and long-term assignments, and they have been

⁶⁵ In working with indigenous communities the correct term is '*planes de vida*' or 'plans for life'. The term 'management plan' was unacceptable to those communities as management for them is directly related with ownership and it gave them the idea that they were losing the lands they own to the state and its institutions.

⁶⁶ At the time of the visit there were 52 national parks, since June 2007 there are 54.

able to develop and improve their skills in a wide variety of disciplines. This might also have created goodwill for UAESPNN among professionals who got to know the institution.

5.3.3 Ecofondo

Activity	Creation of a 'Netherlands Fund' at Ecofondo for environmental projects in the Chocó biogeographic region
Activity number	CO004107 (7897)
Implementing organisation	Ecofondo/ local groups and organisations
Period	1/10/2000 - 30/9/2001
Budget	€3,035,606
Objective	Contribute to the protection of the environment, with emphasis on the protection of tropical rainforest and biodiversity, and work up to a sustainable development model for the Chocó biogeographic region by executing relatively small environmental projects.

Activity	Ecofondo – Netherlands Fund for sustainability in the communal forestry sector
Activity number	10320
Implementing organisation	Ecofondo/ local groups and organisations
Period	1/8/2004 - 31/12/2007
Budget	€5,749,516
Objective	Contribute to the protection of the environment, with emphasis on the protection of tropical rainforest and biodiversity, and work up to a sustainable development model for the Chocó biogeographic region and the Colombian Amazon.

Ecofondo was created in 1993 as a private non-profit corporation operating in the public interest. The general assembly of more than 300 member organisations chooses five members of the executive board, which is completed with the Minister of Environment and the director of the National Planning Bureau (DNP). Canada, USA and the Netherlands have channelled substantial funding through the organisation.

Ecofondo has developed a methodology that promotes participatory environmental management, starting with a diagnosis performed by the community itself, and integrates aspects such as organisational strengthening, agro-ecological production and nature conservation. A project on average costs COP 300 million (about €110,000) and takes 24 months to implement. It is important to note is that the Netherlands allows these funds to be administered directly by the community organisations that implement a project, which is much appreciated, helps to build confidence and anchors the project properly in the community.

The first Netherlands Fund at Ecofondo (2000–2004) was designated 100% for the Chocó biogeographic region. The 37 projects that were financed involved activities such as regenerating and protecting natural forests, establishing reserves, restoring and improving traditional production systems according to a strategy

based on agro-ecology and organisational strengthening, establishing agroforestry systems and reforestation, formulating management plans, including spatial planning. An evaluation of the first phase noted that the results were rated highly by the communities, achieved at a very reasonable cost of €43 per beneficiary.

The second Netherlands Fund was established for work in the Pacific, and also to support the environmental programme in the Amazon. Most of the projects are associated with food security (central aspect), the preservation, restoration and protection of forest water sources, natural resources management in the collective territories, and waste management. One interesting aspect was the campaign 'Water as a common good', which aimed to establish access to water as a right, in opposition to moves to privatise water resources.

The main achievements of the two Netherlands Funds at Ecofondo have been:

- diagnoses and inventories of biodiversity; territorial environmental management plans; conservation measures: communal reserves, forest species enrichment;⁶⁷ and reforestation;
- spatial planning and environmental zoning of communal territories and the conversion to an agro-ecological approach to improve traditional production systems;
- strengthening of local organisations, mainly those ethnic-territorial character, accompanied by support for improving food security and sovereignty; and
- significant improvements in rigorous, systematic knowledge to enable Afro-Colombian and indigenous communities to defend their territories, to plan their production systems, and to implement environmental conservation activities. The social and communal nature of these processes guarantees their sustainability, as the forest is a fundamental surrounding and part of the lives of ethnic communities.

At the time of the evaluation a third disbursement for the Amazon was almost ready to be signed and go into action. This last replenishment will finance the activities of communities working with the Amazon programme, and to grow that programme into a more consistent one (the components of CODEBA, SINDAP and ACATISEMA have been working independently). In mid-2006 Ecofondo took over the general coordination of the Amazon programme, which was started by Tropenbos.

Ecofondo is an active member of the National Environment Forum.

5.3.4 FAO

Activity	Programme for Conservation and Rehabilitation in the Framework of Alternative Development
Activity number	CO005004 (7900)
Implementing organisation	FAO
Period	1/12/2001 - 30/11/2006
Budget	€1,535,000

⁶⁷ Restoration of the forest cover through natural regeneration of 'colonising' tree species.

Objective	Lay the foundation for a regional participatory programme for environmental conservation and rehabilitation of the Colombian massif as a strategy to improve the formulation of a plan and its implementation in this strategic eco-region, to be coordinated by the Ministry of Environment and facilitated by the FAO.
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The pilot phase of the FAO programme should not be on the list, although its contribution to TRF was rated 50%. It was conceived to create the basis for the 'Participatory regional programme for environmental conservation and rehabilitation of the *Macizo Colombiano*' (also called *Promacizo*), by strengthening processes and programmes in the Macizo Colombiano region in the Andes that runs from the northern part of the department of Nariño to the south of Tolima. The region's high mountains and *paramos* are strategically important for their water resources. The programme has nothing to do with tropical rainforests and should have been rated 0% TRF.

5.3.5 IIAP

Activity	Strengthening the autonomy of communities in the sustainable management of natural resources in the Chocó
Activity number	CO004104 (7895)
Implementing organisation	IIAP
Period	1/12/2002 - 30/12/2006
Budget	€1,661,962
Objective	Strengthen local organisations and institutions so that communities can take control of the knowledge and processes generated with the development of planned activities to adopt sustainable development models adjusted to their culture and ecological conditions of their territory.

The project (PAC-Chocó) is an exemplary initiative to strengthen the democratic processes whereby four associations – Camizba, Riscales, Delfines and Camawa – of two indigenous and two Afro-Colombian communities in the Pacific rainforests themselves determine how the budget (€1.5 million) will be invested. The total population is about 25,000 and the area covers 450,000 ha.

The Institute for Environmental Research of the Pacific (IIAP) is part of SINA and is well integrated into local society. But this could not prevent difficulties arising during the implementation of a project that gave (for the first time) the communities and their organisations the role as principal implementers. Administrative and technical problems have been part of the learning process for all the participants in this new manner of relating to each other.

The work focuses on production processes, including training and some investments in basic infrastructure. Traditional production systems, as well as new technologies for agro-ecology, animal husbandry, fishing, handicrafts and other activities are promoted. In some communities food security is being addressed.

Within the ecosystem component the communities have established 'sustainable environmental stations' and have worked toward a plan for the management of natural resources. The stations are work spaces for research on flora and fauna, for example, but also for the collection and creation of an in-situ bank of local varieties of food crops. According to IIAP the results have been:

- organisations in charge of administering forest resources have been strengthened;
- forest management plans have been prepared;
- *planes de vida* and ethno-development have been established.

5.3.6 Foundation Gaia-Amazonas

Activity	Strengthening of the state in the eastern Amazon of Colombia
Activity number	CO008203 (7915)
Implementing organisation	Gaia-Amazonas
Period	1/8/2001 - 31/12/2006
Budget	€1,451,942
Objective	Consolidate the social constitutional state in Colombia's eastern Amazon, through capacity building of local authorities and indigenous community boards, aimed at developing and executing alternative models of development and territorial environmental management.

The Foundation Gaia-Amazonas 'has been carrying out activities in the Colombian Amazon for more than 15 years, with the aim of consolidating in the hands of indigenous peoples the administration and conservation of their territories, in accordance with the rights that are assigned to these peoples through international conventions, the political constitution, state policies, and in norms that are being developed'.⁶⁸ The foundation is part of a regional network of NGOs and is well connected internationally.

Gaia has had connections to the Colombia–Netherlands cooperation since 1996/97, and started implementing the project of strengthening of the state in the eastern Amazon in 2001. The Ombudsman and the Consolidation of the Colombian Amazon (COAMA) programme, an NGO, were part of this project,⁶⁹ which promoted sustainable environmental management (through *planes de vida*), citizen participation in decision making regarding their territories, among others. However, conceptual differences between the Netherlands and the founder and director of the NGO brought the cooperation to an end. One of the problems was apparently the predominant role of the NGO.

5.3.7 CIPAV

Activity	Evaluation of carbon sequestration capacity of pasture, agroforestry and silvopastoral systems in the
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⁶⁸ Quoted from: www.gaiafoundation.org/partners/amazonas.php.

⁶⁹ Gaia is the lead NGO in COAMA, and is run from the same offices by the same people. COAMA was also supported by Netherlands ODA during the 1990s in another project

	American tropical forest ecosystem
Activity number	CO010402 (7946)
Implementing organisation	CIPAV
Period	1/11/2001 - 31/10/2006
Budget	€1,381,765
Objective	Contribute to the mitigation of undesirable effects of greenhouse gases on climate, in particular CO ₂ , and to sustainable development and poverty alleviation in vulnerable sub-ecosystems of the American tropical forest ecosystem.

The evaluation of carbon sequestration capacity of pasture and forestry systems in American tropical forest ecosystems is a research project led by the Centre for Research in Sustainable Agricultural Production Systems (CIPAV), in cooperation with Wageningen University in the Netherlands.

This is an interesting project, but according to CIPAV, there are no activities with a direct influence on the rainforest. The research has shown the importance of the forests of the Amazonian piedmont for carbon sequestration. The data gathered will be useful for the appraisal/evaluation of tropical rainforest in the Amazon and promoting conservation based on its function as a carbon sink. CIPAV also remarks as a lesson learned that an implementation component is important in order to balance the scientific components.

5.3.8 Suna Hisca Corporation and Inguedé Foundation

Activity	Agroforestry management in the colonisation area of the Paraguas mountain ridge, Chocó
Activity number	CO004105
Implementing organisation	Corporation Suna Hisca
Period	20/2/2000 - 19/2/2002
Budget	€97,851
Objective	Contribute to the development of forest management in the colonisation areas of the mountain range of Los Paraguas, Chocó biogeographic region.

Activity	Protection of biodiversity of the Chocó through the sustainable production of non-timber forest products
Activity number	CO004106 (7896)
Implementing organisation	Inguedé Foundation
Period	15/3/2000 - 31/12/2002
Budget	€76,259
Objective	Development of sustainable production strategies for non-timber forest products by local communities to strengthen processes of sustainable management and conservation of forest and biodiversity in the Gulf of Tribugá and Cabo Corrientes area (Chocó).

Previously, the Suna Hisca corporation implemented a small bilateral initiative called '*Chocó Biogeográfico: agroforestry management in the colonisation zone of the mountain ridge Los Paraguas*', which ended in 2002. Although the evaluation

team intended to visit the organisation it could not be located. A brief document describes the final results of the project, which compiled (environmental) information for dissemination among local groups (farmers, cattle raisers and indigenous communities) and external actors. This was apparently considered a first step, but was not followed up.

More or less during the same period (2000–2002), the Inguedé Foundation was executing a project to develop strategies for improving production and commercialisation of non-timber forest products (NTFPs), with communities of the Gulf of Tribugá and south of Cabo Corrientes, Chocó. The project addressed three aspects of NTFPs: improving added value (through better design and more appropriate technologies); marketing (distribution, price-setting, promotion, etc.); and broadening knowledge of species and sustainable rates of extraction from the rainforest.

The project documents indicate it has made an interesting contribution, due largely to the enthusiasm of the NGO staff. A relatively large amount of work was done efficiently and effectively. The long-term impact will depend on whether Inguedé receives continued support.

5.3.9 Embassy funding

Until 2001 the Netherlands embassy administered a local environmental and project fund that financed small, short-term activities taking no longer than a year to implement, and preferably supporting the larger environmental programme. No information was found on the specific activities developed. The fund no longer exists.

Other initiatives funded by the embassy that should be mentioned in the context of this study include the National Environment Forum (FNA), an alliance of eight organisations – Tropenbos, GTZ, Friedrich-Ebert Stiftung, Los Andes University, Fundación Alejandro Angel Escobar, Fundación Natura, and Ecofondo. The FNA was created in 1997 to serve as a permanent platform to reflect on the integration of the environmental dimension into Colombian development policies, and as an interested party for countervailing action and maintaining a balance between organisations supported by the Netherlands. Since 2005 the Netherlands government has supported the FNA with small grants (as of 2006 amounting to €40,000). The forum has existed for only 10 years, but through its work critically following politicians and legislators with regard to the environmental dimension of national policies, it has become well known and respected in the country.⁷⁰

5.3.10 Support for project formulation and evaluation

The portfolio of projects selected for this evaluation included some finance to support activities such as project formulation and monitoring and evaluation (M&E). Most of these activities involve contracting specific expertise, but have no direct influence on rainforests and are not analysed here. Examples include

⁷⁰ Not least because of the active role of its president, Manuel Rodríguez, Colombia's first Minister of Environment, a sharp and critical thinker as well as a gifted writer.

projects CO004102 (AgroEco), CO005305 (UAESPNN) and CO008202 (COAMA, see Annex 4).

One project is mentioned here because it caused some discussion, namely the 'Concerted formulation of the design of the project for the conservation strategy of the *Chocó Biogeográfico*'. The NGO Fundación Natura started a feasibility study on the basis of its experience in the region, but some communities started to protest because the (external) NGO apparently did not give them sufficient credit. The communities informed the Institute for Environmental Research of the Pacific (IIAP) that they liked the project being prepared, but did not want Fundación Natura to implement it. Later, two project proposals were presented to the embassy, one by IIAP and the other by the Fundación Natura. During a meeting with all parties involved, it was decided that IIAP would implement the project, and not Fundación Natura. This is a good example of how end-users can change the course of a project.

5.4 Regional and worldwide RTR commitments

Table 14 shows the regional and worldwide activities linked to tropical rainforest in Colombia that received funding from the Netherlands government over the period 1999–2005. Activities have been implemented by multilateral organisations (GEF/World Bank, FAO, UNCTAD) or by NGOs (NC-IUCN, IUCN International, Both ENDS, Tropenbos International, World Rainforest Movement). As defined in the TOR, bilateral projects with less than 50% attributed to tropical rainforests have been excluded from the study, but regional and worldwide programmes are slightly different as the percentage can be lower for the programme as a whole, but a larger proportion of activities in the country can be attributed to rainforests.

The column 'TRF 1999–2005' shows regional and worldwide amounts; it was not possible to separate the details of amounts budgeted or spent in Colombia, except for the Tropical Rainforest Programme of the Netherlands Committee of IUCN (NC-IUCN). In this case, out of the global budget of €9,256,511, NC-IUCN spent €330,649 on eight projects in Colombia (see table 14).

The coherence and coordination of bilaterally financed activities and those funded by the Netherlands government via international or multilateral organisations varies. Some multilateral projects and programmes are coordinated with bilateral activities, others are not. IUCN and NC-IUCN do not seem to be in close contact, whereas Nuffic, Tropenbos and FAO maintain regular contact with the embassy and the geographically or thematically related projects, as does Both ENDS, but to a lesser extent. Also, efforts are coordinated with the World Bank and GEF.

Table 14. Regional and worldwide activities financed through Netherlands ODA in Colombia started in the period 1999–2005, with commitments related to RTR policy objectives.

