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ASSESSMENT OF THE USAID/COLOMBIA “INTEGRATED SUSTAINABLE DEVELOPMENT OF INDIGENOUS GROUPS IN NATIONAL PARK BUFFER ZONES IN COLOMBIA”



JULY 2008

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Assessment of the USAID/Colombia “integrated Sustainable Development of Indigenous Groups in National Park Buffer Zones in Colombia”

DISCLAIMER

The author’s views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government

ACRONYMS

AAO	Agriculture and Alternative Development Office
ACT	Amazon Conservation Team
AD	Alternative Development
ADS	Automated Directives System
BZP	Buffer Zones Program
ADAM	Areas for Municipal Level Alternative Development
AS	Acción Social
ASOMI	Asociación de Mujeres Sabedoras Indígenas
CO	Contracts and Grants Officer
COOFRUMAG	Cooperativa de Frutas del Magdalena
COLTABACO	Compañía Colombiana de Tabaco S.A
CORPACOT	Corporación para la Protección Ambiental Cultural y Ordenamiento Territorial
CRIMC	Consejo Regional Indígena del Ortegua Medio Caqueta
CTO	Cognizant Technical Officer
ECR	Environmental Compliance Report
FARC	Revolutionary Armed Forces of Colombia
FAG	Agricultural Guarantee Fund
FINAGRO	Fondo para el financiamiento del sector Agropecuario
FOGAFIN	Fondo de Garantías Financieras
FPSN	Fundación Pro Sierra Nevada de Santa Marta
GOC	Government of Colombia
ICA	Instituto Colombiano Agropecuario
ICR	Incentivo a la Capitalización Rural
IDP	Internally Displaced Persons
INERAM	Institución Educativa Rural Agropecuaria Mingueo
IT	Information Technology
LAC	USAID Bureau for Latin America and the Caribbean
LOP	Life Of Project
M&E	Monitoring and Evaluation
MIDAS	More Investment for Sustainable Alternative Development
NAS	Narcotics Affairs Section
OAS	Organization of American States
ONDCP	United States Office of National Drug Control Policy
OZIP	Organización Zonal Indígena de Putumayo
PADF	Pan American Development Foundation
PAIDS	Programa de Aprendizaje e Innovación para el Desarrollo Sostenible
SIF	Social Investment Fund (also FIS)
SIGA	Agriculture and Geographic Information System
SME	Small and Medium Enterprise
SO	Strategic Objective
TEC	Total Estimated Cost
UNODC	United Nations Office of Drugs and Crime
US	United States
USAID	United States Agency for International Development

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EXECUTIVE SUMMARY

The purpose of this assessment, conducted by Management Systems International (MSI) for USAID/Colombia, is to assess the efficacy, cost-effectiveness, and mission impact/effectiveness of the Buffer Zones Program implementation tools and management structures in meeting its objectives; evaluate the Buffer Zones Program performance to date and assess results versus cooperative agreement goals and indicators; and make recommendations to USAID/Colombia for a follow-on Protected Areas Program.

The assessment was conducted in May-June 2008 with a methodology encompassing documentary review of selected information and qualitative in-depth interviews, focus-groups, and direct observation both in Bogota and project sites.

USAID is Colombia's long-term partner in promoting the integrated sustainable development of national parks and associated buffer zones having implemented five major activities in this area from 2001 to 2008. Specifically, the Buffer Zones Program (2005-2008) with a budget of \$5 million is working in four selected areas of the most important Colombian biodiversity and cultural patrimony regions. The program is implemented under the leadership of the Pan American Development Foundation in partnership with several Colombian and U.S. organizations bringing many years of institutional experience in each area.

The assessment examined four areas of Buffer Zones Program implementation. These included program implementation, performance to date, program impact, and sustainability. The most salient findings include:

- The budget and length of the Buffer Zones Program were challenged by the size of Colombia's overall national park buffer zones and the severe development issues that campesino and indigenous communities confront in those areas.
- The Buffer Zones Program was able to overcome difficulties related to multiple management layers and the cost implications of this arrangement thanks to the unique experience and commitment of its implementing partners.
- In spite of having some inconsistencies and redundancies in the results framework construct, the Buffer Zones Program has met and/or exceeded most of its Cooperative Agreement results and indicators. One of the most marked impact of implementing partners ACT and FPSN in buffer zone areas is to have been able to work in authentic partnership with local indigenous and campesinos communities.
- There is evidence that participating families have increased their involvement in conservation processes and sustainable development as well as the recuperation of indigenous cultural knowledge and practices.
- The program has worked in areas of Colombia with extremely low State presence, alarming poverty and low rates of basic social and productive services coverage, thus contributing to several of the Mission's broader objectives in Colombia.
- Those particular elements of the BZP that raise the sustainability potential of activities are: participatory implementation methodologies, use of local teams and promoters, and the choice of commercial crops.

I. INTRODUCTION

USAID's Automated Directives System (ADS) recommends that Strategic Objective teams (SOs) conduct at least one evaluation during the life of an activity to assess the validity of its strategy and approach, results achieved and lessons learned. Further, ADS identifies extracting lessons for the benefit of future programming as a specific situation where an evaluation is appropriate and important.

Following this guidance, USAID/Colombia contracted MSI in May of 2008 to conduct a performance assessment of the approximately 2.5 years of its three-year Buffer Zones Program with three over-arching objectives:

- Assess the efficacy, cost-effectiveness, and mission impact/effectiveness of the Buffer Zones Program implementation tools and management structures in meeting its objectives;
- Evaluate the Buffer Zones Program performance to date and assess results versus cooperative agreement goals and indicators; and
- Make recommendations to USAID/Colombia for a follow-on Protected Areas Program.

This assessment was tasked with reviewing, analyzing, and evaluating the program along four criteria: impact, sustainability, cross-cutting issues, and client satisfaction; and, where applicable, identify opportunities and recommendations for improvement. In answering specific questions in each criterion, the assessment was asked to evaluate both the performance of USAID as well as that of the implementing partners.

II. BACKGROUND

Colombia is one of the richest countries in biological and cultural diversity in the world. That diversity is represented in its 53 natural parks managed by the National Natural Parks System¹. Indigenous territories overlap with over 25 percent of these parks. Most of the approximately 9.4 million hectares of national parks have and continue to face severe threats from armed groups, illicit crop production, uncontrolled occupancy, in-migration, inadequate farming systems and uncontrolled exploitation of timber, fauna, minerals and hydrocarbons leading to the deterioration of both ecosystems and traditional cultures.

Since 2001, USAID has been committed to support the Government of Colombia's efforts to reverse this process of deterioration through integrated interventions addressing social, cultural, economic, and technological constraints. Efforts were geared to achieve sustainable development under which indigenous, *campesino*² communities and external cultures can coexist in balance with each other and with their natural settings in pursuit of an improved quality of life.