Project Title	Responsible organisation	Date Start	Date End	Total budget	TRF 1999–2005	% TRF
Regional activities in Latin America						
Financing Mechanisms	FAO	01-11-04	30-06-07	€454,993	€225,798	100
Financing Strategies	ECLNV	01-11-04	31-10-06	€14,000	€5,000	100
Puembo II Initiative	DMW/BBI	01-09-05	31-08-07	€620,643	€0	50
Guyana Shield Initiative, Phase I	NC-IUCN	01-12-00	31-12-05	€1,018,126	€1,018,125	100
Guyana Shield Initiative, Evaluation of phase I	NC-IUCN			€819,000	€0	100
Regional Workshop on forest policy in development cooperation	DGIS	01-12-01	31-12-04	€36,220	€21,050	50
Total				€2,962,982	€1,269,973	
Worldwide activities						
TMF Coherent actions for sustainable livelihoods II	Both ENDS	01-10-03	31-12-07	€3,470,556	€147,448	10
GEF-3/Replenishment	World Bank	01-01-03	31-12-12	€90,542,529	€434,443	10
Tropenbos Programme 2000–2004, phase IV	Tropenbos International	01-01-00	31-12-00	€1,452,097	€1,452,096	100
Tropenbos Research Programme 2001–2005	Tropenbos International	01-01-01	31-12-06	€9,075,604	€8,970,688	100
Programme support IUCN 2000	IUCN International	01-01-00	31-12-00	€2,462,030	€984,812	40
DGIS-IUCN Framework Agreement 2001–2004	IUCN International	01-01-01	31-12-05	€10,436,944	€2,087,389	20
Advising on implementation of RTR and multilateral development cooperation	NC-IUCN	10-05-99	25-05-99	€9,265	€9,265	100
The Tropical Rainforest Programme	NC-IUCN	01-05-01	30-04-06	€9,256,511	€9,256,511	100
Tropenbos Associate Experts Programme 2002–2005	Tropenbos International	01-01-02	31-12-06	€1,659,932	€606,759	50
Global Forest Coalition	WRM	01-05-01	31-12-04	€566,453	€210,703	35
Participatory methods of sustainable forest management Latin America	CODERSA	01-08-01	31-12-05	€252,585	€132,693	50
UNCTAD Biotrade Initiative	UNCTAD	01-07-03	31-12-06	€2,166,750	€55,425	5
Total				€131,351,256	€24,348,232	

5.4.1 Regional programmes

5.4.1.1 FAO

Activity	Financing Mechanisms
Activity number	10444 (FAO GCP/INT/953/NET)
Implementing organisation	FAO
Period	1/11/2004 - 30/06/2007
Budget	€454,993
Objective	Broadening of the financial basis for sustainable use and protection of forests in Latin America and contribute to poverty reduction and sustainable development in countries in the region.

Curiously, during a meeting in Bogotá, the FAO delegation could not provide information on the project of financial mechanisms (FAO GCP/INT/953/NET).

5.4.1.2 NC-IUCN

Activity	Guiana Shield Initiative, Phase I
Activity number	RL024101 (3400)
Implementing organisation	NC-IUCN
Period	1/9/2000 - 1/3/2002
Budget	€1,018,126
Objective	Building the foundations for ecologically and financially sustainable development in the Guiana Shield to preserve it for indigenous peoples who depend on these ecosystems for their traditional lifestyles and for global public functions.

In the Guiana Shield Initiative, phase 1, Brazil, Colombia, Guyana, Suriname, Venezuela worked together to assess the status of nature conservation, natural resource management and the needs of the local population in this eco-region. They also developed a proposal for future institutional and financial arrangements for coordination between the countries, including the establishment of a Guiana Shield Sustainable Development Corporation.

The evaluation team was unable to access detailed information on the operation or the results of the programme, but the barriers to be overcome are significant. The first limitation is logistics in an extensive region with little infrastructure and connecting transport facilities; second, communication among these countries is difficult due to language, as well as the lack of relations in the past. In recent years Brazil has taken more interest in the Amazon watershed so these nations may gradually start to integrate their efforts.

5.4.2 Worldwide programmes

Tropenbos

Activity	Tropenbos programme 2000–2004, phase IV
Responsible organisation	Tropenbos Foundation
Activity number	WW026805
Implementing organisation	Tropenbos Foundation/ local communities
Period	1/1/2000 - 31/12/2000
Budget	€1,452,097
Objective	1) Training and capacity building; 2) Disseminate results and create added value by coordinating programmes at different sites. <i>Colombia specific:</i> 3) Sustainable use and domestication of NTFPs by local communities; 4) Protection of biodiversity and management of protected areas; 5) Contribute to sound land use; 6) Encourage and prepare indigenous people to restore, appreciate, preserve and use their traditional surroundings and knowledge; 7) Coordinate scientific research programmes.

Activity	Tropenbos Research Programme 2001 - 2005
Responsible organisation	Tropenbos Foundation

Activity number	WW026807
Implementing organisation	Tropenbos Foundation/ local communities
Period	1/1/2001 - 31/12/2006
Budget	€9,075,604
Objective	1) Contribute to the protection and sustainable use of tropical rainforest within the scope of sustainable development by generating knowledge, understanding, methods and technologies; 2) Increase professional capacity. <i>Colombia specific:</i> 3) Sustainable forest management and use of non-timber forest products; 4) Management of protected areas; 5) Sustainable land use.

The Tropenbos Foundation, part of Tropenbos International, is responsible for the programme in Colombia. The Tropenbos-Colombia proposal was submitted in 1985, and Tropenbos began its work in the Amazon in 1986, at first focusing on the region of Araracuara, and later extending to other areas. The main areas of interest include:

- territorial planning (land-use planning with indigenous communities);
- research for management planning in national protected areas;
- structural and functional ecology of tropical rainforest ecosystems; and
- indigenous research for cultural recovery.

The research methodology used by Tropenbos is based on what is called *el diálogo de saberes* (dialogue between two types of knowledge: indigenous and scientific), which is done by establishing horizontal relations and accepting researchers from local communities as equals. The approach involves examining the interrelationships between physical, biotic and socio-economic components of an area. Tropenbos is testing participatory processes that result in collective action at different levels to encourage development in areas of tropical rainforests.

Over the years, Tropenbos and its researchers have been acknowledged for their work, and its opinions about tropical ecosystems in general and the Amazon rainforest in particular are well respected. The acceptance and influence of Tropenbos at the national level is evident from its participation in the National Environment Forum (FNA), of which it is one of the founding members. The FNA is a high-level platform where organisations and experts can discuss environmental issues; it receives embassy funding (see also section 5.3.9).

The annual budget of Tropenbos in Colombia is USD 200,000–350,000, which is a small amount considering the wide range of interesting activities and research it has developed. Its success can also be judged from the regular requests it receives from organisations in other parts of the country for support on matters related to participatory research methodologies, rainforest management and conservation, among others.

Tropenbos is mostly financed through core funding from the Netherlands government through the office in Wageningen. Between 2004 and 2006 Tropenbos acted as the coordinator of the bilateral project 'Strengthening of communal

autonomy around life, territory and environment in Amazonian sub-regions' (*Programa Amazónico*), but after two years Ecofondo took over, and will strengthen the programme with investments financed from the third Netherlands Fund.

IUCN International

Activity	Programme support IUCN, 2000
Activity number	WW027107
Implementing organisation	IUCN International
Period	1/1/2000 - 31/12/2000
Budget	€2,462,030
Objective	Influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.

Activity	Programme support in 2000
Activity number	WW027108 (3427)
Implementing organisation	IUCN International
Period	1/1/2001 - 31/12/2004
Budget	€10,436,944
Objective	Same as above

The Netherlands has traditionally been one of the principal partners of IUCN, providing funding in the form of core contributions and programme finance. With regard to programme support in 2000 to IUCN International, the evaluators were unable to obtain any information about any activities developed in Colombia.⁷¹ Therefore no analysis has been made.

NC-IUCN

Activity	Third phase of the Tropical Rainforest Programme (TRP), or small-grants programme tropical rainforest
Activity number	WW073906 (3447)
Implementing organisation	NC-IUCN
Period	1/5/2001 - 30/4/2006
Budget	€9,256,511
Objective	Protection and sustainable management of tropical rainforests, including poverty among local communities, and international consultation and networking, through projects drawn up and executed by NGOs.

Parallel to the support to IUCN International, contributions are given to the Netherlands Committee of the IUCN (NC-IUCN) in the Netherlands. Of the €9.3 million provided for the worldwide NC-IUCN Tropical Rainforest Programme (TRP support in the framework of the RTR policy), €330,649 (3.6%) was spent on eight projects in Colombia (listed in table 15). Although financed under the Tropical Rainforest Programme, three of the projects – implemented by Fundación

⁷¹ Neither the documentation or contacts in Colombia, or repeated requests sent to the regional director of IUCN South America in Quito yielded any information.

Farallones, Fundager and Fundaexpresión – focused not on rainforests but on other types of forest in the Andes. The initiative of the Corporación Futuro para la Niñez was located in the Andes, close to the city of Medellín.

Table 15. All activities of NC-IUCN in Colombia started in the period 1999–2005, part of the worldwide Tropical Rainforest Programme.

Project Title	Implementing Organisation	Date Start	Date End	Budget
Capacity building and development of the 'Plan de Vida'	Fundación Gaia Amazonas	01-01-02	01-01-05	€35,000
Conservation of endangered species and establishment of multifunctional forest	Fundación Farallones	01-01-02	01-01-05	€53,570
Toolkit of economic valuation techniques	IUCN/SUR	01-05-02	01-09-02	€28,100
Conservation of 400 ha cloud forest	Fundager	01-05-02	01-11-03	€36,115
Regional framework for the conservation of the Antioquia forests	Corporación Futuro para la Niñez	01-05-02	31-12-02	€9,100
Protection of ecosystems of the tropical rainforest	Fundación Etnollano	01-09-02	01-09-04	€85,000
Environmental education through indigenous knowledge	CRIVA	27-10-02	01-04-04	€57,250
Conservation and sustainable management of the Andean forest, Floridablanca	Fundaexpresión	01-05-03	01-05-04	€26,514
Total Amount				€330,649

In 2004-06 NC-IUCN also contributed €10,000 to the project 'Conservation of the Wetlands of the Corridor Bita River–Tuparro National Park', implemented by the Fundación Omacha. This is not part of the TRP but is funded from the Small grants for Wetlands Programme (SWP).

GEF

Activity	GEF-3/Replenishment
Activity number	WW022609 (3424)
Implementing organisation	GEF/ World Bank
Period	2002–2006
Budget	€90,542,529
Objective	1) Preservation of biodiversity; 2) Tackling climate change; 3) Tackling pollution of international waters; 4) Diminishing the depletion of the ozone layer

The third replenishment of the GEF represents the Netherlands contribution (2003) to the implementation of several conventions. According to the list of projects on the GEF website (www.gefweb.org) in the period 2003–2005, no single country, regional or global project approved and/or executed in Colombia was directly related to rainforests. Thus, in this case, tropical rainforests have not benefited.

The Colombia–Netherlands cooperation does coordinate with the GEF, particularly in relation to initiatives implemented through the World Bank, with which the Netherlands embassy has a good and regular relationship. There was the first phase of GEF-Andes programme with the Alexander von Humboldt Institute

(IAvH), which was co-financed by the Netherlands. Also, in the Mataven project (Amazon) GEF conducted a study of the conservation and sustainable development of the Mataven Forest by indigenous communities, where later the Netherlands supported Etnollano, a local NGO.

UNCTAD Biotrade Initiative

Activity	UNCTAD Biotrade Facilitation Programme for Biodiversity Products and Services (BTFP)
Activity number	WW208301 (3307)
Implementing organisation	UNCTAD
Period	1/7/2003 - 31/12/2006
Budget	€2,166,750
Objective	Stimulate trade and investments in natural resources to meet the objectives of the Convention on Biodiversity: conservation and sustainable use of biodiversity and equal distribution of the revenues from these resources.

Although only 5% of the activities of the UNCTAD Biotrade Initiative contribute to the RTR policy, it is considered important and has therefore been included in this evaluation. It is part of three projects related to biotrade, all of which have received Netherlands support: the UNCTAD Biotrade Initiative, the GEF-Andes Programme and the Biotrade Colombia Fund.

The biotrade theme received significant initial support from the Andes project of the Alexander von Humboldt Institute (IAvH), financed by the World Bank/GEF and the Netherlands. Although at first the activities focused on the three Andean mountain ranges, they constituted an important first step to establish the concept, which has now been extended to the whole of Colombia. The activities included an analysis of the possibilities for and regulatory limitations on the use of resources for biotrade; a study of the criteria for certification of biotrade products; a directory of potentially interested institutions and clients; and a methodology for identifying promising products. These and other activities (not restricted to the Andes region) led to a nationwide vision of sustainable biotrade.

The Biotrade Colombia Fund (*Fondo Biocomercio*, FBM) was launched in December 2005 to provide loans, factoring and risk capital for enterprises dedicated to biotrade (www.fondobiocomercio.com). The Fund was created with the support of the GEF-Andes project of IAvH. The Netherlands has supported the preparation of the new organisation through several projects, e.g. by financing consultancies regarding the establishment of the Fund and producing technical studies and manuals. Sustainable biotrade projects related to forests include:

- nature-based tourism – ecotourism;
- wood products;
- natural non-timber forest products; and
- agricultural systems that contribute to conservation.

Both ENDS

Activity	TMF Coherent actions for sustainable livelihoods II
Activity number	7451

Implementing organisation	Both ENDS
Period	1/1/2004 - 31/12/2007
Budget	€3,470,556
Objective	Stimulate sustainable livelihoods by supporting 15 NGOs working in this area, by means of a) direct services, b) promoting strategic cooperation between these NGOs, and c) developing combined policy proposals.

The programme 'Theme-based co-financing (TMF) coherent actions for sustainable livelihoods II' (7451), coordinated by the Dutch NGO Both ENDS, is a worldwide programme to promote sustainable livelihoods that supports 15 NGOs working in this area. No information was obtained on the activities that were financed and realised by Both ENDS in Colombia, if any.

Nuffic

The activities of Nuffic in Colombia are not included in the list of selected projects because they are not reported as contributions to the RTR policy. In 2004 the embassy and Nuffic⁷² prepared the 'Programme for institutional strengthening of post-secondary education and training capacity', for the period 2005–2009. This was done along the lines of the environment and good governance, human rights, and peace sector programmes (see section 4.3.2). Table 16 shows the three projects being executed under the environmental component.

Since these programmes are very relevant to forestry, it is recommended that Nuffic's activities be considered as part of future RTR efforts.

Table 16. Nuffic's environmental programme in Colombia, 2005–2009^a.

Project Number	Colombian institution	Netherlands counterpart	Project	Date start	Date end	Total budget
NPT/COL/073	UTCH	WUR- Alterra	Generation of capacities at the <i>Universidad Tecnológica del Chocó</i> for local environmental management and organisation of production, focusing on sustainable production chains in the context of ethno-cultural diversity in Chocó department.	01-Jan-05	31-Dec-08	€1,750,000
NPT/COL/075	SENA	Larenstein	Integrated urban and rural environmental management and sustainable production chains for the cultural and organisational strengthening of ethnic groups and farmer populations.	01-Jan-05	31-Dec-08	€4,493,036
NPT/COL/100	UNAL- Amazonia	Tropenbos International	Strengthening knowledge and environmental management in the Amazon region.	01-Apr-05	31-Mar-09	€1,191,710

^a Nuffic has three other projects in Colombia, focused on the sector programme of good governance, human rights, and peace.

⁷² No information was obtained about the existence of the operation of Nuffic in Colombia before that time.

5.5 Field visit to Colombia and project survey

The visit to Colombia gave a unique opportunity for the evaluation team to meet with key actors, for which the Netherlands embassy staff provided useful assistance. The consultants were able to take a close look at how issues such as environmental management, rainforest conservation and poverty alleviation through rural development are conceived and addressed.

Based on discussions with project implementers and beneficiaries, scientists and professionals, politicians, international experts and sector specialists, combined with analyses of written information, it appears that the 'paradigm shift' in rural development and nature conservation has been accepted in Colombia and by the project implementing agencies. This 'paradigm shift' has been described as follows:⁷³

- 'A shift from knowledge generation alone as a final objective to a means to achieve change; from 'research' to 'action research'; from a focus on technology to a focus on people.
- A shift from mainly reductionist analysis (understanding the parts) to systemic analysis (understanding the relationships between the parts).
- A shift from mainly 'hard systems analysis' (improving the efficiency of the system) to also 'soft systems analysis' (determining the nature of the 'system' and desirable outcomes).
- A shift from thinking of participation as a question of 'consulting beneficiaries' to one of 'facilitating stakeholders', where interactions between the range of actors and interest groups result in joint analysis, planning, and hence collective action.
- A shift from teaching to learning; from being taught to learning how to learn; from individual learning to social learning.'

Although it has been (and still is) a path of ups and downs, it seems these new concepts and methodologies are becoming part of daily practice, not just within organisations such as Tropenbos and Ecofondo, but also within the institutions of SINA, most notably the National Park Administration (UAESPNN). As coordinator of the National System of Protected Areas (SINAP), UAESPNN has a huge territorial mandate. The fact that it accepts and applies such shifts in its work in protected areas is crucial for sustainable management of natural resources. In their analysis, UAESPNN credits the support it has received from the Colombia–Netherlands cooperation.

Eleven of the agencies implementing bilateral projects were asked to complete a questionnaire with eight questions (see Annex 5). Ten completed questionnaires were returned, covering 19 projects (some organisations are executing more than one project). First, they were asked to indicate which thematic areas best described their project activities. The areas were chosen with reference to the nine RTR policy lines and poverty reduction, thus responding to the question of the

⁷³ International Centre for Development-oriented Research in Agriculture (ICRA), Wageningen: www.icra-edu.org/page.cfm?pageid=ardwhat

relevance of projects and activities to the RTR policy. Because the projects were selected on the basis of screening and the project appraisal memoranda, it was expected that they would all be relevant; if not, something would be quite wrong. The results are presented in table 17.

Table 17. Assessment of the relevance of themes to the RTR policy in Colombia–Netherlands cooperation projects.

Field/ thematic area	Relevance ^a			No answer
	1	2	3	
Active protection of the tropical rainforest	1	4	5	-
Spatial and land-use planning	-	1	9	-
Sustainable production systems for the local population	-	5	5	-
Non-timber forest products	-	8	1	1
Chain of custody/ forest certification	7	-	-	3
Ecosystem restoration/ regeneration/ reforestation	3	2	3	2
Institutional/ legal strengthening	1	2	7	-
Development of local capacities/increasing local participation	1	2	7	-
Strengthening political and social support for conservation and sustainable management	1	2	7	-
Research into conservation and sustainable use of forest	2	3	5	-
Poverty reduction ^b	2	2	2	4
Others:				

^a 1: not relevant; 2: some relevance; 3: very relevant.

^b Scores are low because by accident only six projects (should have been 10) received and responded to a version of the survey that included the aspect of poverty reduction.

All of the thematic areas are relevant to the projects in some way, but some stand out because of their very high or very low relevance. In the latter case, clearly very little has been done regarding aspects of **forest certification and chain of custody control**: seven projects answered that this was not relevant and three did not react at all. This is probably explained by the fact that most activities focused on natural forest conservation and not on production related to wood and plantation forestry. The issue of conservation-friendly non-timber forest products was of 'some relevance' for eight projects.

The theme deemed the most relevant was **spatial and land-use planning** (for 9 out of 10 respondents this was very relevant). Connecting this with some of the responses during interviews, this is a logical step after the government's major effort to regulate and organise collective land titles for indigenous and Afro-Colombian communities,⁷⁴ most of whom live within the rainforest. More secure land tenure is considered a prerequisite for sustainable resources management, and through the projects is addressed both at the local level (e.g. resolving conflicts over the boundaries of protected areas; agreeing on common interests; preparing

⁷⁴ The 1991 Constitution and Law 70/1993 (recognising Afro-Colombian communities living in the Pacific Basin as ethnic groups and their collective territorial rights) and Decree 1745 of 1995 (stipulating how ethnic territorial claims must be put forward and defining what constitutes an Afro-Colombian ethnic group).

joint management plans) as well as in national institutions. The activities developed in the TRF projects are intended to meet a real felt need. The environmental authorities with a territorial mandate understand and accept the need to reach agreement with the landowners; in the case of rainforests, the most important (because of the large tracts of land concerned) are indigenous and Afro-Colombian communities living within the forest and having collective land titles with overlapping protected areas. The UAESPNN is a good example of this.

The above is an indication that indirectly (through spatial and land-use planning) most RTR activities under the Colombia–Netherlands cooperation are linked to poverty and poverty reduction. Poor people tend to be highly dependent on natural resources for their livelihoods, so that property rights (communal or private, formal or informal) not only lay the foundation for adequate management of the rainforests, but also contribute to income generation.

The themes that are seen as very relevant for most projects (7 out of 10) include:

- institutional/legal strengthening;
- developing local capacities/increasing local participation;
- strengthening political and social support for conservation and sustainable management; and (to a somewhat lesser extent)
- research into conservation and sustainable use of the forest.

Something that did not come out of the survey, but from the interviews with project implementers, government officials and environmental experts has to do with the relevance of rainforest-related projects funded by the Netherlands for Colombia. No one argued against it, either in general or specific projects, but most were very enthusiastic. Some even stated that the Netherlands had helped to ensure that the environment did not disappear completely from the political agenda, particularly in the period 2002–2006 when the environment lost a lot of its importance.

Last, but not least, an important finding of the survey concerned **poverty reduction**. Of the ten organisations, only two of the six that responded (33%)⁷⁵ felt that it was very relevant to their projects, the same number that considered it not relevant and of 'some relevance'. Looking at these results in more detail, it is understood that projects working on institutional issues at the national level consider their work not (directly) relevant to poverty reduction, whereas those working at the grassroots level, directly with local and indigenous communities, considered their projects very relevant. This confirms the findings of the desk study of appraisal memoranda that almost all projects include poverty reduction activities, but it is never the main goal.

The interviewees also raised some interesting issues. One in particular that was repeated several times was the fact that the indigenous inhabitants of the rainforest are not considered among the poorest. Besides, the concepts of poverty are

⁷⁵ The four that did not answer had by accident received and responded to a copy of the first version of the survey that did not include the aspect of poverty reduction.

different. Many of these communities do not consider themselves poor, but they do want to improve their well-being and to participate in markets to generate income. The sustainable production activities are therefore essential.

The fact that **sustainable production systems for the local population** are considered to have 'some relevance' in 50% of projects, and are 'very relevant' in the other half, is an indication that all of the projects value activities that improve the economy, the environment and the well-being of communities. A specific type of sustainable production is that of **non-timber forest products**, which in almost all projects is considered of some relevance (8 out of 10), and in one case 'very relevant'. It seems to be generally accepted that conservation and sustainable use should be integrated activities. The fact that production activities are included in the projects is a correct measure; one of the lessons learned from the World Bank's Natural Resources Management Programme⁷⁶ is that sustainable production systems complement land titling and spatial planning, and all are necessary to ensure the well-being of communities (Ng'weno, 2000).

Other relevant project themes (each mentioned by just one respondent), included:

- developing national scientific capacities;
- strengthening governance in ethnic territories with valuable tropical rainforest;
- strengthening the capacities of leaders and decision makers in conservation and sustainable use;
- efficient transfer of financial resources for conservation;
- community development based on principles of environmental sustainability;
- regional planning for conservation; and
- environmental education and training.

5.5.1 Comparison of desk study and survey findings

Finally, the evaluators compared the outcomes of the screening of the projects and activities related to the nine RTR policy lines, done as part of the desk study of project appraisal memoranda (Bemos), with the findings of the field visit and survey in which the implementers assessed the themes of their projects. The initial appraisal memoranda are generally prepared by the donor, while the survey elicited the views of the executing agencies in Colombia during or after project implementation. It was expected that this comparison of projects at different moments in time by these different actors would reveal interesting differences.⁷⁷ However, the results were very similar with regard to both the themes and their relevance, as shown in table 18.

⁷⁶ The Natural Resources Management Programme (NRMP) grew out of the Tropical Forestry Action Plan for Colombia (TFAP/PAFC).

⁷⁷ E.g. one could have a situation where the appraisal was not based on the wishes, needs and/or expectations of the Colombian government or the implementing organisation, causing disruption during implementation, such as by assigning greater or lesser importance to a specific theme/aspect/policy.

Table 18. Comparison of RTR policy themes based on the screening of project appraisal memoranda and the survey of project implementers.

RTR policy lines (appraisal memoranda/desk study)	Total	Field/thematic area of work (survey)	High Relevance
1. Actively protect tropical rainforests and other highly prized forests (old-growth forests).	46 (1)	Active protection of the tropical rainforest	5 (3)
2. Offer no cooperation to projects and developments that (could) harm the rain forest or other highly prized forests.	0		
3. Promote land use planning, land division and sustainable agriculture and forestry.	40 (2)	Spatial and land-use planning	9 (1)
		Sustainable production systems for the local population	5 (3)
		Non-timber forest products	1
4. Trade in tropical wood: the management of the entire production chain from sustainable logging through to the consumer by encouraging the development and implementation of long-term wood production plans and other instruments.	2	Chain of custody/ forest certification	-
5. Stimulate local, national and international (re)forestation projects for forest recovery using the ecosystem approach.	0	Ecosystem restoration/ regeneration/ reforestation	3
6. Strengthen institutions and legislation and increase participation by local populations.	32 (3)	Institutional/ legal strengthening	7 (2)
		Development of local capacities/ increasing local participation	7 (2)
7. Strengthen political and public support for conservation and sustainable management.	22 (4)	Strengthening political and social support for conservation and sustainable management	7 (2)
8. Improve economic relationships and relieve debt.	0		
9. Increase opportunities to pursue national and international policy aimed at strengthening and sustainable use of forests by strengthening research and institutions.	12	Research into conservation and sustainable use of the forest	5 (3)
		Poverty reduction	2

When considering the numbers presented in table 18 we have to be clear that they represent different things because the scores were obtained using completely different methodologies. Thus the scores in column 2 (desk study) with those in column 4 (survey) can not be directly compared. But the table can be used to determine within each of the two analyses (desk study and survey) which are the main field or themes and then compare these rankings (the ranking of each policy/theme is given in parentheses).

When looking at the highest rankings (shaded cells in table 18)⁷⁸ the same fields are regarded as the main themes of the Colombia–Netherlands TRF initiatives in both analyses:

- active protection of tropical rainforest;

⁷⁸ Taken into account are the rankings with a score of 50% or more of the maximum score, so for the desk study all over 23 (50%*46), for the survey 4.5 (50%*9).

- spatial and land-use planning;
- institutional/legal strengthening and development of local capacities/increasing local participation;
- strengthening political and social support for conservation and sustainable management;
- research into conservation and sustainable use of the forest (scores in the survey, but not in the desk study).

Slight differences in emphasis are in the first two fields. Whereas the appraisal memoranda expected the largest number of projects to involve active protection of rainforest, by far the most relevant fields of work according to the project implementers are spatial and land-use planning and sustainable production systems. It seems that the projects are not focused on 'forestry' as such, but on the more general context of planning and organisation of natural resource management and rural development. Although rainforest protection is the main driving force, the projects are more concerned with finding ways to achieve that, such as by removing obstacles and or reducing limitations. For example, adequate conservation of forest resources is more likely to be achieved through proper land-use planning and/or management plans (*planes de vida*), and in areas where local populations have sustainable production systems the rainforests can be expected to be less affected.

Finally, research into conservation and sustainable use of the forest is seen as more important by those implementing the projects than comes out of the screening of appraisal documents. This is the aspect with the biggest difference; in the desk study it was not in the 50% highest scores, but quite a bit lower.

Overall it can be concluded that the TRF projects being implemented in Colombia fulfil the expectations set out in the appraisal memoranda (Bemos) to a very high degree.

6 Findings and conclusions

This final chapter summarises the main findings of the evaluation of Netherlands-funded activities related to the conservation of tropical rainforests in Colombia, with regard to their relevance, efficiency and effectiveness.

6.1 Relevance

Taking into account the results of the country study, the following aspects of relevance can be identified:

1. The RTR policy objective of contributing to the conservation and sustainable management of forest ecosystems is very relevant to Colombia as it can be found in the environmental chapter of the National Development Plan, where all six structural themes are linked to the conservation of rainforests, as follows:

- environmental planning within territorial management;
- integrated management of water resources;
- knowledge, conservation and sustainable use of biodiversity;
- promotion of competitive and sustainable production processes;
- prevention and control of environmental degradation; and
- strengthening of SINA for environmental governance.

The rainforest projects and activities implemented in Colombia between 1999 and 2005 under the RTR policy have concentrated their efforts on:

- active protection of tropical rainforests;
- sustainable use;
- institutional strengthening and participation;
- strengthening political and public support for conservation and sustainable management.

Clearly there is a strong and direct relationship between the objectives of the Netherlands-funded TRF projects and Colombia's political priorities.

2. All the Netherlands-funded TRF activities met existing requirements of the Colombian government and are therefore relevant. The projects supported through the Ministry of Environment and SINA are well connected with the National Development Plan and the sector policy. This notion was reinforced by some of the sector experts interviewed, who confirmed that national efforts to protect Colombia's natural resources would have been much less effective without this support, especially between 2002 and 2006.

3. The evaluation has found that the TRF projects are locally owned, some more than others. Most difficulties have been observed where institutional/organisational continuity has been poor, e.g. in the Ministry of Environment, when most programmes suffered from the changes. At the same time, as the 2005 report of the Comptroller General indicates with regard to the environmental sector, in difficult times, international cooperation such as that provided by the Netherlands can help maintain continuity. This is another indication that the activities are relevant for Colombia.

4. Another indication that the Netherlands ODA is probably seen and felt as relevant by the Colombian government is the fact that since 1999 the general budget has been growing, including the environmental component. It would be odd for a government to accept such an increase if it was not pleased with it.

5. At present, the bilateral cooperation has supported several organisations whose rainforest projects or programmes are in their second or third phases, for example, the Ministry of Environment (which had two and has now signed the SWAp), Ecofondo (which will soon start its third replenishment), UAESPNN (the National Parks Administration has been involved in seven projects with the Netherlands), and the Environmental Research Institute of the Pacific (IIAP). No doubt the approval of these further phases indicate that the Colombian government sees a

proper use for this part of the Netherlands cooperation within its own national plan.

6. With regard to the design and objectives of the Netherlands Ecofondo programmes, the support of the Netherlands for a concept in which the community groups administer the financial resources and implement projects themselves is not only innovative but also invaluable when it comes to linking to local needs and priorities.

7. The RTR policy and the activities financed under it are consistent with the necessities of Colombia for another reason. As the analysis of the country study has shown, the main principles of the RTR policy are common goals for professionals in the field of forestry, biodiversity, sustainable management of natural resources and the environment, not just in the Netherlands but also in Colombia and in other countries worldwide. Thus, as the findings of the survey of project implementers – including the Ministry of Environment, UAESPNN and other government institutions – show that they all underwrite the same principles and concepts, it is clear that the TRF projects analysed here are relevant for Colombia and its population.

8. One organisation is mentioned as a specific example of the relevance of another aspect of TRF cooperation. The National Parks Administration (UAESPNN) was going through hard times when the institutional strengthening programme funded by the Netherlands began. The programme has been a lifeline for UAESPNN, which was under a lot of pressure (to disappear/ dissolve/ merge), but is now probably the best organised and prepared government authority in the field of nature conservation.