Specific activities have included:

- Promotion of programs, projects and activities to preserve, protect and manage Colombia's natural and biological resources in a sustainable way through the **Fondo Para la Acción Ambiental** created under a bilateral agreement within the framework of debt reduction efforts of (1) Initiative for the Americas and (2) Tropical Forest Conservation Agreement;

¹ In the last several years, the Colombian Government has created 12 new natural areas (including the recently inaugurated Orito Natural National Park in the Putumayo Department) and expanded several of the existing ones.

² Farmers and settlers not belonging to any specific native/ethnic group.

- Supporting infrastructure, equipment, training of national parks service staff, consolidating park areas, and strengthening communications with local communities in several national parks through the Latin America and the Caribbean *Parks in Peril* initiative;
- Improving the management of Colombia's National Parks System through training; equipment; infrastructure design, planning and construction and other assistance at the headquarters, regional, and park levels through **CORPACOT**³; and
- Improving the sustainable management of natural resources and the environment through technical assistance and training in sustainable agro-forestry and silvo-forestry production systems in or near national parks including work with indigenous communities through a cooperative agreement with the **Amazon Conservation Team** (ACT).

In late 2004, USAID/Colombia designed a three-year/\$4 Million program to address biodiversity conservation, food security, and sustainable economic development issues based on traditional values for indigenous and campesino communities in two specific geographic areas: The buffer zone of the Alto Fragua/Indi Wasi National Park and the buffer zone around the Sierra Nevada de Santa Marta National Park.

The program was intended to support directly two of the Mission's Strategic Objectives: SO2, Expanded Economic and Social Alternatives to Illicit Crop Production; and SO3, Support to Displaced Persons and Other Vulnerable Groups. It would also contribute to SO1, Enhanced Democratic Governance, in the areas of human rights, local governance, and peace initiatives. Moreover, the program would directly contribute to USAID/Colombia's biodiversity conservation strategy. As such, this program emerged as a cross-cutting activity dealing with various high priority strategic and geographic areas and populations within USAID's 2006-2008 strategy.

In early 2005, the Mission competed and awarded the "Integrated Sustainable Development of Indigenous Groups in National Park Buffer Zones in Colombia" Cooperative Agreement, better known as Buffer Zones Program (BZP), to the Pan American Development Foundation (PADF) as the prime grantee in partnership with the Amazon Conservation Team (ACT) and the Fundación Pro Sierra Nevada de Santa Marta (FPSN), for the period July 2005-July 2008. While this initiative is managed through the Agriculture and Alternative Development Office (AAO) and supports the Mission's overall anti-narcotics program, it is funded with Colombia-specific biodiversity soft earmarkfunds appropriated specifically to be made available through nongovernmental organizations for programs to protect biodiversity and indigenous reserves in Colombia⁴.

Through this arrangement, the program capitalized on many years of institutional experience in each of the two areas. For example, with USAID and other donor funding ACT had been supporting indigenous communities to maintain their cultural identity, recover ancestral practices and strengthen their organizations in the Alto Fragua National Park since its formation in 2001⁵. Similarly, the FPSN Foundation had a track record of supporting sustainable environmental development and conservation with indigenous and campesino cultures in the Sierra Nevada de Santa Marta region of Colombia since 1986.

³ Corporación para la Protección Ambiental Cultural y Ordenamiento Territorial

⁴ Specific soft earmark language (HR4818 p.175); http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=108_cong_bills&docid=f:h4818enr.txt.pdf; and http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_bills&docid=f:h3057enr.txt.pdf

⁵ As stated before, ACT also implemented directly the predecessor cooperative agreement called "Sustainable Development for Colombian Indigenous Communities Project" (\$3 million/2003-2005).

Twenty months into the program (or 55 percent of the LOP), in March of 2007, PADF submitted an unsolicited proposal to USAID for an extension and expansion of the program to include two additional program areas to be implemented by ACT in year three; The Huila Department's buffer zone of the Nevado del Huila National Park and buffer zones around the Piedemonte Amazonico protected areas. The rationale for the expansion was to build on achievements and gains made under the program and enhance ACT's efforts in these two areas to develop new knowledge in inter-cultural management of health, protection of cultural heritage and environmental preservation. In May of 2007, the Mission approved the extension/expansion increasing the budget by \$1 million, bringing the new TEC to \$5 million in USAID funds plus required counter-part funding, and adding three months for a new ending date of September 30, 2008.

At the time of this assessment, most of the field work has been completed in all four program geographic areas and the program is entering its final quarter.

III. ASSESSMENT METHODOLOGY

The assessment of the Buffer Zones Program was based on two general methods. The first method consisted in a documentary review of selected information already available dealing with: a) USAID and program policymaking (e.g. USAID/Colombia 2006-2008 Strategy, Biodiversity Conservation/Natural Forest Assessment, Annual Reports 2006 and 2007, Performance Monitoring Plan, Operational Plan, Buffer Zones Cooperative Agreement and Program Summaries); and b) the administration and implementation of the program (e.g. Work Plans, Quarterly Reports and Performance Review Presentations). The second method consisted in qualitative in-depth interviews, focus-groups, and direct observation both in Bogota and project sites.

Key informants were consulted in semi-structured interviews, relying on the set of questions established by USAID, to capitalize on their first-hand knowledge about the implementation of the BZP. Interviewees included various stakeholder groups: USAID staff directly and indirectly involved with BZP implementation and management; Government of Colombia (Acción Social) staff directly involved with strategic planning and implementation of the BZP; PADF, ACT, Corporación Reconocer, and FPSN staff directly involved with the implementation of the BZP; representatives of BZP clients and beneficiaries; and representatives of other BZP partner organizations including The Colombian National Parks Service.

The fieldwork involved visiting nine municipalities in six departments, conducting thirteen Focus Groups involving numerous stakeholders and beneficiaries, and sixteen observational field visits to see activity sites and record stakeholder testimonials (See Annex A).



IV. MAJOR FINDINGS

A. PROGRAM IMPLEMENTATION

1. Program Areas in Perspective

In describing briefly each of the Buffer Zones Program areas, this section is intended to provide an illustration of the size of the BZP relative to Colombia's overall national park buffer zones.

Colombia is divided in six biodiversity and cultural patrimony regions as represented in the graphic to the right. The BZP prioritized work in three selected parts of those areas as follows:

1. The Amazon Region of Colombia comprises about 42 percent of the country's territory and is the nation's least populated area. At the same time, it is part of the overall South American Amazonian rainforest. This region includes six departments and parts of another four. Within this vast land, the BZP works in the Piedemonte Amazonico sub region⁶ comprising influence areas of indigenous territories of the Siona, Coreguaje, Cofan, Inga, Paece, and Embera indigenous groups in the Caqueta, Putumayo, and Cauca

(Baja Bota) Departments.