9. Although not the first interest or aim of this evaluation study, but rather something you would expect to find, it is worth noting that the project activities implemented were in line with the RTR policy. The intentions of the project appraisal memoranda (Bemos) have been executed accordingly.

10. The RTR policy objectives that have been applied very little in the Netherlands-funded TRF activities in Colombia concern the trade in timber (sustainable logging and forest certification, policy line 4) and restoration/ reforestation (policy line 5). Here the question is not whether the aid has been consistent, but if Colombia recognises these aspects as relevant for its development priorities. The environmental cooperation of which TRF forms part is channelled through the Ministry of Environment and SINA, whereas timber production and trade, as well as plantation forestry, are the concern of the Ministry of Agriculture.

11. Although poverty reduction is a major objective of the Colombian government, as well as Netherlands development cooperation, the TRF projects and activities did not include this as an explicit goal. Therefore the relevance cannot be determined.

6.2 Efficiency

1. A rough calculation of the areas where the Colombia–Netherlands cooperation has been involved in rainforest conservation seems to indicate that the cost has been comparable to those in other countries, and even lower in the case of large tracts of communal lands. In that case the cost-benefit ratios of investments in projects in collective territories of indigenous and Afro-Colombian communities have been favourable.

2. In the framework of TRF activities, the Colombia–Netherlands cooperation was actively involved in establishing the Biodiversity and Protected Areas Trust Fund (*Fundación Fondo de Apoyo a la Biodiversidad y las Áreas Protegidas*, FUNBAP), and the Biotrade Colombia Fund (FBC). These funds are important not only for the sustainability of future activities, but also as investments (through advisory services and political support), which converts into results in a very efficient way.

3. With regard to financial efficiency, it can be said that political standpoints can sometimes have a significant influence, especially for important contributors. This can be said of the Netherlands embassy's stand against aerial spraying of coca plantations in protected areas, which had huge environmental impacts. While there has been no calculation of the costs and benefits on which to base an efficiency analysis, it is expected that this action was very cost effective.

6.3 Effectiveness

1. The effectiveness of the TRF interventions of the Colombia–Netherlands cooperation regarding rainforest conservation is difficult to express in hard numbers as a regular system of monitoring natural forest areas does not exist.

2. A very interesting example of a highly effective action at the national policy level was the decision taken by the Netherlands embassy to halt the aerial spraying of coca fields in protected areas of national parks.

3. One of the most important activities in TRF projects has been the encouragement of sustainable production. It is difficult to measure the effects and attribute them to specific activities, however. In all projects the lack of baseline data makes it difficult to determine the effects. Nevertheless, some positive results have been observed, for example the additional incomes that local communities now earn from tourism in the Amacayacú national park.

4. An important aspect noted during the study has been the spread of activities and projects implemented by the government, grassroots organisations and NGOs, which received 52%, 28% and 14%, respectively, of the €20.1 million provided by the Netherlands for tropical rainforests over the period 1999–2005. This spread has had a positive influence on the effectiveness of the projects.

5. The study has found that a high percentage (over 90%) of the activities in Colombia financed under the RTR policy are 'field projects' directly related to the active protection, land-use planning and sustainable management of rainforests and local populations. As a result, the effectiveness of the Netherlands contribution to rainforest conservation is expected to be favourable, as opposed to policy and research projects, whose effects are likely to be more indirect.

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Annex 1 Terms of Reference

1 Summary

The Dutch Government's Policy on Tropical Rainforests (RTR) came into effect in 1991 and is still the basis for the Netherlands foreign policy on forests and forestry. The RTR comprehends policy lines on domestic and international/multilateral level and within the framework of development cooperation. Also the RTR implies an ODA commitment of € 68 million per year for forests, of which at least one third will be spend on activities targeting tropical rainforests.

This evaluation is focused on assessing the relevance, the effectiveness and the efficiency of the Dutch expenditure between 1999 and 2005 targeting tropical rainforests within the framework of development cooperation, including its impact on poverty reduction.

The evaluation will include country studies in Vietnam, Ghana and Colombia. In these countries the bilaterally financed activities will be assessed. Also the coordination and coherence of these activities with tropical rainforest activities executed in these countries within the framework of worldwide or regional programmes to which the Netherlands have financially contributed.

2 Justification for the evaluation

In 2002 the Dutch Minister for Development Cooperation announced in a letter to Parliament that: "In two or three years time I will ask the Policy and Operations Evaluation Department to evaluate the adjusted policy on tropical rainforests and its results to the fullest extent."

Also without this commitment the expenditure within the framework of the Policy on Tropical Rainforests would have justified an evaluation by the Policy and Operations Evaluation Department (IOB) around this time:

- the minimal yearly Dutch ODA-expenditure for forests is € 68 million, of which at least one third is targeted on tropical rainforests, and;
- the last external evaluation took place in 2000.

3 The framework of the Dutch Government's Policy on Tropical Rainforests (RTR)

3.1 History of the development of the RTR

Influential reports like “The Limits to Growth” of the Club of Rome of 1972 and the Brundlandt report “Our common future” of 1987 contributed to the awareness and the acceptance of the concept of sustainability in development thinking. By the end of the eighties there was a growing awareness nationally and internationally that tropical rainforests were being threatened by the increase of local human population and the large-scale exploitation to satisfy the ever growing demand for forest products elsewhere in the world. Also the effects of industrialisation on forests was made visible by the acid rain. Finally there was a growing worry what the (negative) effects of these developments might be on the global climate.

Internationally this led in 1985 to the establishment of the Tropical Forestry Action Plan by the FAO and the founding of the International Tropical Timber Organisation.

The European Community adopted a resolution in 1990 on the importance of the conservation of tropical forests.

Around the same time in the Netherlands environmental ngo's exerted rising pressure on the government to make a bigger effort for tropical rainforests. Till then Dutch development policy was aimed at dry forests in the Sahel region to combat desertification and to provide for wood fuel. The Dutch policy document “A world of difference” of 1990 explicitly made a link between poverty and environmental issues. A policy paper on tropical rainforests was announced, because “*the problematic nature relating to tropical rainforests is very complex and therefore demands a coordinated and coherent government policy*”.

The Dutch Government's Policy paper on Tropical Rainforests (RTR) was presented to parliament in 1991 by the State Secretary of Agriculture, Nature Conservation and Fisheries and the Minister for Development Cooperation, also on behalf of the Minister of Housing, Spatial Planning and The Environment and the State Secretary of Economic Affairs. In a later stage the Minister of Transport, Public Works and Water Management shared in the responsibility for implementing the RTR. Presently the RTR is still the basis of the Dutch foreign policy on forests and forestry. This was confirmed in the forest sections of the Programme International Nature Conservation 1996-2000 and the Policy Programme Biodiversity International 2002-2006.

The RTR was strengthened by important international conference on biodiversity, climate and sustainable development, successively in Rio (1992), Kyoto (1997) and Johannesburg (2002).

In 200 the last evaluation of the RTR took place. However, the evaluation report was approved, as not all the conclusions were covered by the findings.

3.2 Contents of the RTR

The main objective of the RTR is “*to promote the conservation of the tropical rainforest by realising a balanced and sustainable land and forest use, to end the present, rapid process of deforestation and the encroachment and degradation of the environment.*”

To realise this objective the RTR puts down policy lines for the Netherlands on the domestic and the international/multilateral level and within the framework of development cooperation.

The main objective and the naming of the RTR suggests that the policy only concerns tropical rainforests. However, the policy is concerned with all forest types with a rich biological diversity. This is also reflected by the ODA commitment in the RTR of € 68 million per year on forests, of which at least one third will be targeted on tropical rainforests.

3.2.1 Policy lines of the RTR

The policy lines are formulated as follows:

1. Active protection of surviving virgin rainforest
2. In principle, no collaboration with projects and developments that are harmful or potentially harmful to the rainforest
3. Encouraging planned land use and land management along with sustainable agriculture and forestry
4. The tropical timber trade: controlled harvesting; encouraging the formulation and implementation of long-term planned timber production
5. National and international encouragement for afforestation and reforestation projects
6. strengthening institutions and legislation; empowering local populations
7. strengthening the political and social base in tropical nations
8. Improving economic relations and relieving the debt burden
9. Increasing scope for national and international rainforest policy by strengthening research and institutions

In 2002 there was only one significant change in these policy lines: for “rainforest” one should read now “all forests with a rich biological diversity”.

3.2.2 Policy targets

In the RTR and in the forest section of the later document Policy programme Biodiversity International (BBI) a number of targets has been set:

- At least 25 % of the world's forest area will be protected nature reserves (NB. No target date is set.)
- At least 25% of the timber on the Dutch market will be demonstrable sustainably harvested in 2005

- Yearly net growth of forested area of 12 million hectare from 2000 onwards
- In 2010 globally binding agreements on the protection and sustainable use of forests will be drawn up

As the Netherlands is also committed to the MDG's it is worthwhile to mention indicator 25 of target 9 of the Millennium Development Goal number 7 on the environment: "Proportion of land covered by forest".

In the year 2000 the percentage of wood covered areas in Sub Sahara Africa, Latin America and Southeast Asia were respectively 27.1, 47.8 and 48.6. In the Dutch foreign policy budget for 2006 it is stated that the Dutch government aspires to no further decline of these percentages in 2015.

3.2.3 Policy programme

The forest section of the Policy programme Biodiversity International (BBI) contains in addition to the afore mentioned targets eight programme items for the period 2002-2006:

- The Netherlands advocates the integration of forest programme's in poverty reduction strategies;
- Within the WTO and other frameworks, the Netherlands will commit itself to measures that promote stimulate sustainable forest management and discourage trade in illegally harvested wood;
- The Netherlands will integrate conservation and sustainable use of forests in its overall development cooperation policy and will promote this integration within multilateral organisations, banks and national governments;
- The Netherlands stimulates and initiates action on the development of systems for setting the value of and compensating for presently non-marketable functions of the forest;
- The Netherlands encourages the use of national forest plans in the implementation of forest policy;
- The Netherlands will promote rural development in line with the sector-wide approach for agro-forestry;
- The Netherlands supports certification at home and in other countries as an instrument to promote sustainable forest management and the use of wood and other forest products from sustainable sources;
- The Netherlands will promote the use of sustainably produced wood at home.

It is significant that the forest policy in these items is explicitly linked to poverty reduction and that in none of these programme items tropical rainforests figure as a separate subject.

3.3 Organisation and implementation

The RTR is a common responsibility of the ministries of Agriculture, Foreign Affairs, Environment, Economic Affairs and Transport and Water Management. With respect to the contents the Ministry of Agriculture, Nature Conservation and Food Quality has the lead. The Ministry of Foreign Affairs, i.c. the Minister for Development Cooperation, is the main responsible for the ODA part of the RTR. As the RTR has three dimensions, i.e. domestic, international/multilateral and development cooperation, which contain overlapping responsibilities, the implementation of the RTR demands interdepartmental consultations and a clear division of roles.

3.3.1 Consultative structure

Different consultative structures under different names have existed in the past fifteen years, their existence being justified by the policy subjects at hand. Presently the most active consultative structure is occupied with the EU-initiative FLEGT, i.e. Forest Law Enforcement, Governance and Trade. In addition to the aforementioned ministries also Customs, the Internal Revenue Service and the Justice Department participate in these consultations.

However, the interdepartmental consultations do not comprise the decision making process on the financing of development cooperation interventions within the framework of the RTR. These decisions are mainly taken within the Ministry of Foreign Affairs and the Netherlands embassies.

3.3.2 Division of roles

The description of the division of roles is based on interviews with concerned civil servants and institutions.

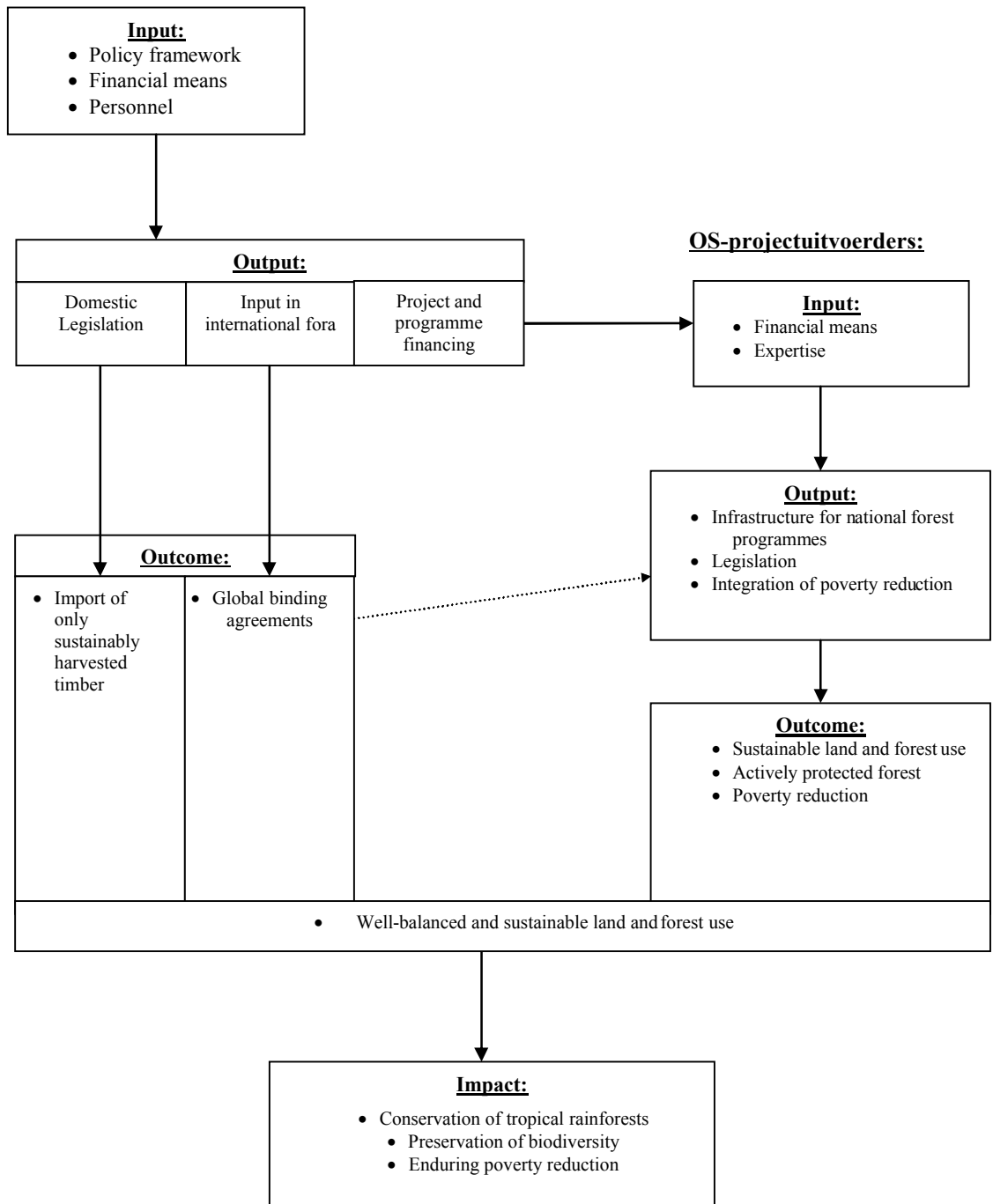
Domestic policy

The domestic RTR-policy is a consequence of the international ambition of the Netherlands to promote sustainable forest management and to end as soon as

Figure 1: Reconstruction policy theory Dutch Government's Policy on Tropical Rainforests

Involved ministries:

Agriculture, Foreign Affairs, Environment, Economic Affairs, Transport and Water Management



possible the harvesting of virgin forests, and thereby ensuring a long-term future for the production and export of tropical hardwood.