In particular, the program works in buffer zones

of one of nine national parks of the Amazon Region: The **Indi Wasi Natural National Park**⁷. Within the buffer zone of the park, the program implements activities in influence areas of two indigenous associations, the Asociación Tandachiridu Inganokuna (Caquetá), and the Asociación Nukanchipa Atunkunapa Alpa (Cauca); and campesino farmers around the adjacent municipalities of San Jose del Fragua, Belen de los Andaquíes, Solano, Solita (Caquetá), and Piamonte (Cauca).

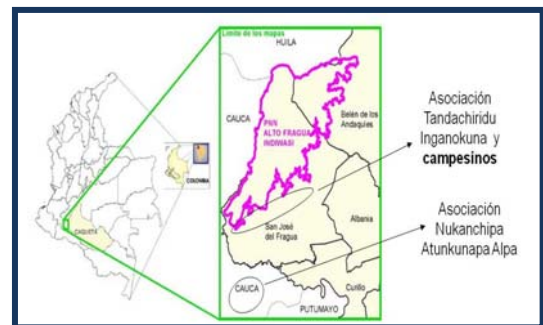
Also within the Amazon Region, BZP assistance is provided in influence areas of the Asociacion de Cabildos Indigenas Sionas Gantiya Hue Jobó Zio Bain in Putumayo, and the Consejo Regional Indigena CRIOMC in Caquetá in the **Piedemonte Amazonico** sub-region.

An illustration of the size of the BZP is the comparison between the total population of the eight municipalities⁸ where the program works in Piedemonte, estimated at 44,000 people, with the program's

⁶ The Amazon region includes another eleven sub-regions.

⁷ Created in 2002 with an area of 68,000 hectares.

⁸ Milán, Solano (Caquetá); Puerto Asis, Puerto Leguizamo, Santa Rosa del Guamués, San Miguel, Mocoa (Putumayo); and Santa Rosa (Cauca)

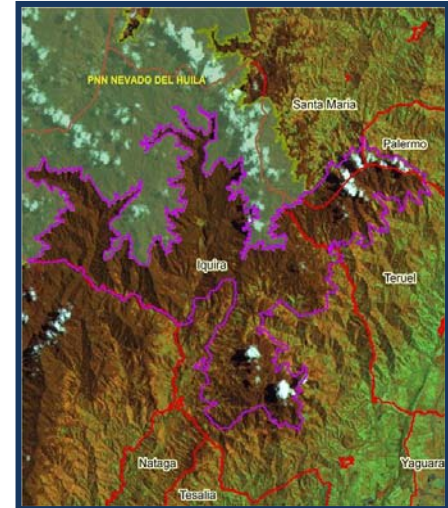


original target of reaching 200 indigenous families or approximately 1,000-1,200 people in these municipalities i.e. close to three percent of the total population.

Participant groups and communities in Piedemonte Amazonico are extremely dispersed. For example, the closest Siona Resguardo (Reservation) is Buenavista in Putumayo, located two hours from Puerto Asis by river. In the case of the Coreguajes people it is even more difficult considering that the trip to the closest Resguardo from Florencia in Caquetá takes four hours: two by road and two by river.

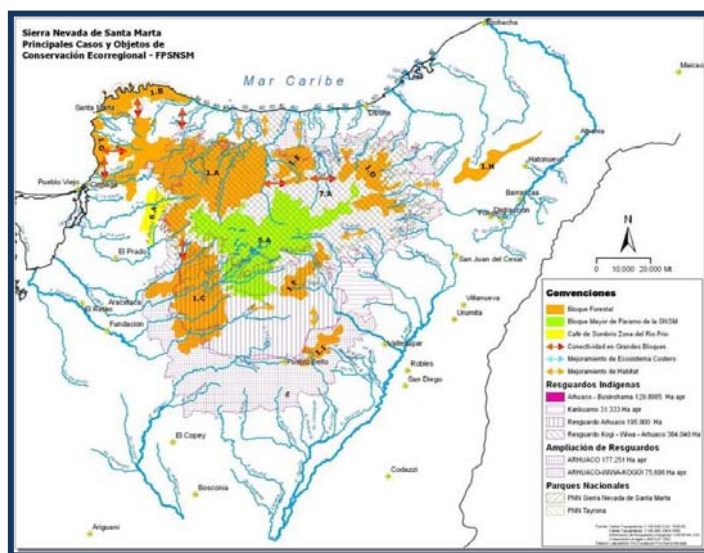
2. The Andean Region is comprised of 21 sub-regions including the Cordillera Central sub-region which represents one of the three branches of the Andes in southern Colombia. It ranges from the Nudo de Almaguer, or "Macizo Colombiano" in Cauca (south) to the Serrania de San Lucas in Bolivar (north). The Cordillera Central is limited by the Cauca and Magdalena river valleys to the west and east respectively. Cordillera Central is home to the Colombian coffee growing region known as the Eje Cafetero as well as several important volcanoes.

Located in the foothills of the Cordillera Central is the Nevado del Huila National Park⁹ -one of six parks in this sub-region.



The Nevado del Huila, at 5,365 meters (17,602 ft), is the highest volcano and second highest mountain in Colombia, located in the territory of the departments of Huila, Tolima and Cauca

As part of the extension/expansion of the program in 2007, the BZP prioritized four municipalities in this sub-region: Iquira, Teruel, Palermo and Santa Maria, targeting 101 campesino families (or 505 people) for assistance out of the nearly 20,500 combined inhabitants of the four municipalities.



4. The Caribbean Region ranges from the Urabá Gulf in the northeast to the Guajira peninsula and from the foothills of the Western and Central Cordilleras to beaches of the Caribbean Sea to the north. Generally, it is a flat territory crossed by the Magdalena, Cauca, San Jorge, Sinú, Ranchería and Ariguaní rivers, which form extensive fishing reservoirs and lagoons near the coast. Its topography contrasts with the Sierra de Santa Marta, an extensive mountainous area with a great climatic diversity as well as fauna and flora, and home to the highest peaks of the country.

The Caribbean region includes territories of the departments of Guajira, Bolivar,

Atlantic, Cesar, Magdalena, Sucre, Cordova, Santander and Antioquia and has the advantage of having nine of the most beautiful national parks and natural sanctuaries in the country, including the Sierra Nevada de Santa Marta National Park¹⁰. The BZP contemplates work in 10 of 70 municipalities of three

⁹ Created in 1977 with an area of 158,000 hectares.

¹⁰ Created in 1964 with an area of 383,000 hectares.

departments (Magdalena, Guajira, and Cesar), populated by four indigenous groups, the Wiwa, Kogui, Arhuaco, and Kankuamo.

2 Implementation Arrangement

The partnership between PADF, ACT and FPSN, as presented in the Cooperative Agreement, included PADF as the prime grantee with overall technical direction, administration and oversight responsibilities of project interventions, and ACT and FPSN with field implementation responsibilities with 50% of the program in each of their corresponding geographic areas through internal cooperative agreements with PADF.

These alliances, however, worked somewhat differently during the life of the BZP which had both positive and negative implications on program activities and results as described below.

Amazon Conservation Team (ACT), a U.S. NGO, promotes activities to protect Amazonian indigenous culture, forest and traditional systems of healing since 1995 through strengthening indigenous organizations, participatory development and implementation of land management plans, training, and installation of traditional farms (Chagras).

ACT worked in Colombia from 2001 through the Instituto de Etnobiología (IEB), a Colombian non-profit organization created by members of ACT and Colombian nationals involved in natural parks and conservation activities for years. In many ways IEB acted as the ACT subsidiary in Colombia. When the BZP started, IEB was in charge of implementing the Alto Fragua sub-project. In 2007, in order to improve technical and financial reporting and better supervise implementation, ACT decided to open a liaison office in Bogota for the first time. This decision prompted IEB not only to stop activities but to dissolve itself as an organization. In turn, this forced ACT to become fully incorporated in Colombia and assume direct implementation responsibilities.

There is a comparable situation with the Nevado del Huila sub-project. In 2006, the NGO Reconocer and ACT originated the extension and expansion of the BZP with the intention of working in buffer zones of three additional national parks: Huila, Catatumbo, Barí and Sanquianga. Given that these new areas would imply a drastic change in scope within the cooperative agreement, and given the availability of funds, the BZP consortium submitted for USAID consideration a one-year/\$1million unsolicited proposal for work exclusively in selected areas of the Huila national park. Also a Colombian not for profit entity, similarly formed by professionals intimately related to parks management and conservation and with strong linkages to ACT, once the extension/expansion was awarded, Reconocer was assigned the responsibility of implementing this sub-project for the BZP.

While financially these arrangements were managed by PADF in Washington through a direct relation with ACT Home Office, technical and implementation aspects were managed in Colombia through multiple coordination layers both in Bogota where overall planning and strategy is conducted in consultation with USAID, and in program areas where implementation, supervision and monitoring was done with various technical teams. Reportedly, to some degree these layers of coordination have had implications on program performance. An illustration of this is the noticeable improvement of results and indicators achievement in the last year where ACT had a more direct role in implementation in the Alto Fragua sub-project, especially after the transition period between IEB and ACT (September – December, 2007) where activities in the field were minimum.

The Pro Sierra Nevada Foundation is a Colombian public-private NGO established in 1986 in Santa Marta, Department of Magdalena. Its mission is to promote participatory, sustainable development in the Sierra Nevada of Santa Marta region. FPSN's thematic areas include indigenous and campesino community strengthening and participation, sustainable production, health and communications.

In the case of FPSN, in spite of having an effective Cooperative Agreement with USAID since July of 2005, formalization of an internal agreement between PADF and FPSN took six additional months (December of 2005) owing to an unexpectedly long initial pre-award survey of FPSN and the negotiation of the first year's Work Plan and detailed budget in terms of administrative, financial, legal and technical methodological differences. With an internal agreement with PADF smaller than 50% of the program as originally planned, the first year of the BFP coincided for FPSN with the last year of its World Bank-funded PAIDS program (Programa de Aprendizaje e Innovación para el Desarrollo Sostenible, 2000-2006). This \$6 million project involved counterpart funds from the Colombian National Department of Planning and had the same basic technical approach and target areas than the BZP. However, after five years of practically being structured around the PAIDS project, initiating new working relations with PADF involved some adjustments for FPSN regarding policies, norms and tools for the administration of the new program.

This process also forced FPSN to change its General Director during the implementation of the BZP given a serious deterioration of the institutional relations with PADF which at some point (September of 2006) prompted PADF to temporarily suspend disbursements and announce the possibility of a termination of the internal Agreement. The institutional relations and coordination have improved since early 2007.

While both organizations had similar institutional weaknesses, and both were part of the BZP under similar arrangements (internal cooperative agreements), PADF has had more direct technical and financial oversight role with FPSN whereas with ACT the relationship has been characterized by coordination and co-management.

Even with the difficulties discussed above, the BZP benefited greatly from ACT and FPSN's geographic focus and tradition as well-respected indigenous and campesino partners staffed with professionals highly familiar with local conditions and a broad base of experience working with all relevant local stakeholders. Both organizations had been implementing similar activities for years before the BZP and had various satellite offices in the field¹¹.

It was very surprising to discover how this extensive experience ensured a similar approach to the program in both implementing partners (and sub-partners in the case of ACT) despite working in different regions and confronting different issues during implementation. For example, even before the BZP, both ACT and FPSN had the same methodological tools and technical approach through three mutually reinforcing programmatic components: Conservation, Organization, and Sustainable Production. During the BZP implementation however, not all three components were equally emphasized. The Sustainable Production component was started late under both ACT and FPSN leading to fewer activities than anticipated and less complementary technical assistance.

USAID's supervision and strategic/technical direction for the BZP on its part has been characterized by some interviewees as at an "arms length" relationship. In part, because of the comparatively small size of the program when matched to the ADAM/MIDAS mega projects, and in part because of the security conditions at the beginning of the activities, the BZP suffered from little field supervision and necessary allotment of management time. For example, two very important actions for the program such as a Branding and Marking waiver and a very necessary adjustment of program indicators under the results framework took close to a year each, impacting in many ways the overall performance.

¹¹ FPSN has two regional offices in addition to Santa Marta (Rioacha and Valledupar) and ACT opened a field office in Mocoa (Putumayo) in 2007. Both organizations have local staff including indigenous professionals and promoters.