In 1994 a private member's bill was put before Parliament on the promotion of the import of sustainable produced timber by means of certification. In 2002 the Senate agreed that the proposed bill should be amended, as the European Commission had objected against the proposal in its present form. In 2005 the amended proposal was put before Parliament and has not been discussed yet.

Meanwhile an assessment directive for certification is in the making which might be approved by Parliament before the proposed bill. If that will be the case, than the bill will be withdrawn.

Multilateral/International

The Ministry of Agriculture, Nature Conservation and Food Quality is responsible for the contents of the RTR and reports to Parliament on the progress. In this role it also is delegation leader to international conferences (UNEP, UNFF, FAO, ITTO, IFAD) on subjects covered by the RTR.

Development cooperation

As mentioned before the bulk of the ODA funds for the RTR, i.c. € 68 million/year, are within the Foreign Affairs budget. Therefore FA reports to Parliament on the expenditure of these funds. From 1997 onwards the administration of a larger part of these ODA funds has been delegated to the Netherlands embassies in developing countries.

Other ministries do not seem to have a significant say in the expenditure of ODA funds for the RTR. Only the Ministry of Agriculture, Nature Conservation and Food Quality has a separate allocation of € 2,5 million/year, for which it can submit proposals to FA for financing.

Dutch funding of bilateral projects within the framework of the RTR is limited to those developing countries which have been selected for support in the environmental sector. This selection has been revised a couple of times in the past fifteen years. In 1999 the sector-wide approach was introduced in Dutch development cooperation which changed the way of decision making for all bilateral funding.

3.4 Expenditure of ODA

As stated before there is a yearly commitment of € 68 million within the framework of the RTR, of which at least one third (€ 23 million) on tropical rainforests.

This commitment is not linked to one budget line, but spread over several. Also budgets of individual projects can be partly attributed to the RTR in general and/or to tropical rainforest in particular. To check if the commitment has been fulfilled every year a registration system has been set up to calculate the expenditure on forests in general and on tropical rainforests in particular. The description,

dimensions and CRS-codes of every activity is checked for possible attribution to the RTR. For example: for the year 2004 4200 activities have been checked on possible attribution. A first sifting produced 382 activities in roughly fifty countries. Of these 382 activities 76 could be attributed for 100 % to the RTR and these 76 accounted for 71 % of the expenditure. The other 306 could be partly attributed and this could mean for 5 % or 75 % or any percentage in between.

NB. This registration system does not take into account the activities implemented by the so-called co-financing organisations. These are Dutch NGO's who are active in development cooperation. They receive private contributions, but also roughly half a billion Euro from the Netherlands ODA-budget. With these funds projects in health and education, but also in environment, including (rain)forests, are implemented. This implies that an unknown, but maybe considerable amount of Dutch ODA is spend on (rain)forests in addition to the above mentioned budget.

3.4.1 Tropical rainforests

In the years 2002, 2003 and 2004 € 48 million, € 33,2 million and € 36,6 million has been spent respectively on tropical rainforests.

The greater part has been spent on projects and programmes in Latin America (on average € 15 million/year). The contributions to worldwide programme's come in second and amount to € 10 million/year. The RTR expenditure in Asia has declined from € 10 million in 2002 to € 5 million in 2004. That is still higher than the € 4 million which has been spent in on projects in Sub-Sahara Africa.

3.5 Scope of the evaluation

Not only is the RTR addressing problems of a complex nature, the way in which it is implemented also has its complexity. It involves five ministries, it knows many instruments, like international consultations, Dutch legislation, many subsidies and funding of hundreds of projects, and it has ambitious local and global objectives. Therefore, as regard content and for practical reasons choices had to be made for this evaluation.

As mentioned before three arena's of implementation of the RTR can be distinguished: domestic, international/multilateral and in the framework of development cooperation.

As the last arena involves the bulk of the RTR-funds and as accountability is one of the two main reasons for this evaluation, learning lessons being the other, the evaluation of the ODA expenditure is an obvious choice. The fact that the last evaluation was six years ago and that this expenditure is the responsibility of one instead of five ministries, makes it even more attractive.

The two other arena's are characterized by the involvement of many players and few tangible means and actions. Anyway, if international treaties are expected to

realize tangible objectives, then this realisation will in most cases be financed with ODA funds as tropical rainforests are mainly found in ODA eligible countries.

For these reasons the choice was made to limit this evaluation to the expenditure of ODA funds within the framework of the RTR. This still meant a quite large geographical scope (over fifty countries) . By limiting the evaluation to only those expenditures for tropical rainforest activities the geographical scope was brought down to roughly twenty countries.

Not only the hoped for beneficial impact on tropical rainforests will be examined, also the effect on poverty will be within the scope of this evaluation, as all the funds are ODA. The RTR policy paper emphasises the necessity of the participation of the local population to make conservation efforts and sustainable management of forests a long-term success. The Policy programme Biodiversity International 2002-2006 states the objective to integrate forest programmes in poverty reduction strategies without specifying how this can come about. Measurement of the actual outcome and impact on poverty reduction through rainforest activities will have to be limited to analysing already available relevant research, decentralized evaluation reports and impact studies. From interviews with Dutch stakeholders it appeared that there was a particular interest to learn from this evaluation about the effectiveness of the capacity building within the framework of the RTR.

4 Design of the evaluation

4.1 Objectives

The overall objective of the evaluation is to get an understanding of the relevance, efficiency and effectiveness of the ODA inputs for the conservation of the tropical rainforest. The coordination and coherence of these inputs with the efforts in the international/multilateral and domestic arena will also be looked in to.

An analysis of the RTR will also be part of this evaluation in order to obtain an understanding of the considerations which led to the formulation of the RTR.

4.2 Central questions

The description and analysis of the RTR will cover the whole policy, including the ambitions on international/multilateral and domestic level, and supplemented with the policy items laid down in the Policy Programme Biodiversity International 2002-2006. These ambitions and intentions will be looked at against the background of the efforts of the international community to protect and/or sustainably manage forests.

In the description and analysis of the RTR Attention will be paid to the following questions:

- How is the intended coordination and coherence of the implementation of the RTR pursued?
- How is the RTR linked to the policy of the international community on forests in general and tropical rainforests in particular?

In figure 1 on page 8 input, output, outcome and impact are schematically represented. This evaluation is focussed on assessing if and how the inputs have contributed to the conservation of the tropical rainforest and its biodiversity and to poverty reduction.

National forest programmes (nfp) are the basis for Dutch development cooperation on forest issues. Nfp is a generic term for a broad range of approaches to policy, planning and implementation in which integration with poverty reduction is a main consideration. Therefore, questions on the relevance and effectiveness should be linked to nfp's as the basis of the policy.

5. What was the relevance of the RTR and the activities which were financed within its framework?
 - How did the objectives of the RTR address the problems in the receiving countries?
 - Are the RTR and its projects coherent with the policies of the receiving countries, i.c. the nfp's, and how?
6. How effective have the RTR-inputs been for the conservation of the tropical rainforest?
 - To what extent has the RTR contributed by means of developing and implementing nfp's towards sustainable land and forest use and active protection of tropical rainforests?
 - Has the status of tropical rainforests in the receiving countries been monitored in the receiving countries in general and in the project areas in particular and, if so, what can be concluded in respect to the conservation of the tropical rainforest, the preservation of its biodiversity and the contribution the RTR has made to these developments?
7. What can be said about the efficiency of the RTR-inputs for the conservation of the tropical rainforest?
 - What role has efficiency played in the decision making process on the inputs?
 - What can be said about the efficiency of the projects in relation to costs versus output and the timeliness of the deliverance of the planned output?
8. What was the role of poverty reduction in the RTR and its implementation?

- To what extent was poverty reduction integrated in the nfp's supported by RTR-inputs?
- What role did social economic dimensions play in the design and the monitoring of RTR-projects?
- How have nfp's been integrated in poverty reduction strategies, for instance PRSP's?
- Did nfp's have an impact on social economic developments and, if so, in what way?

4.3 Delimitation of the evaluation

4.3.1 Research period

The research will be limited to the period 1999-2005, taking into consideration financial contributions approved since 1st of January, 1999. The total number of activities financed over this period is 387 with a financial volume of € 144.873.649. If the financial contributions are limited to those activities of which at least 5% can be allocated to the RTR, 199 activities with a total amount of € 113.873.863, are concerned.

4.3.2 Geographical delimitation

Given that the evaluation is aimed at the tropical rainforest, the key areas are the Amazon, the Congo basin and S.E. Asia. Almost all projects which are aimed for at least 50% at the tropical rainforest, are situated in these three regions, in a total of 20 countries.

Detailed studies will be undertaken in a sample of countries in order to evaluate efficiency, efficacy and policy relevance. The selection is based on geographical location of the countries in key rainforest areas, with particular attention to the level of RTR expenditure. Furthermore, the choice is based on concentration countries of Dutch development assistance, so that recommendations may contribute to future assistance. The selection does not take into account the share of worldwide programmes which contribute to RTR objectives, given that these contributions cannot often be identified with particular countries.

The above mentioned selection criteria have lead to the following choice of countries:

- Colombia (€ 19,8 million)
- Ghana (€ 1,9 million)
- Vietnam (€ 6,0 million)

Through this sample, 24% of the RTR expenditure over the period 1999-2005 will be studied in detail. Together with the worldwide programmes (€ 24 million) which will included in the research, 45% of the overall financial contribution over

the period will be analysed, which is considered sufficient for an appreciation of efficiency, efficacy and relevancy.

In these three countries, 73 activities or projects which contribute to the RTR have been executed. Among these projects, 46 meet the criteria of inclusion in the research (at least 50% contribution to the RTR). It is felt that projects which contribute to the RTR objectives for less than 50% should be excluded from the research given that it will be difficult to estimate their outcome and impact in RTR terms.

4.4 Research methods and resources

The evaluation will consist of:

1. A description and analysis of the RTR policy, together with the forest section of the International Biodiversity Policy (BBI);
2. Identification and appreciation of the efficiency, efficacy and relevancy of the ODA with respect to the tropical rainforest part of the RTR/BBI.

The first part mentioned here will be done through a desk study and through interviews of resource persons in the ministries concerned, the international agencies, the NGO's and the research institutions.

The second part of the evaluation aims at a description and appreciation of inputs, outputs, outcomes and, to the extent possible, impacts. An evaluation matrix has been prepared which provided indicators and relationships for each level of the evaluation. The conceptual framework is based on the OECD/DAC 2002 "Glossary of key terms in evaluation and results based management".

4.5 Design

A description of the country specific context will be prepared in order to understand inputs and outputs, and also to appreciate the role of external factors which may have influenced outcome and impact. This description will be aimed at the overall development in the sample country with respect to the tropical rainforest. The extent and the nature of the forest as well as tendencies will be included in the description, along with national institutions, policies and infrastructure important to the rainforest. The way in which sustainable management evolves through certification and protection, and changes in biodiversity will be incorporated. This description will be limited by the availability of information.

The possible synergy between the activities of bilateral projects and worldwide programmes will then be analysed for these countries. The consistency between activities financed by the Netherlands and national strategies will be analysed, but also between strategies of the Netherlands and those of other major financial

partners. At this level, the following questions will be asked through interviews in the Netherlands and in the countries concerned:

- Has there been debate and cooperation in matters of forest policies and programmes involving all key stakeholders ? (national institutions, Dutch embassy, other partners)
- Has there been debate and cooperation between bilateral and multilateral partners with respect to the national (rain) forest policy ? How did this influence donor policy on matters of tropical rainforest ?
- What are the relations or interactions between bilateral activities and those financed through worldwide programmes ?

The following questions will be important for analysis of design and execution of projects:

- Did the outputs contribute to the development and execution of national forest programmes ?
- Have socio-economic considerations been taken into account in the project design ?
- How has monitoring been undertaken ?
- How have project and programmes been executed, in relation to design ?

Given the RTR and BBI policies and the existing data base, it appears that Dutch funded activities aimed at the tropical rainforest have primarily used the following strategies:

- Capacity development
- Research
- Technical assistance
- Training and education
- Participation

4.5.1 Inputs

A desk study will be undertaken in order to determine inputs and outputs of the approximately 50 projects in the three sample countries, and of the components of worldwide programmes which contribute significantly to the RTR objectives. The Proforis data base will be the starting point for the characterisation of activities, especially so in terms of the 9 above mentioned policy elements of the RTR. The data base will be extended to include information about availability of external project evaluations and other valuable data for the RTR evaluation.

Activities will be clustered around core projects which account for the large majority of funds, given that activities such as 'project formulation' or 'review' may be counted as separate activities in the selection of 77 projects. This will help to select a limited number of projects (and programmes) for detailed documents analysis and finally, for field research. The Ministry's internal decision making notes (Bemo's) provide most of the information at the first stage, followed by project documents and external reviews at a later stage.

4.5.2 Output

Selected projects and programmes will be analysed on the basis of project documents and external reviews in order to measure outputs. While documents are available in the Netherlands with respect to worldwide programmes, they are only available in the Three selected countries for projects and programmes which are administered by the embassies. An important part of this work will therefore be done in the countries.

4.5.3 Appreciation of outcome

The expected outcomes include sustainable forest utilisation, conservation of high value forests and poverty reduction. It is expected by the RTR that an effective national forest policy respects these three objectives.

Based on the established outputs, outcomes and their viability in the three sample countries will be evaluated through the following questions:

- How has capacity development been used ? (tools: publication and appreciation of research capacity, training by trainers, professional profile of those who have benefited from training, appreciation by directors, clients and users, etc.)
- How has forest planning been reinforced ? (tools: participation by local and higher level stakeholders, and their appreciation of the planning process, participation of key decision making institutions, incorporation of national forest plans in higher level national planning tools, share of external financial contributions which fit in the national plans, etc.)
- How have the legal and tax frameworks improved (tools: participation and other qualities in the reform processes, general knowledge of new laws and regulations, efficacy of fiscal tools, etc.)
- How have activities contributed to poverty reduction ? (tools: poverty reduction nature or scope of research and training activities, effective participation by all relevant stakeholders in planning and monitoring, etc.).
- How has technical assistance contributed to these themes ?

The key evaluation activities are data analysis, document analysis, interviews and stakeholder meetings. Annex I presents a detailed matrix of research questions and tools which address the indicators.

4.5.4 Measuring and assessing of impact

The appreciation of outcomes will help to evaluate the impact of the RTR activities undertaken bilaterally or through worldwide programmes. To the extent that information is available, the evolution of the tropical rainforest in quantitative and qualitative terms, over the period 1999-2005, will be described. The degree of poverty reduction may be described and analysed for certain areas and certain

periods. To the extent possible, the relationship between ODA in and around specific tropical rainforest zones, and the forest conservation and sustainable use as well as poverty reduction, will be established. The following questions will be of particular importance:

- Has the tropical rainforest been conserved, or is degradation reduced, and is forest utilisation sustainable ? (tools: national inventories, other forest statistics, GIS information, existing comparative studies with/without ODA, local cartographic/GIS evidence, impact studies, corruption statistics and studies, statistics on trade and certification, etc.)
- Has poverty been reduced in the context of RTR activities ? (tools: impact studies, PRSP monitoring reports, comparative studies).

See annex I for more detailed information.

4.6 Organisation of the evaluation

The evaluation will be executed under responsibility of Jan van Raamsdonk, IOB inspector. He will carry out the evaluation together with Marjol van den Linden, research assistant, and the principal consultant, Paul Kerkhof. National consultants will be identified for research in each of the three sample countries, and they will carry out research before and during the major phase of field work.