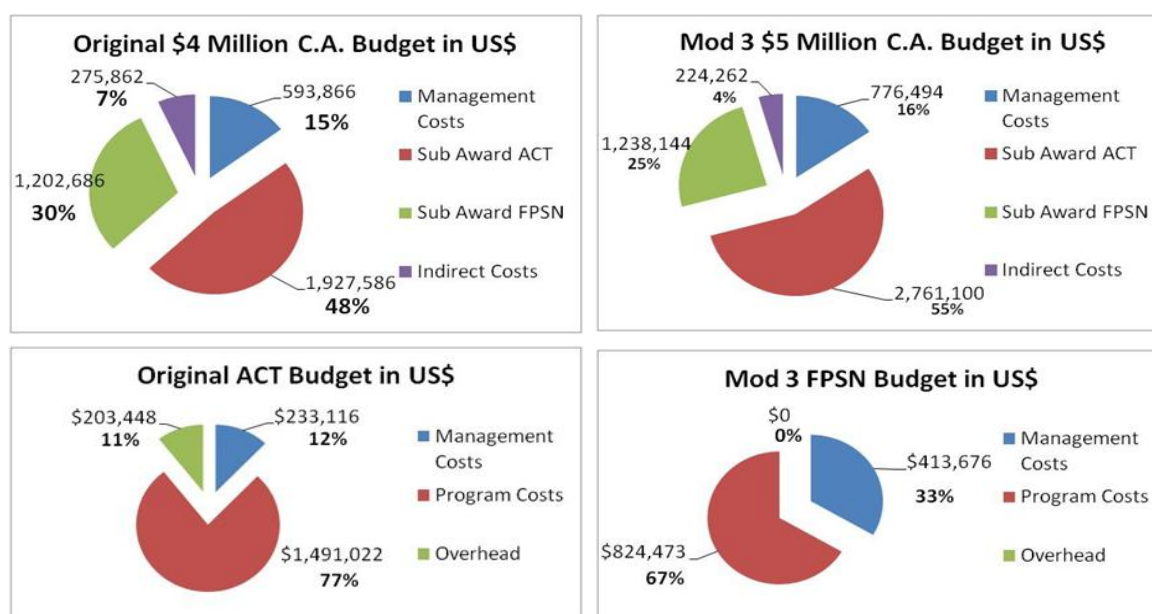
There was a management change in USAID¹² during the second half of the program. Implementing partners welcomed the renewed involvement of the CTO and USAID as a whole with this change.

3. Amount of Award and Implementation Budget

The effectiveness of the BZP partnerships with strong local and U.S. partners has some financial implications. As illustrated in the graphics below, having multiple layers of partners under the program diminishes to some extent the funds available for direct field implementation. For example, under the original \$4 Million Cooperative Agreement only \$3.1 Million were available for field technical assistance and activities.

In the case of ACT, although the management costs and overhead under the ACT sub award already include the costs of Colombian sub partners IEB and Reconocer, of the original \$1,927,586 awarded, \$1,491,022 were allocated for field implementation, which also has some travel and transportation, logistics, and costs not directly reaching indigenous and campesino organizations.

Further, if illustratively we would consider the final budget assigned to FPSN of \$1,238,144 and distribute that among the five geographic sub-areas in Sierra Nevada where they work under the BZP, and divide that between the four individual activities on average they implement in each geographic sub-area, the available budget for implementation would be approximately some \$33,000 for a single activity.



B. PERFORMANCE TO DATE

The thrust of the BZP is to strengthen organizational and management capacities of indigenous groups and settler communities in an inter-cultural context, and in a manner that encourages cooperation for improved living conditions and preservation of natural and cultural assets.

The program's implementation approach and activities as executed in the field are illustrated in Text Box 1. This logical framework construct and the selection of activities are consistent with the program's intent and reflect an effective integrated approach, germane to buffer zones needs, focusing on

¹² The CTO assigned to the program was changed in Feb of 2007

strengthening organizations and individuals facing production, management, and marketing processes in a reality that threatens their environment and culture.

TEXT BOX 1
Buffer Zones Program Logical Framework Construct

Overall Objective (Impact)

Promote integrated sustainable development through improved use of natural resources by assisting peoples in the buffer zones with income and employment options that are environmentally benign, ethnically and culturally appropriate, and conducive to conservation of traditional values, natural resources and biodiversity

Outcomes (Project Purpose)

- Improve opportunities for biodiversity conservation
- Improve opportunities for food security
- Develop a sustainable economy based on the traditional values of indigenous and *campesino* communities

Outputs (Expected Results)

- strengthen the organizational processes of the communities to reduce their current vulnerability;
- support the development of sustainable production systems in agriculture and agro-forestry;
- strengthen community participation in the management of indigenous territories;
- strengthen indigenous organizations' capacity to reclaim their fundamental rights;
- support to program beneficiaries and their families as well as local indigenous organizations in developing planes de vida (life plans);
- facilitate community engagement with traditional authorities in preserving cultural heritage and traditional knowledge in the communities.

Inputs (Activities)

Formation of local promoters, participatory diagnosis and planning, agriculture and environmental technical assistance, training, basic assessments and studies, legal advice for organizations legalization and recuperation of indigenous rights, marketing research and support, generation of community tolerance mechanisms, organization, provision of inputs, materials, equipment and tools

Another positive aspect of the BZP selection of target areas and populations has been the balance between addressing needs of indigenous and non-indigenous groups meeting the same challenges in the same areas. With the exception of the cultural vulnerabilities of indigenous groups, which obviously presents an additional burden on them, both indigenous and campesinos in buffer zones around national parks share poverty (with a good portion of them among the poorest of the poor) and have been heavily affected by illicit crop production, violence from more than one illegally-armed group, narco-trafficking, crime and displacement; in other words they have shared the unique mix of Colombia's social problems, which is extremely relevant for the USAID 2006-2008 strategy.

With respect to cooperative agreement results and indicators, each of the BZP sub-projects have met and/or exceeded most of their targets (see Annex D). However, analyzing the combined program performance is more difficult and can only be achieved if a short version or summary of results is analyzed as in Text Box 2.

TEXT BOX 2 Overall Performance Analysis						
COMPONENT	RESULT	INDICATOR	TARGET	ACHIEVED	PERCENTAGE	AVERAGE
Conservation	Conservación biológica y/o cultural como producto de la aplicación de planes de manejo y establecimiento de corredores biológicos	No. hectáreas	50,400	71,278	141%	133%
	Organizaciones (campesinas, indígenas, de mujeres) y entidades que comparten principios de intervención y participan de acuerdos de manejo ambiental y cultural	No. de organizaciones	129	106	82%	
	Campesinos e indígenas que participan en acuerdos de manejo ambiental y cultural	No. familias	1,761	2,054	117%	
	Planes de manejo y/o de establecimiento de corredores biológicos	No. de planes de manejo y/o establecimiento de corredores	33	63	191%	
Organization	Organizaciones beneficiarias (indígenas, campesinas, de mujeres y profesores), creadas o fortalecidas	No. de organizaciones	122	133	109%	118%
	Líderes indígenas y campesinos, capacitados y organizados en un equipo de extensión a comunidades	No. de líderes	239	240	100%	
	Familias (campesinos e indígenas), vinculadas a organizaciones beneficiarias	No. familias	2,603	3,788	146%	
Sustainable Production	Producción directamente afectada por la intervención	Nº de hectáreas	2,065	2,404	116%	116%

To clarify, during the design stage, many inconsistencies and redundancies were incorporated in the overall program results framework. Depending on the specific context, type of interventions intended and particular methodologies to be used, each sub-project modified and adapted some Cooperative Agreement results and indicators and omitted or included others. As a consequence, the BZP overall results framework is not the direct sum of individual sub-project results frameworks and does not represent accurately the program's complete picture (See Text Box 3).

In addition, the original establishment of goals and targets also included several overestimations and underestimations. Unfortunately, these problems were not addressed in a timely manner and a modification of indicators and targets initiated in early 2007 continues to be processed¹³. By the time this modification is finished the project will have completed field implementation of activities.

¹³ The negotiation is centered on determining if a change in indicators should be accompanied by a budget realignment or an amendment to the TEC. However, this discussion is inconsistent given that an analysis of the documentation demonstrates that the Cooperative Agreement budget is based on three general budgetary line items (Management Costs, Program Costs, and Overhead) while activities are grouped in three components: Conservation, Organization and Sustainable Production, therefore establishing the unit cost of one family assisted for example is extremely difficult if not impossible.

TEXT BOX 3
Overall Performance Analysis

COMPONENT	RESULT	INDICATOR	TARGET	ACHIEVED	PERCENTAGE	AVERAGE
Conservation	Conservación biológica y/o cultural como producto de la aplicación de planes de manejo y establecimiento de corredores biológicos	No. hectáreas	50,400	71,278	141%	133%
	Organizaciones (campesinas, indígenas, de mujeres) y entidades que comparten principios de intervención y participan de acuerdos de manejo ambiental y cultural	No. de organizaciones	129	106	82%	
	Campesinos e indígenas que participan en acuerdos de manejo ambiental y cultural	No. familias	1,761	2,054	117%	
	Planes de manejo y/o de establecimiento de corredores biológicos	No. de planes de manejo y/o establecimiento de corredores	33	63	191%	
	Incentivos para servicios ambientales negociados con gremios, instituciones y entes territoriales	Nº de incentivos	N/A	N/A	N/A	
	Instituciones educativas que replantean su Currículum en torno a metodologías y contenidos de educación para conservación y recuperación	No. instituciones	N/A	N/A	N/A	
	Niños que conocen y amplían el entendimiento de su entorno a partir de la visión indígena del territorio, en sitios estratégicos para la conservación y recuperación	Nº de niños	N/A	N/A	N/A	
Organization	Organizaciones beneficiarias (indígenas, campesinas, de mujeres y profesores), creadas o fortalecidas	No. de organizaciones	122	133	109%	118%
	Líderes indígenas y campesinos, capacitados y organizados en un equipo de extensión a comunidades	No. de líderes	239	240	100%	
	Organizaciones cubiertas por planes de fortalecimiento organizacional	No. de organizaciones	120	N/A	N/A	
	Familias (campesinos e indígenas), vinculadas a organizaciones beneficiarias	No. familias	2,603	3,788	146%	
	Instituciones locales, regionales, nacionales, que dan apoyo directo al componente de desarrollo organizativo del programa	No. instituciones	53	N/A	N/A	
	Infraestructura comunitaria ejecutadas dentro de los Planes de Desarrollo Organizativo	No. de obras	N/A	N/A	N/A	
	Familias beneficiadas por obras materiales construidas, que apoyan la consolidación de la Organización y el territorio indígena	No. familias	N/A	N/A	N/A	
Sustainable Production	Producción directamente afectada por la intervención	Nº de hectáreas	2,065	2,404	116%	116%
	Familias indígenas y campesinas beneficiadas por el componente productivo	No. familias	1,855	N/A	N/A	
	Planes de negocios elaborados y puestos en ejecución	No. de planes de negocio	N/A	N/A	N/A	
	Alianzas con empresarios para comercialización de productos	No. Alianzas	N/A	N/A	N/A	
	Mercados locales y nuevos canales de comercialización establecidos	No. Mercados	N/A	N/A	N/A	
	Familias beneficiadas por los mercados locales y nuevos canales establecidos	No. familias	N/A	N/A	N/A	
	Incremento en el volumen de producción de la población beneficiaria	% de incremento	N/A	N/A	N/A	
	Incremento en el valor de la producción de la población beneficiaria	% de incremento	N/A	N/A	N/A	
	Especies tradicionales recuperadas para uso, intercambio y/o comercialización	No. Especies	N/A	N/A	N/A	

Note: N/A corresponds to Results, Indicators, or Targets existing only in some sub-projects and therefore impossible to add up for the entire program. See Annex D

In addition to having differences in the number of results and indicators, sub-projects, in most cases also reported to have a different interpretation of those results they have in common. A formal approved Performance Monitoring Plan (PMP) was not found in the USAID files during the assessment. A PMP would have helped to create a common understanding of the results framework and collectively establish the Indicator Reference Sheets with accepted definitions, data collection methodologies, schedule, roles and responsibilities, and indicator quality assessment plans.

Typically, and beyond results and indicators, sub-projects implemented by different partners had little internal coordination. The Alto Fragua and Piedemonte subprojects (both implemented directly by ACT), both having activities with indigenous peoples as their focus, coordinated to some extent their methodologies, work plans and activities with the Huila subproject (implemented by Reconocer) towards achieving the same objectives; although the Huila sub-project preserved some autonomy given Reconocer's institutional emphasis and relationship with campesinos in their working areas. However, with the Sierra Nevada sub-project (implemented by FPSN) information sharing, lessons learned and joint planning of activities has been absent. Moreover, the ACT/Reconocer and FPSN technical teams met for the first time during the end-of-project presentation to USAID (5/27/08).

Similarly, BZP activities were not coordinated with other USAID-funded projects. For example, a group of BZP beneficiaries receiving agro-forestry technical assistance in Santa Maria (Huila) also received a four-month training for the production of blackberries with MIDAS funding. While both assistances do not specifically overlap, there were no specific value-added gains in having both funded by USAID. To the contrary, one BZP beneficiary identified this case as USAID's uncontrolled parachuting of TA instead of investing the resources in what he thought was more necessary: provision of updated watershed cartography. Also, Arhuaco indigenous in Valledupar are working with BZP and MIDAS at the same time with no coordination of activities.

Regarding field monitoring and supervision, both USAID and PADF faced various difficulties for indicator validation and monitoring of activities. Between 2004 and 2006/2007, the security conditions in all four working areas were precarious and personnel were not allowed to enter the areas. In several cases, even ACT and FPSN local staff was advised by indigenous and campesino communities to stop activities and avoid travel around project areas for months at a time. The situation has improved dramatically since 2007, with only isolated security episodes occurring today. Reportedly, this was the primary reason for ACT's decision to work in Colombia through the IEB.

C PROGRAM IMPACT

The previous section established that the Buffer Zones Program achieved or exceeded its targets. Thanks to this performance 71,278 hectares are being preserved through management plans in buffer zones around and close to headwaters; 3,788 indigenous and campesino families are connected to social or productive local organizations from which they can benefit; and 2,404 hectares of land are dedicated to licit crops production under sustainable management methodologies. Beneficiaries and stakeholders alike declare their satisfaction with the program. Nonetheless, beyond the Cooperative Agreement set of achievement indicators, there are other benefits and impacts worth highlighting as products of USAID's intervention through the Buffer Zones Program.