The description and analysis of the RTR and preparation of the synthesis report will be done by the IOB inspector. The consultant will prepare a research plan at the start of the assignment. The desk study of projects in the three selected countries and of the contributions of worldwide programmes will be done by the consultant. Two of the country studies will be carried out by the consultant (Vietnam and Colombia) and the third study (Ghana) will be carried out by the IOB team. Vietnam will be the first field study, followed by Ghana and Colombia. The results of the first field study may lead to some methodological adjustment for the subsequent studies.

Two inspectors of the IOB will contribute throughout the evaluation process. A reference group has been established which will review and contribute to the evaluation at various stages. This group consists of representatives of key ministries, research institutions and NGO's in the Netherlands.

4.7 Reporting

The following reports will be produced during the evaluation process:

- A literature study
- A detailed research plan and programme
- A mid-term report which describes and analyses the RTR policy
- Three case study reports, one each of the selected countries
- A mid-term report on the contribution of worldwide programmes
- Concept of the final report

4.8 Planning of activities

Recruitment of the principal consultant	October 2006
Literature study	October-November 2006
Description and analysis of the RTR	November 2006
Desk study	November-December 2006
Field research Vietnam	December 2006
Field research Ghana	January 2007
Field research Colombia	February 2007
Concept final report	March-April 2007
Final report	May 2007
Report printed	June 2007

	<p>1.2.How has new capacity been used</p>	<p>1.2 Available reports and organigrammes (which express reinforcement) 1.3 Publication of research results (in the case of researchers) 1.4 Number of people trained (for trainers) 1.5 Key role in planning processes (planners) 1.6 Professional profile 1.7 Interviews users/clients/directors</p>	<p>1.3 The efficacy of research is related to the nature of the research (is it aimed at or related to RTR objectives ?) and publication, including peer reviewed publication. This can be established for a sample of researchers supported by RTR related funding. 1.4 The nature of training (RTR related) and the number of people trained provides insights in the efficacy of this element of capacity development 1.5 Training of planners may have contributed to an increased profile in planning processes 1.6 This concerns professionals in the TRF which have had long term training (such as PhD students) and who are have been working for some time in the country. A short career description may provide insights in efficacy of the training provided in the RTR context. 1.7 Users may be NGO's or community leaders who have played a role in improved forest planning processes ; private sector field technicians may be clients of training courses provided by trainers whose capacity has been reinforced ; directors may be a useful source of information on the performance of researchers or planners in their organisation. These are examples of how interviews may contribute to better understanding of efficacy.</p>
	<p>1.3 Which research has been carried out</p>	<p>1.3 As in 1.2 and 1.3 above</p>	<p>1.3 As in 1.2 and 1.3 above</p>

	<p>1.4 Number of national forest programmes</p>	<p>1.4.1 Available reports 1.4.2 Number of plans 1.4.3 Participation stakeholders (number, categories) 1.4.4 Participation cross-cutting ministries (decision makers) 1.4.5 Degree in which forest plan have been represented at higher level planning (PRSP, Rural Development Plan, etc.)</p>	<p>1.4.3 Improved planning involves stakeholders and ensures that their concerns are taken into account (<i>“did they take us seriously ?”</i>). At the local level, evaluation field research will include stakeholder meetings for the most important groups: indigenous peoples, immigrants, commercial groups, local government, etc. The composition evidently depends on local conditions. Meetings may be organised in which key issues can be presented and debated among groups with, in some cases, opposing interests (<i>‘forum contradictoire’</i>). This may lead to lively exchanges and useful insights for verification of analysis in available documents.</p> <p>1.4.4 Sector planning may or may not be done in relative isolation of cross-cutting ministries such as the Ministry of Economy/Finance, Prime Ministers Office, or the Ministry of Development Planning. What is the comprehension and position of those concerned in these ministries, have they participated to some degree in the nfp planning process, do they share the vision ? Document analysis on the quality of the planning process and interviews will contribute to answer this research question.</p> <p>1.4.5 Analysis of higher level planning papers, particularly those produced since the (first) nfp, provides insights as to how forest planning is incorporated in higher level planning. An improved institutional framework may be an outcome of proper linkages between nfp's and PRSP's.</p>
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	1.5 Laws improved, tax laws improved	1.5.1 Available reports 1.5.2 Comparison old/new laws 1.5.3 Quality of law reform process 1.5.4 General knowledge of new laws 1.5.5 Application: legal monitoring, tax collection reports	1.5.2 Existing documents may well provide this sort of information. If not, it will require additional work of the national evaluation consultants. 1.5.3 Is law reform essentially a paper exercise or has it ensured broad participation ? Existing analyses may have to be complemented with interviews in order to understand the nature of the law reform process. 1.5.4 The degree to which new laws are known, can be taken on in the fieldwork. Existing reports may provide sufficient information. 1.5.5 An improved legal and/or fiscal framework which is applied for some time: what are the available statistics on application, sanctions, absolute and relative amounts of tax collected, etc.
2. Integration poverty reduction policies	2. What research, planning, training, participation in matters of socio-economic development	2.1 Available reports 2.2 Analysis of nfp's 2.3 Participation of relevant socio-economic groups 2.4 Share of socio-economic research, training, etc. in the overall project/programme	2.2 Poverty reduction objectives and strategies may be expressed in the nfp's. The priorities for investment which are an outcome of the plan (in an annex or in a separate nfp paper) may allow to appreciate poverty reduction concerns in a quantitative manner. 2.3 Degree to which socio-economic stakeholders (incl. NGO's, CBO's) feel involved and have been involved in TRF initiatives funded by the Netherlands. 2.4 What part of the research, training, etc. funded by the Netherlands is devoted to poverty reduction ? An inventory of reports and publications may contribute to answer this question.

Outcome			
1. Sustainable land and forest utilisation	1. Execution of nfp's (or similar planning tools)	1.1 Available reports 1.2 Number of financial partners 1.3 Level of finance of plans and programmes (99-05) 1.4 Share of the national budget in nfp (99-05) 1.5 Respect of monitoring, and update of plans	1.2 The number of financial partners which contribute to the execution of the nfp as compared to the total number of institutions which finance the TRF. 1.3 The same question, in financial terms. What is the financial contribution to the nfp's (including the national budget) as compared to the overall contribution to the TRF ? 1.4 Contribution of the national budget to the nfp's in absolute and relative terms, and trends over the period 1999-2005. 1.5 Is the nfp a static product, is it dynamic ? Is it monitored by national and local institutions ?

<p>2. Active protection of high value tropical forest</p>	<p>2. Percentage protected areas</p>	<p>2.1 Available reports 2.2 National land use, park and forest statistics, GIS, cartography 2.3 Local GIS/cartography</p>	<p>2.2 The national statistics are generally available for overall land use, forests and parks, although they may not be up to date. These statistics will be collected (a recent analysis may have been done and provide all the information which is required for the RTR evaluation). The period 1999-2005 is of particular interest. By default, any year between 1991 and 1999 may serve as a base year. It is unlikely that this type of information covers exactly the RTR evaluation period. 2.3 In many projects GPS and cartographic tools have been used over the period 1999-2005 in order to monitor changes in forest and land use. This will contribute to better understand rainforest conservation and sustainable use at the impact level on a local scale (case studies).</p>
<p>3. Poverty reduction</p>	<p>3. Focus on PRSP's, on poverty reduction</p>	<p>3.1 Available reports 3.2 Analysis PRSP's 3.3 PRSP monitoring reports 3.4 Comparative studies 'with/without' financing</p>	<p>3.2 If poverty reduction has been properly incorporated in the nfp's this should be reflected in the PRSP's, which can be verified through document analysis. 3.3 Same, for PRSP monitoring reports: has poverty been reduced in regions of TRF ? How does it compare to poverty reduction in non TRF regions (zones) ? 3.4 Analysis may be available in existing documents, impact analyses, and PRSP monitoring reports may contribute to this kind of analysis (see 3.3, above).</p>

Impact			
1. Conservation and sustainable use of TRF and biodiversity	1. Surface area TRF, diversity of plant and animal species	1.1 Available reports 1.2 Impact studies 1.3 National forest inventories 1.4 Comparative studies 'with/without' financing 1.5 Inventories biodiversity 1.6 GIS information 1.7 Information on corruption (general) 1.8 Information on corruption in forest sector	1.3 As in Outcome 2.2, above 1.4 Forest inventories in comparable areas with/without investment in the TRF may be useful for an assessment at impact level, however, in practice this is rarely done. In areas where several financial partners contribute to similar objectives, the impact of the financial contribution provided by the Netherlands may be expressed as a percentage of the overall input. 1.5 Although they are often available at a very limited scale they will contribute to an appreciation of impact of the RTR related financial contribution. 1.6 See 1.3, 1.4 and 1.5, above. 1.7 Corruption may be a key issue when it comes to impact level. Trends in overall corruption may be traced through existing monitoring systems, e.g. that of Transparency International. Detailed information about corruption in the sector may be obtained from more specific sources e.g. local NGO's. Important events such as conflicts may contribute to understand corruption and the fight against corruption, and they may be included in the evaluation.

2. Sustainable poverty reduction	2. Sustainable socio-economic development	2.1 Available reports 2.2 Impact studies 2.3 PRSP monitoring reports 2.4 Comparative studies 'with/without' financing	2.3 See Outcome 3.3, along with macro-economic statistics and specific statistics of the TRF sector and timber trade. 2.4 See Outcome 3.4 above
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Annex 2 People and organisations visited

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⁷⁹ In arbitrary order.

Colombia: A Country Study within the Framework of the Evaluation of the Netherlands Government's Policy on Tropical Rainforests

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José Andrés Díaz	UNCTAD Bogotá	Biotrade Initiative UNCTAD–IAvH–CBI et.al.	
Alberto Leguizamo	ACIF	President	acifcol@gmail.com
Antonio Solarte	CIPAV	Senior Researcher	Antonio.Solarte@cipav.org.co
Diana Gaviria	UniAndes	Former project coordinator, inst. strength. UAESPNN	dgaviria@uniandes.edu.co
Fernando Salazar	IDEAM	Sub-director Ecosystems and Environmental Information	fsalazar@ideam.gov.co
Leonardo Sanmiguel	Fundación Inguedé		leosanmiguel@gmail.com

Annex 3 Programme of meetings, interviews and field visits in Colombia, 13 May to 2 June 2007

Week 1 and 2: Marjol van der Linden and Gommert Mes			
May	day	activity	subject (relation to project)
13/14	Sun- /Monday	arrival team members from the Netherlands and Costa Rica	
15	Tuesday	8:00 – 10:00 Introduction at Embassy (Jaime Remmerswaal)	key actor & informant
		15:00 Tropenbos – Carlos Rodríguez	WW026805; WW026807; WW173762, 10425
		17:00 Meeting at Fundación Natura (Elsa Matilde Escobar)	CO004103
16	Wednesday	8:00 – 11:00 Meeting at UAESPNN (Julia Miranda, Rodrigo Botero, Carolina Villafañe, Constanza Atuesta, Emilce Mora)	CO005304; CO005305; CO005306; 10425; 10447; 11332
		11:30 – 12:30 IIAP at NL Emb. (Bismark Chaverra, Viviana Obando)	CO004104
		14:00 – 16:00 GAT at Ministry of Environment (Claudia Capera, Luz Angela Polanco)	CO011201
17	Thursday	7:00 Ministry Env./Ecosystems Dept. (Ma.del Pilar Pardo)	key actor & informant
		8:30 – 9:00 EU/Environment (Rural Development – Johny Ariza)	key informant
		11:00 Jaime Remmerswaal, NL Embassy.	CO004104
		15:30 DNP (Giampiero Renzoni)	key actor & informant
		17:00 Ministry Env./Ecosystems Dept. (Rubén Guerrero)	key actor & informant
18	Friday	11:30 Flight Bogotá–Leticia	
		Boat Leticia–Amacayacú National Park (coordination: Jaime Celis)	
19	Saturday	Presentation of activities in and around the Park, visit to San Martin de Amacayacú (Indigenous Reserve situated within Park boundaries); Monkey House of Sarah Bennett	CO005304; CO005305; CO005306; 10425; 10447; 11332
20	Sunday	Return by boat from Park to Leticia	
		10:00 Gaia	CO008203; TRP 6LA00128A
		11:00 Codeba	CO008203; TRP 6LA00128A
		14:00 Flight Leticia–Bogotá	
21	Monday	10:00 – 12:00 ACIF (Colombian Association of Forestry Engineers); Alberto Leguizamo	key informant
22	Tuesday	9:00 – 10:30 Manuel Rodríguez	key informant
		11:00 – 12:30 Ecofondo (Julio César Uribe)	10320; CO004107
		14:00 – 15:30 Acción Social (Sandra Alzate, Jorge Enrique Prieto,)	13271
		16:00 – 17:00 FAO (Darío Fajardo)	key informant
23	Wednesday	11:00 NL Embassy (Jaime Remmerswaal)	key actor & informant
		14:00 NL Embassy, search documents, Natalia	key actor & informant

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		Román	
24	Thursday	8:00 Edwin Gómez at GAT, Ministry of Environment	12570 and as key actor & informant
		10:30 NL Embassy	
		15:00 Humboldt Institute (Ximena Franco)	key actor & informant
		Archives at NL Embassy	
25	Friday	7:00 Debriefing NL Embassy	
		9:30 MIDAS (USAID Forestry Program; Consuelo Ordóñez y Diómedes Díaz)	key informants; CO011201, 12570
		14:00 Funbap/FAP (Alberto Galán)	key actor & informant
26	Saturday	9:00 Thomas van der Hammen, Carlos Rodríguez (Tropenbos)	key informant
		17:00 Piet Spijkers	key informant
27	Sunday	return Marjol v.d. Linden to NL	
Week 3: Gommert Mes			
28	Monday	15:00 Deputy Environment Minister (Claudia Patricia Mora) and Maria del Pilar Pardo (Ecosystems)	key actor & informant
29	Tuesday	7:00 NL Embassy (Jaime Remmerswaal and archives)	key actor & informant
		10:00 Fondo de Biocomercio (José Andrés Díaz); UNCTAD Biotrade Initiative	WW208301
		11:00 Diana Gaviria (2002-2006 project coordinator Inst. Strength. UAESPNN)	CO005304
30	Wednesday	7:30 UAESPNN (Julia Miranda)	key actor & informant
31	Thursday	14:00 Colegio Verde Villa de leyva; Margarita Marino de Botero	key informant
June 1	Friday	GTZ: Final report environmental programme	key informant
2	Saturday	Return Gommert Mes to CR	

Annex 4 List of selected projects and activities in Colombia

All activities in the selection												
Bilateral activities												
Be mo	Project Number	MATRA Number	Project Title	Office Responsible	Responsible Organisation	Date Start	Date End	Budget Total	Budget RTR '99-'05	%fore st	%R TR	Documentation available
+		10320	Nuevo Fondo Holanda-ECOFONDO	Royal Netherlands Embassy Bogotá	ECOFONDO	01-09-2004	31-12-2007	€ 5.749.516	€ 2.663.486	100	100	general guide (2004), evaluation & more (2006)
+		10425	Programa Amazónico	Royal Netherlands Embassy Bogotá	Tropenbos	01-12-2004	01-04-2009	€ 5.403.944	€ 1.291.400	100	100	Proposal UAESPNN, Proposal Tropenbos, Monitoring (2006)
+		10447	Erradicación Manual Coca en Parques	Royal Netherlands Embassy Bogotá	UAESPNN	01-10-2004	01-04-2006	€ 552.306	€ 551.651	100	100	Proposal
+		11332	Infraestructura Parques	Royal Netherlands Embassy Bogotá	UAESPNN	01-11-2004	31-03-2006	€ 1.198.083	€ 977.828	100	100	Proposal
+		12570	Apoyo Gestión Ambiental (SINA 2)	Royal Netherlands Embassy Bogotá	MAVDT	01-10-2005	31-03-2007	€ 1.840.000	€ 225.000	50	50	Proposal
+		13011	Fase Consolidación Parques	Royal Netherlands Embassy Bogotá	UAESPNN	01-12-2005	31-03-2007	€ 1.585.185	€ 35.000	100	50	Proposal
+		13271	Erradicación Manual coca	Royal Netherlands Embassy Bogotá	UAESPNN	01-12-2005	31-10-2006	€ 300.000	€ 270.000	100	100	