1. Penetration

Perhaps the most marked impact of ACT's and FPSN's efforts in buffer zone areas is to have been able to work in authentic partnership with local communities -indigenous and campesinos. Although it is hard to distinguish how much these organization's integrated approach and methodology has evolved during the three years of the BZP and how much is the product of previous institutional knowledge and experience,

it certainly was a period in which numerous hypothesis were confirmed and all implementation tools were validated. The following is a list of those characteristics within BZP implementation that stand out as effective in creating partnerships with beneficiaries and have been identified by them as successful:

- Respect for local hierarchies and coordination through appropriate authorities: Junta de Accion Comunal, Taitas and/or Mamas;
- Implementation of the traditional community's comprehensive development plans known as "life plans" (planes de vida)¹⁴;
- Recovery of the community's traditional mix of crops and seeds and implementation of agro-forestry farms known as "Huertas Productivas" or "Chagras" depending on the area.

Oliver Gasca, Gobernador del Pueblo Coreguaje indicated: *"what the Coreguaje like about working with the Chagras is that it not only brings our ancestors' mix of crops back, but introduces crops that are demanded by our people because they understand how to manage them agriculturally and believe that they have a profitable market potential like cocoa, rice, and cane"*.

2 Participation

Clients had broad access to information regarding BZP activities and intended benefits. Participation included dialogue to enable exchange of ideas; participatory group/community needs assessments; joint design or work plan development; and joint implementation and/or monitoring. With complementary training provided to increase local capacity, BZP clients regard their participation as material, functional and interactive.

In general, projects implemented were communities' first priorities among a series of other needs.

3. Conservation of Natural Resources & Biodiversity

As stated earlier, there is no doubt that the BZP works in several of Colombia's national treasures in terms of the richness of their biodiversity; positively impacting not only on the community development front but also fostering the conservation of the environment.

As part of its design and approach, the BZP has an explicit biodiversity conservation objective aiming at *"assisting peoples in the zones with income and employment options that are environmentally benign, ethnically and culturally appropriate, and conducive to conservation of traditional values, natural resources and biodiversity"*¹⁵.

There is evidence that BZP participating families have increased their involvement in conservation processes and sustainable development. As of March of 2008 there were 63 collaborative agreements signed in program areas for the conservation and responsible handling and management of forests. Community members interviewed regarded these agreements as their own environmental statements.

Similarly, all implementing partners are deeply committed to these principles and have clearly identified deforestation around headwaters as one of the principal environmental and biodiversity threats in its working areas and have initiated effective activities to mitigate this threat. According to Colombian National Parks personnel, in areas where ACT and FPSN have worked for more than three years there is

¹⁴ ACT had been supporting the recovery and systematization of these plans for the last seven years and thanks to BZP funding it was possible to implement many portions of them.

¹⁵ Cooperative Agreement language

evidence of a reduction of swidden (slash and burn) agricultural practices as well as significant reforestation of headwaters around villages.

Strengthening beneficiary populations' awareness, knowledge and commitment to environmental and cultural conservation practices and techniques was achieved through community gatherings, workshops, picnics, collective visits to sacred places, and radio dissemination of information.

While community needs and constraints are the initial point to identify activities and interventions, threats to local biodiversity are also taken into account during the initial assessments. Also, forest conservation and recuperation is a specific program indicator monitored regularly by the BZP which conforms to USAID's definition of a biodiversity program¹⁶.

4. Conservation of Cultural Practices

Indigenous communities strengthened their spiritual practices after being able to make collective visits to sacred sites which otherwise was impossible to achieve given cost constraints. Additionally, it was important to have elder people and children visiting these sites together as a measure to pass on cultural knowledge. Other practices supported were collection of natural elements for the "pagamentos" or payments to Mother Nature, periodic meetings of spiritual leaders and authorities, education and reflection gatherings between spiritual leaders and children and young people, among others.

Also with BZP support, the Wiwa communities of Guachaca Buritaca recovered through horizontal cooperation with other communities the knowledge of traditional musical instruments, traditional music and dances that were almost lost.

The Wiwa, Kogui and Arhuaco communities of Sierra Nevada were assisted in recoding in writing the meanings of the different designs incorporated in their traditional bags or "mochilas", which has both cultural and commercial impact.

Similarly, the Afro-guajiro communities were supported to write down the history of their communities, their culture and traditions and disseminate this knowledge through local "popular reporters" and community radios.

The one area that has considerable demand among indigenous communities is the acquisition of new land to "consolidate" and "recuperate" what was once their territory. With non-USAID counterpart resources, ACT assisted in the acquisition of several small properties among what is a 274 hectare stretch that will help connect the Alto Fragua National Park, the Salado del Loro protected area and the San Miguel Resguardo of the Tandachiridu Inganokuna Association, thus, greatly assisting the dedication of more areas to conservation, but more importantly bringing the park back to the indigenous people. FPSN has also helped in the legal registration of property rights for the Arhuaco and construction of small infrastructure in these areas as a means of consolidating the new lands for their people.

TEXT BOX 4 Beneficiary Testimonies

- "If we didn't legalize our lands with FPSN assistance, we would have lost 800 ha" (Arhuaco indigenous leader Enrique Marquez – Jimain).

- "If there was no BZP and we did not rescue our costumes and traditions we were destined to disappear. In our "cosmovision", if a person or family/community is not intrinsically related to the land and nature it is considered lost and has no purpose for continuing to exist" (Diego Illes, Coreguaje community leader).

- "The activities that we found most useful are the training of Taita apprentices; construction of Malocas; having our own radio station; the organization of the communities; and the development and implementation of Planes de Manejo Territorial de los Resguardos which is part of the Plan de Vida to preserve biodiversity" (TANDA Ingas).

- "Was the project valuable? How can we put a value to recuperating our ancestors' mix of crops" (Franco Ever Yoiguaye, President of the Asociación de Cabildos Indígenas del Pueblo Siona)

¹⁶ "Biodiversity Conservation: A Guide for USAID Staff and Partners" 2005.

5. Working in Isolated/Underserved Areas

Through BZP assistance, 133 indigenous and/or campesino organizations were created or strengthened in areas of Colombia with extremely low State presence, alarming poverty and low rates of basic social and productive services coverage. For example, a 12 Km potable water system interconnecting three communities in the Guajira department (Juan y Medio, Moreneros, and Carmen), provided this most necessary service to families previously forced to make a four hour round trip in mules at least four times a day (most often the women and children) to obtain water in a river nearby. An additional benefit was bringing the three communities together: *“Before, they barely said hi to each other, now they visit each other’s families and spend Sunday afternoons. Also, the moment we got the water, people started coming back from the “desplazamiento”* (Jorge Lujan, Presidente Junta de Accion Comunal Juan y Medio).