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+	CO004102		Final evaluation Project "Utria Regional" (CO004101)	Royal Netherlands Embassy Bogotá	AgroEco	01-07-1999	29-02-2000	€ 26.254	€ 15.753	80	60	Final report
+	CO004103		Concerted formulation of the project for the Conservation Strategy of the Chocó Biogeográfico	Royal Netherlands Embassy Bogotá	Fundación Natura	01-04-2000	31-10-2001	€ 207.431	€ 207.432	100	100	
+	CO004104	7895	Fortalecimiento de la autonomía comunitaria en el manejo sostenible de recursos naturales en el Chocó	Royal Netherlands Embassy Bogotá	IIAP	01-12-2002	31-12-2006	€ 1.661.962	€ 1.444.994	100	100	Proposal (2002), Evaluation (2004), short-term mision (2005), evaluation (2006)
+	CO004105		Chocó Biogeográfico: Manejo Agroforestal en la zona de colonización de la Serranía de los Paraguas	Royal Netherlands Embassy Bogotá	SUNA HISCA	20-02-2000	19-02-2002	€ 97.851	€ 97.852	100	100	
+	CO004106	7896	Protección de la Biodiversidad del Chocó a través de la producción sostenible de Productos No Maderables	Royal Netherlands Embassy Bogotá	INGUEDÉ Foundation	13-03-2000	31-12-2002	€ 76.259	€ 76.259	100	100	

Regional activities in Latin America												
Bemo	Project	MATRANumber	Project Title	Office	Responsible	Date	Date	Budget	Budget	%forest	%RTR	Countries of

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	Number			Responsible	Organisation	Start	End	Total	RTR '99-'05			Implementation
+		10444	Financing Mechanisms (FAO GCP/INT/953/NET)	DMW (BBI-OS)	Food and Agriculture Organisation (FAO)	01-11-2004	30-06-2007	454.993	€ 225.798	100	100	Brazil, Colombia, Costa Rica, Mexico
+		10445	ECLNV FAO Financing Strategies	DMW (BBI-OS)	LNV-DK	01-11-2004	31-10-2006	€ 14.000	€ 5.000	100	100	Brazil, Colombia, Costa Rica, Mexico
+		12129	DMW BBI Iniciativa Puenbo II	Ministry of Foreign Affairs DMW		01-09-2005	31-08-2007	€ 620.643	€ -	100	50	Latin America
+	RL024101	3400	Guyana Shield Initiative, Phase I	DML/BD	NC-IUCN	01-12-2000	31-12-2005	€ 1.018.126	€ 1.018.125	100	100	Brazil, Colombia, Guyana, Suriname, Venezuela
+	RL024102		Guyana Shield Initiative, Evaluation of phase I	DML/BD	NC-IUCN			€ 819.000	€ -	100	100	Brazil, Colombia, Guyana, Suriname, Venezuela
+	RL025601	3402	Regional Workshop on forest policy in development cooperation	DML/BD	DGIS	01-12-2001	31-12-2004	€ 36.220	€ 21.050	100	50	Brazil, Bolivia, Colombia, Costa Rica, Ecuador, Guatemala, Nicaragua, Peru, Suriname

Worldwide activities

Bemo	Project Number	MATRA Number	Project Title	Office Responsible	Responsible Organisation	Date Start	Date End	Budget Total	Budget RTR '99-'05	% forest	% RTR	Countries of Implementation
+		7451	TMF Coherent	Ministry of	Both ENDS	01-	31-	€	€	20	10	

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			actions for sustainable livelihoods II	Foreign Affairs DML/KM		10-2003	12-2007	3.470.556	147.448			
+	WW022609	3424	GEF-3/Replenishment**	Ministry of Foreign Affairs DML/MI	World Bank (IBRD)	01-01-2003	31-12-2012	€ 90.542.529	€ 434.443	100	10	
+	WW026805		Tropenbos programme 2000-2004, phase IV	DML/BD	Tropenbos International	01-01-2000	31-12-2000	€ 1.452.097	€ 1.452.096	100	100	Colombia, Guyana, Ivory Coast, Indonesia (not by DGIS), Cameroon (not by DGIS), 3 other countries
+	WW026807	3426	Tropenbos Research Programme 2001 - 2005	DML/BD	Tropenbos International	01-01-2001	31-12-2006	€ 9.075.604	€ 8.970.688	100	100	Colombia, Indonesia, Ghana, Vietnam, Guyana, plus a South American country to be defined
+	WW027107		Programme support IUCN 2000	DML/BD	IUCN	01-01-2000	31-12-2000	€ 2.462.030	€ 984.812	50	40	Costa Rica, Ecuador, Zambia, Senegal, Vietnam, Bangladesh among others
+	WW027108	3427	DGIS-IUCN Framework Agreement 2001 - 2004	DML/BD	IUCN	01-01-2001	31-12-2005	€ 10.436.944	€ 2.087.389	25	20	
+	WW073905		Advising on implementation of RTR and multilateral development cooperation	DML/BD	NC-IUCN	10-05-1999	25-05-1999	€ 9.265	€ 9.265	100	100	
+	WW073906	3447	The Tropical Rainforest Programme	DML/BD	NC-IUCN	01-05-2001	30-04-2006	€ 9.256.511	€ 9.256.511	100	100	All Partner Countries on environment; see specification of Colombia projects in separate table
+	WW173762	4807	Tropenbos Associate Experts	DSI/AI	Tropenbos International	01-01-	31-12-	€ 1.659.932	€ 606.759	50	50	Colombia, Ghana, Indonesia, Netherlands,

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			Programme 2002-2005			2002	2006					Vietnam
+	WW185701	3537	Global Forest Coalition	DML/BD	World Rainforest Movement (WRM)	01-05-2001	31-12-2004	€ 566.453	€ 210.703	100	35	Colombia, Guam, Philippines, Senegal, Vietnam/Netherlands, Philippines, Senegal, United States, Vietnam
+	WW186101	3538	Participatory methods of sustainable forest management Latin America	DML/BD	CODERSA	01-08-2001	31-12-2005	€ 252.585	€ 132.693	100	50	
+	WW208301	3307	UNCTAD Biotrade Initiative	DDE/IM	UNCTAD	01-07-2003	31-12-2006	€ 2.166.750	€ 55.425	20	5	Bolivia, Brazil, Botswana, Colombia, Ecuador, Indonesia, Malawi, Namibia, Peru, Philippines, Venezuela, Vietnam, South Africa, Zambia, Zimbabwe

Activities in Colombia under WW073906 - The Tropical Rainforest Programme of NC-IUCN						
Project Number	Project Title	Office Responsible	Responsible Organisation	DateStart	DateEnd	BudgetTotal
TRP 6LA00128A	Capacity building and development of the 'Plan de Vida'	IUCN-NL TRP	Fundación Gaia Amazonas (FGA)	01-01-2002	01-01-2005	€ 35.000
TRP 6LA00136A	Conservation of endangered species and establishment of multifunctional forest	IUCN-NL TRP	Fundación Farallones	01-01-2002	01-01-2005	€ 53.570
TRP 6LA00144A	Protection of the ecosystems of the tropical rainforest	IUCN-NL TRP	Fundación Etnollano	01-09-2002	01-09-2004	€ 85.000
TRP 6LA00145A	Conservation of 400 ha cloudforest	IUCN-NL TRP	Fundación Ambiental Grupos Ecológicos de Risaralda (FUNDAGER)	01-05-2002	01-11-2003	€ 36.115
TRP 6LA00151A	Regional framework for the conservation of the	IUCN-NL TRP	Corporación Futuro para la Niñez (Futuro)	01-05-2002	31-12-2002	€ 9.100

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	Antioqueño forests					
TRP 6LA00160A	Environmental education through indigenous knowledge	IUCN-NL TRP	Consejo Regional Indígena del Vaupés Cri (CRIVA)	27-10-2002	01-04-2004	€ 57.250
TRP 6LA00164A	Toolkit of economic valuation techniques	IUCN-NL TRP	IUCN Regional Office for South America (IUCN/SUR)	01-05-2002	01-09-2002	€ 28.100
TRP 6LA00175A	Conservation and sustainable management of the Andean forest, Floridablanca	IUCN-NL TRP	Fundaexpresión	01-05-2003	01-05-2004	€ 26.514

Annex 5 Questionnaire and other communications emailed to informants and project implementers announcing the evaluation

1. Letter of introduction sent by the Embassy to each of the organisations and individuals to be visited, specifying the mandate (objective) of the evaluation, the persons who would do the work and the main questions to be addressed.

Bogotá, 2 de mayo 2007

Ref.: Evaluación de la Política de Bosques Tropicales del Gobierno de los Países Bajos
– Estudio de Colombia

Muy Estimado(a) Señor(a),

Por medio de la presente les queremos informar de una evaluación que está llevando a cabo el Departamento de Evaluación de Política y Operaciones del Ministerio de Relaciones Exteriores del Reino de los Países Bajos.

En 1991 el Gobierno de Holanda ha adoptado una política interministerial de bosques tropicales (*Policy on Tropical Rainforests* o RTR, según sus siglas en holandés) que hasta la fecha ha sido el fundamento para la Cooperación Internacional de Holanda al Desarrollo en el área temática de bosques.

El objetivo general de esta evaluación es de *obtener un entendimiento de la relevancia, eficiencia y efectividad de la cooperación oficial (ODA) para la conservación del bosque (húmedo) tropical*, tanto lo relacionado a la cooperación bilateral como multilateral y a través de ONGs. Se requiere determinar si los medios invertidos (dinero y asistencia técnica) contribuyeron a la conservación del bosque húmedo tropical, la biodiversidad contenida en ello y la lucha contra la pobreza. Vale destacar que no se trata de una evaluación de proyecto.

El período que toma en cuenta la investigación es 1999-2005, es decir aportes financieros aprobados a partir del 1 de enero del 1999 y con más del 50% dedicados a bosques tropicales. Estudios de caso se realizarán en Colombia, Ghana y Vietnam. En Colombia el aporte ha sido de 19,8 millones de euros, más que en otros países, por lo cual tiene particular importancia el presente estudio.

Además de labores de análisis de documentos se ha programado una misión evaluadora que visita al país el mes de mayo, del lunes 14 hasta el viernes 25, período en el cual se programarán reuniones con las autoridades ambientales, organizaciones ejecutoras de proyectos financiados con Holanda, personas conocedoras del tema ambiental-forestal y la cooperación holandesa, otros donantes y unas visitas cortas de campo.

Queremos introducirles a los miembros de la misión evaluadora para Colombia, la Sra. Marjol van der Linden y el Sr. Gommert Mes. En el contexto de sus tareas ellos van a estar en contacto con Uds.

Les solicitamos y agradecemos de antemano por el apoyo que les pueden brindar al equipo evaluador en el desempeño de sus funciones.

Colombia: A Country Study within the Framework of the Evaluation of the Netherlands Government's Policy on Tropical Rainforests

Atentamente,

Jaime Remmerswaal
Asuntos Medio Ambiente
Cooperación para el Desarrollo

Embajada Real de los Países Bajos
Bogotá
Colombia

Jan van Raamsdonk
Inspector
Departamento de Evaluación de Política y
Operaciones
Ministerio de Relaciones Exteriores
La Haya
Países Bajos

**Cover email sent by the embassy to the persons and institutions to be visited,
for the sending of the letter (see above).**

Objeto: Evaluación de la Política Neerlandesa para Bosques Tropicales

Estimado(a) Sr(a) <nombre persona>,

Adjunto a la presente le hacemos llegar una carta informándoles de una evaluación que está llevando a cabo el Departamento de Evaluación de Política y Operaciones del Ministerio de Relaciones Exteriores de la cooperación holandesa en el campo de la conservación de bosques tropicales.

Para efecto una misión evaluadora realizará una visita a Colombia en el período del 14 al 25 de mayo del 2007.

Le solicitamos y agradecemos de antemano por el apoyo que le puede brindar al equipo evaluador en el desempeño de sus funciones.

Cordial Saludo,

Jaime Remmerswaal
Asuntos Medio Ambiente
Cooperación para el Desarrollo
Embajada Real de los Países Bajos
Bogotá

c.c. Sr. Jan van Raamsdonk, inspector IOB, jan.raamsdonk@minbuza.nl
Sr. Gommert Mes, coordinador del equipo evaluador, gmespaz@hotmail.com

2. Cover email sent by the consultants to each of the organisations and individuals to be visited, explaining the purpose of the evaluation and requesting collaboration (5 May 2007).

Estimadas Señoras / Estimados Señores,

Después de la comunicación que Uds han recibido de la Embajada y el IOB (la inspección del Ministerio de Relaciones Exteriores) queremos presentarnos como el equipo que les va visitar a partir de la próxima semana, entre el 14 y 25 de mayo. Somos Marjol van der Linden, investigadora del IOB en La Haya, y Gommert Mes, consultor y contratado por el Ministerio para coordinar el estudio de caso de Colombia.

Les queremos presentar algo más de información acerca del estudio que estaremos realizando. En primer lugar es importante destacar que no se trata de una evaluación de avances de proyecto sino de una evaluación de la política holandesa de apoyar la conservación de bosques tropicales en el mundo, a través del análisis de los impactos que hayan tenido los proyectos.

Los temas grandes que son de interés del estudio son: 1) utilización o manejo sostenible del bosque; 2) conservación de bosques de alto valor; y 3) reducción de la pobreza.

Las siguientes preguntas son importantes para el análisis que del diseño y la ejecución de proyectos:

- Los resultados contribuyeron al desarrollo y la ejecución de programas nacionales forestales?
- Se tomaron en cuenta consideraciones socioeconómicas en el diseño del proyecto?
- Cómo se realizó el monitoreo?
- Cómo se implementaron los proyectos y programas, con relación al diseño?

Sería importante en las presentaciones y las visitas enfocar a estas preguntas claves.

A su vez vale destacar que la evaluación con las respuestas a las preguntas indicadas arriba tiene que poder contestar las siguientes inquietudes:

- Cómo se utilizó desarrollo de capacidades? (*instrumentos*: publicación y apreciación de capacidad de investigación, capacitando los capacitadores, perfil profesional de los que se beneficiaron de capacitación, apreciación de directores, clientes y usuarios, etc.)
- Cómo se fortaleció la planificación forestal? (*instrumentos*: participación de actores locales y de niveles más altos y su apreciación del proceso de planificación, participación de instituciones tomadores de decisión claves, incorporación de Planes Nacionales Forestales en instrumentos de planificación de niveles altos / nacionales, parte de contribuciones financieras externas que caben dentro de los Planes Nacionales, etc.)
- Cómo han mejorado marcos legales y fiscales? (*instrumentos*: participación y otras calidades en el proceso de reforma, conocimiento general de nuevas leyes y reglamentaciones, eficacia de instrumentos fiscales, etc.)
- Cómo contribuyeron las actividades a la reducción de la pobreza? (*instrumentos*: reducción de la pobreza como elemento integral en la conservación, participación efectiva de todos los actores pertinentes en planificación y monitoreo, integración de programas de conservación en las estrategias de reducción de la pobreza, etc.)
- Cómo ha contribuido la asistencia técnica a estos temas?

Lo anterior como las pautas principales de la evaluación. En caso que quisieran conocer más, anexamos el documento con los TdR de la evaluación (nos disculpan por disponer solo de una versión en inglés y no poder ofrecerlo en castellano).

Finalmente, les informamos que en estos días les estaremos contactando para acordar una reunión con Uds en las dos semanas que estaremos en Colombia.

Agradecemos de antemano su cooperación en este trabajo.

Muy atentamente,

Gommert Mes
Coordinador

Marjol van der Linden
Investigadora IOB

3. Letter and questionnaire emailed by the consultants to 11 selected project implementing organisations (28–30 May, 2007)⁸⁰

Dear Mme / Sir,

We have had conversations with you in the context of the evaluation of the inter-ministerial policy of tropical rainforests of the Dutch Government. Since 1991, when it was approved, until now, this policy is the fundament for the international development cooperation of the Netherlands in the thematic area of forests.

The general objective of the policy is *'to promote the conservation of the tropical rainforest by realising a balanced and sustainable land and forest use, to end the present, rapid process of deforestation and the encroachment and degradation of the environment.'*

In the evaluation we try to obtain an understanding of the relevance, efficiency and effectiveness of this thematic line within the Colombian-Dutch cooperation, particularly of the period of 1999-2005. That is, financial support approved between the first of January 1999 and the 31st of December 2005, with more than 50% dedicated to tropical forests.

In the framework of this evaluation we would like to ask you the following questions.

1. The results of the project that was executed with the Netherlands had its main results in the following fields (please, mark the cells in accordance to the level of relevance of each field in the implementation of the project):

⁸⁰ The 11 implementing organisations were: UAESPNN, ECOFONDO, Tropenbos, MAVDT and GAT, Fundación Inguedá, Fundación Natura, IIAP, CODEBA, CIPAV, Gaia Amazonas.

Field	Relevance*		
	1	2	3
Active protection of the tropical rainforest			
Territorial zoning and land-use planning			
Sustainable production systems for the local population			
Non-wood forest products			
Chain of custody / forest certification			
Ecosystem restoration / regeneration / reforestation			
Institutional / legal strengthening			
Development of local capacities / increment of local participation			
Strengthening political and social support for conservation and sustainable management			
Research into conservation and sustainable use of the forest			
Decrease of poverty			
Other(s):			

*) 1: not relevant; 2: somewhat relevant; 3: very relevant.

2. With the project that is/was realized how many beneficiaries have been attended (estimated number of persons or families)?

3. In case of actions with direct influence on the forest could you estimate the forest area affected / benefited?

4. What would you consider to be the principal direct result of the project on the forest? Is it long-lasting?

5. What would you consider to be the principal direct result of the project on the local population living in or around the forest? Is it long-lasting?

6. Has the project or one of its components had bottlenecks or limitations (internal and/or external) to comply the expected results? In affirmative case, could you name them?

7. The project has contributed to the decrease of poverty? Has this aspect been object of monitoring?

8. Has the project left any lessons learned? Which are they?

In case of any doubts or comments please do not hesitate in communicating it to us; we're available for help and explanations.

Kindest Regards,

Gommert Mes
Cel. 311-291.2570

Marjol van der Linden

Annex 6 Matrix of desk study of project appraisal memoranda (Bemos)

Activity no.	Title Project	Period of implementation	Type of activity		Executing agency		Strategy				Integration poverty reduction	Supported poverty dimension*				Contribution of Project to the 9 Policy Lines** (2=important, 1=less important/indirect)							
			Core activity	Preparation / supporting activity	National government	Grassroots / beneficiaries	Institutional strengthening	Capacity building local organisations	Technical assistance	Education		Research	Other	main objective	Economic	Human	Political	Socio-cultural	Protective	1	2	3	
Bilateral activities																							
10320	Nuevo Fondo Holanda-ECOFONDO	1/8/2004 - 31/12/2007	X			X	X		X		X		X	X	X	X	2		2			1	2

Worldwide Activities																															
	7451	TMF Coherent actions for sustainable livelihoods II	1/1/2004 - 31/12/2007	X					X					X				X													
WW022609	3424	GEF-3/Replenishment **	2002 - 2006	X										X																	
WW026805		Tropenbos programme 2000-2004, phase IV	1/1/2000 - 31/12/2004	X										X				X			X	X	X			X		X	X	X	

- 1 Actively protect tropical rain forests and other highly prized forests (old-growth forests)
- 2 Offer no cooperation to projects and developments that (could) harm the rain forest or other highly prized forests
- 3 Promote land use planning, land division and sustainable agriculture and forestry
- 4 Trade in tropical wood: the management of the entire production chain from sustainable logging through to the consumer by stimulating the development and implementation of long-term wood production plans and other instruments
- 5 Stimulate local, national and international (re)forestation projects for forest recovery using the ecosystem approach
- 6 Strengthen institutions and legislation and increase participation by local populations
- 7 Strengthen political and public support for conservation and sustainable management
- 8 Improve economic relationships and relieve debt
- 9 Increase opportunities to pursue national and international policy aimed at strengthening and sustainable use of forests by strengthening research and institutions

Annex 7 Dutch bilateral programmes in Colombia on human rights, good governance and peace building, and the private sector⁸¹

In addition to the Programmes of Environment and Scholarships implemented by the Netherlands Government in Colombia, two other relevant programmes are briefly described here.

Programme: Human Rights, Good Governance and Peace Building

The primary goal of the Human Rights, Good Governance & Peace Building programme is to strengthen the rule of law and democracy in Colombia. Therefore, the Embassy supports state institutions in their struggle against impunity and corruption, and on a local level it supports the institutional strengthening of these entities. Also, it supports recognized NGOs with summoning ability on both the national and regional level, so they can continue their work of protection, disclosure, training, awareness and stimulating participation. This is being achieved through projects in following themes:

1. Human rights

- Fight against impunity
- Legal support to victims
- Promoting and education on human rights
- Documentation and disclosure of human rights violations and crimes against international humanitarian law (IHL)

2. Peace building

- Facilitating national and international contacts to promote a dialogue of all parties of the conflict
- Education and opinion forming to stimulate a culture of peace
- Stimulation of civil society participation in peace building
- Prevention of recruitment of youngsters by armed groups
- Facilitating reintegration of demobilised adolescents in civil and productive life

3. Good governance

- Strengthening of local authorities in conjunction with the environmental programme
- Fight against corruption

4. Gender and armed conflict

- Support a gender strategy specifically directed at protecting the Human Rights of women
- Support to victims of systematic human rights violations

⁸¹ Adapted from the document *La Unión Europea y Colombia* (EC, 2005) and the website of the Netherland Embassy in Colombia.

- Support to programmes that stimulate participation of women in decision-making processes and a culture of peace
- Prevention of human trafficking and support to victims

Programme: Private Sector

1. ORET (*Ontwikkelings Relevante Export Transacties – Development Related Export Transactions*)

The Dutch Government offers through this cooperation programme a donation of 35% of the total value of a development relevant project. This total value must be between €1 million and €4.5 million. For drinking water and sanitation, this donation can rise to 50%. The donation for the technical assistance component may lead up to 75%. Conditions:

- At least one Dutch firm must participate and at least 50% of all offered goods and services must come from Holland
- The project may not be commercially viable (first years of project life must have a negative cash flow, commercial projects cannot acquire this subsidy)
- The project must create employment
- The project must have a positive impact on the country/region/sector
- The resting 65% of financing must be guaranteed by the Colombian counterpart before initiating project implementation
- The request must be presented by a Dutch firm

2. PESP (*Programma Economische Samenwerking Projecten – Programme Economic Cooperation projects*)

This programme of the EVD (Agency for International Business and Cooperation of the Dutch Ministry of Economic Affairs) finances 50% of a feasibility study. Conditions:

- The study must be executed by at least 2 Dutch firms in association with a local counterpart
- Good possibilities must exist for export of Dutch technology
- The request must be presented by Dutch firms
- The complete study up to €270,000 must be financed, of which the Netherlands at a maximum finance €135,000

Examples of financed projects between 2003 and 2005 are:

- *Wind farm at Wayuu E.S.P. project (PESP03058)*. The project consists of a 20 MW wind farm which generates revenues for a not-for-profit rural utility whose objective it is to provide basic services such as energy and water to the large Wayuu Indian Community situated in the La Guajira Indian Territory, where the majority of the rural households have no access to these services.
- *Production of biomass pellets from coffee residues (PESP05021)*. Coffee plantations produce a dry biomass at processing in *trilladores* in an amount of 200,000 tonnes annually and is good material for electricity generation

through combustion. In case the feasibility study comes out positively a joint Dutch-Colombian pellet producing plant would be set up in Colombia.

3. CBI (*Centrum voor de Bevordering van Import uit ontwikkelingslanden – Centre for Import Stimulation from Developing Countries*)

CBI is the Centre for Import Stimulation from third countries to Europe. Colombian firms that want to export their products to Europe can sign-up at CBI for the following programmes: industrial clothing, furniture, chemicals, electronic components, office products, medical products, organically processed products, automobile parts, and smelting and piping or related products. CBI programmes provide technical assistance to firms, seminars on how to export to Europe (completely paid by CBI), participation in specialized fairs and follow-up on contacts. Firms that do not qualify can download the webpage of CBI market studies of 45 sectors and can apply for access to a database of importers in Europe.

Conditions: the firm must have exporting capacity, a viable product for positioning in the European market, no more than 500 employees and may not already be exporting to Europe. Command of the English language is mandatory for the person managing the relation with CBI.

4. PUM (*Programma Uitgezonden Managers - Dutch Managers Programme*)

Through seasoned experts, technical assistance is offered to the private sector with a focus on small and medium-sized enterprises (SMEs). PUM pays the ticket, insurance and expert fees. The Colombian applicant provides accommodation and food. Duration: approx. 4 months. The programme has a representative in Colombia to process the applications.

5. MDL – Carbon credits (*Clean Development Mechanism – CDM*)

The objective of this programme has been defined in the Kyoto Protocol and it consists of buying emission rights of greenhouse gases (*carbon credits*). The goal of the Dutch is to comply with a reduction in CO₂ emissions of 200 million tonnes. Therefore, the Netherlands has signed a Memorandum of Understanding, amongst others with Colombia.

To achieve this objective, the Netherlands have the possibility to buy greenhouse gas emission reductions through the *Clean Development Mechanism* (CDM). Buying emission reductions not only benefits the Netherlands, but also stimulates investment in clean projects that support sustainable development in developing countries that receive higher rent on the investments.

One of the carbon funds in which the Netherlands participates is the *Programa Latinoamericano del Carbono* (PLAC) which has a buying facility which the Dutch government supports with €45 million. One of the two approved projects is in Colombia, with the massive public transport system denominated *Transmilenio*.

The CDM (Clean Development Mechanism) project of *Transmilenio* will reduce an annual average of 300,000 tonnes of CO₂ during the first ten years of operation.

6. PPPs (Public-Private Partnerships)

This instrument stimulates the formation of public-private partnerships to finance poverty reduction and sustainable development projects. The Netherlands donates 50% of the project value with a maximum of €1 million. The participation of a Dutch firm is not required. The relevant sectors are: agriculture, water and sanitation, energy, health and biodiversity.

7. PSOM (Cooperation Programme for Emerging Markets)

The goal is to stimulate foreign investment in developing countries and to create long term commercial relations with firms in developing countries. With these long term commercial relations we mean a relation that is directed at producing in an efficient way, increasing local production and/or exporting goods and services for a long time. PSOM projects are pilot projects through which new methods of production or services are tested in the recipient country. The technology may also have been applied in other countries. The key element is that the projects generate a transfer of knowledge. Maximum project cost: €1,500,000. Dutch subsidy: 50%.

Requirements: participation of a Dutch business partner, the project must be experimental in nature, introducing innovative technology.

8. NIMF (Netherlands Investment Matching Fund)

This programme focuses on firms that plan to invest in strengthening of the private sector in developing countries. The Dutch Development Bank (FMO) shares the investment risk with foreign firms that invest in profiting projects in developing countries. Through the Netherlands Investment Matching Fund the FMO offers long-term risk capital and at the same time knowledge of the specific sector of investment. FMO participates in the firm's capital up to a maximum of five years. After that it will withdraw for which a capital exit strategy must exist. Conditions:

- Contribution of own foreign investment;
- Solid foreign investment;
- Strong growth potential of the local firm.

Annex 8 Categories of protected areas in Colombia

Category	Attributes of the area	Purpose of conservation	Purpose of management
NATIONAL			
Natural Reserve	Ecosystems and unique biotic species of special scientific value and ecology undisturbed by human activity	Preserve the biodiversity	Scientific research
National Park	Relatively extended area that is ecologically self-regulating, plant and animal species, geomorphological complexes with historic and cultural significance with scientific, educational, aesthetic and recreational values	Secure the conservation of the ecosystems	Recreational purposes and amusement; research
Unique Natural Area	Geological, geomorphological characteristics	Perpetuate of its natural characteristics	Investigation, recreation and education
Natural Wildlife Sanctuary	Possesses determined communities or species of resident or migratory fauna or flora of significant importance	Protect the species or communities (conservation of genetic resources)	Controlled passive recreation, research and education
Road Park	Cultural or recreational scenic value	Protect areas bordering highways, roads, paths, railroads, canals or rivers	Education and amusement
National Area of Conservation and Sustainable Use	Area covered with forest in a large proportion, occupied by groups of people	Match the conservation of existing natural resources with the satisfaction of needs of the population	Sustainable use of natural resources
REGIONAL			
District of Integrated Management of Renewable Natural Resources	Environmental or socio-economic factors	Conserve natural resources	Rational use of natural resources
District of Soil Conservation	Especially vulnerable area because of its physical or climatic conditions	Soil recuperation or prevention of its degradation	Recuperation of soil, altered and degraded areas
Regional Natural Area	Unaltered or little altered ecosystems with historic-cultural or natural value, landscape, geological or geomorphological characteristics	Maintain perpetually its natural conditions	Investigation, recreation and education
Fauna Territory	Wildlife	Wildlife conservation	Research and management of wildlife for exhibition
Hunting Reserve	Species for hunting	Species conservation	Research and management
Hunting Allotment	Wildlife	Wildlife conservation	Maintenance, support and use of species for sport

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			hunting
Reserve	Determined species	Conservation of determined species	Prohibition or exploitation of determined species
Traditional Fishing Reserve	Marine or continental aquatic area with hydro-biological resources	Conservation of hydro-biological resources	Guarantee productivity, sustained traditional use of fishing
Productive Forest Reserve	Natural or artificial forests	Conservation of natural or artificial forests	Obtain forest products for commercialization and consumption
Protected Forest Reserve	Natural or artificial forests	Conservation of natural or artificial forests	Protect the forest resources, obtain secondary fruits from the forest
Protected-Productive Forest Reserve	Natural or artificial forests	Conservation of natural or artificial forests	Protect the resources and obtain forest products for commercialization and consumption

LOCAL			
Municipal Forest	Area with natural vegetation and/or cultivated forests	Guarantee the protection of areas of sources of water capture, soil protection and biodiversity	Protection allowing the gathering of non-wood products and occasionally fishing and subsistence hunting
Historic-Cultural Natural Area	Natural or semi-natural area where significant historic events took place, or where there are historic constructions, important archaeological sites, or outstanding sectors	Historic sites	Preserve traditional models of agricultural production and animal husbandry as viable ways of life
Wildlife Refuge	Natural or semi-natural area with remnants or fragments of ecosystems or biotic communities, essential for the survival of native species of flora and fauna or habitats for the shelter or reproduction of migratory species.	Species conservation	
Private / Civil Society Reserves	Example of natural ecosystems	Nature conservation	

Source: Adela Vélez y César Rey (2000/2003), in: FAO/OAPN (2005).