Typically, infrastructure and food security activities were just the entry point or “excuse” for community development, building mutual understanding, and inter and intra ethnic participation.

In addition, working together with the BZP in designing and implementing these types of projects has been reported as a “credential” for these small communities in building credibility to better negotiate with local authorities. *“When an organization like FPSN pays attention to you and believes in you,... next, the mayor will want to pay you a visit..Three years ago we had 1,300 students and now 2,400 students...it means that people are coming back”* (Director of Institución Educativa Rural Agropecuaria Mingueo - INERAM).

6. Broader Mission Objectives

Combining these characteristics of the BZP, the activity can accurately be described as a consolidation of democracy intervention targeting beneficiaries relevant to GOC and USG joint interests. As discussed earlier, the program works in poor rural areas that have been and continue to be affected by narco-traffic, violence and displacement, and facing serious environmental threats, thus, integrating conservation, gender, AD, culture, and conflict issues. All these issues have been effectively taken into account by implementing partners and integrated into their specific methodologies to identify target populations and particular implementation tools, especially with indigenous communities.

TEXT BOX 5 Interviewees Commentary

-In 2007, there were at least four months in which nobody could travel to the Coreguaje territory;

-In the Juan y Medio potable water system one FPSN technician was killed by the guerrilla;

-The first year of FPSN implementation was like working in the war front. The second year was marked by reinserting desmovilizados: nobody knew who was who.

-In Alto San Jorge, farmers are still not allowing their wives to go back to their houses. They're still in transition. It's amazing the achievements that have been made under these conditions.

-There is one case of “double displacement”. A family was displaced from their original house and when relocated the guerrilla displaced them again.

-Today, indigenous problems are still very relevant: The Paes had clashes with the Police in Cauca for trying to recuperate some lands on June 5; and several hundred Embera desplazados showed up in Bogota the first week of June asking for government help.

In addition, the most commonly cited externality affecting the implementation of the program was violence or the threat of guerilla forces present in the area.

Women in particular were targeted for specialized technical assistance and training. For example, Arhuaco women were trained in the production of handicrafts, recuperation of traditional designs, and the creation and management of a working capital fund for raw materials and other inputs. Campesino women in Cienaga Grande were provided with a multipurpose infrastructure that includes training and workshop facilities. Also, women in Quebrada Valencia now have their own workshop for the production of Coco handicrafts and a small fruit processing plant.

Indigenous youth aspects were the center of attention in activities aimed at increasing youth recognition of traditional authorities and recuperation of ancient knowledge. Campesino schools of Guachaca Buritaca were provided with geography, history, conservation and biodiversity, and

cultural diversity materials. The Yachaicuri Inganokuna School (Alto Fragua) and the INERAM School (Mingueo) were strengthened with new and/or adapted facilities for agricultural, cattle production and food processing training.

An interesting additional result of the BZP has been its determined support to the GOC “zero illicit cultivations” policy thanks to the combination of corporate values and interests not specifically related to alternative development per-se: PADF has made it an institutional premise to work only in coca-free areas due to its AD experience; ACT and FPSN are committed to prevent the negative effects of narco-trafficking and crime over indigenous communities and the environment; and indigenous and campesino farmers fear the possibility of aerial fumigation.

7. Diversified Production

As a result of BZP efforts, beneficiary farmers associated with campesino or indigenous organizations have better means to develop primary and food security production, undertake value added initiatives, and commercialize their production. In total, 32 business plans were developed and implemented allowing increased production of annatto, panela, fruits, vegetables, berries, banana, coffee, cacao, honey, lemon, production of bio-fertilizers, and indigenous handicrafts.

Productive activities with indigenous groups in particular are very tangible program benefits difficult to backslide because the Huertos Productivos and Chagras¹⁷ concepts are based on intimate commitment to diversification of traditional crops. Expansion of Chagras is the most highly demanded activity among indigenous together with acquisition and “legalization”¹⁸ of new lands. The BZP implemented nearly 600 family and community Chagras reincorporating approximately 26 products/crops of great nutritional, medicinal and artisan importance. The first phase included developing a “seed bank” of traditional species that were bound to disappear, the second phase organized a “Chagra Fair” or exchange of seeds between Resguardos and the third phase was implementation of family Chagras. The Chagra is considered the family’s “grocery store” that also encompasses traditional practices such as production of natural fertilizers, pest management, and breeding of small animals.

At the same time, the mix of food security and cash crops selected for support in all four sub-projects is very promising in terms of market potential. For example, the annatto (achiote) association members interviewed in Guajira indicated that they produce achiote because the availability of a market is not an issue and with the equipment provided by FPSN they save considerable time and the product comes out much cleaner which results in a better price.

D. SUSTAINABILITY

One of the most important findings of this assessment is that the length of the Buffer Zones Program (three years) was too brief to guarantee the sustainability of the large number of activities and processes initiated. Thankfully, these processes have benefited enormously from the previous institutional presence and long term commitment of ACT and FPSN in these areas which increases the likelihood of their continuity and sustainability.

Those particular elements of the BZP that raise the sustainability potential of activities are:

¹⁷ Small family or community plots used for cultivating food security and traditional produce. In Piedemonte they are called Chagras and people in Sierra Nevada refer to them as Huertos Productivos

¹⁸ Obtaining formal property rights

- **Participatory implementation methodologies** used by ACT and FPSN, which promote local ownership of mechanisms and activities. Because beneficiaries regard their participation as a meaningful contribution to the decision-making process, they consider activities beyond the three-year timeframe and incorporate them in their long-term life vision. Beneficiaries interviewed demonstrated pride in the activities they participated in and were making plans to continue and even expand them.
- **Use of local teams and promoters** formed by indigenous and/or campesino technicians increases trust and facilitates the necessary social mobilization. A defining change as a result of ACT's direct implementation (since October of 2007) was to work through a team of indigenous professionals including a legal advisor, an agronomist and an accountant. This decision allowed for a smooth and quick transition from the Instituto de Etnobiología and immediate acceptance by beneficiaries. Similarly, FPSN's strategy to promote diversified production and health activities is working through Kogui and Coreguajes young promoters who participated in a four-month indigenous agriculture train-the-trainer program to disseminate their new knowledge. Thanks to this, the promoters achieved the ability of helping others and a new community status that increased their self-esteem. FPSN has supported the formation and activities of two indigenous promoters associations: ASOPROMO and ASOPROAM.
- **Choice of commercial crops** that are known to the farmers and have proven market potential. Productive projects in general start with a joint identification of crop prospects that adequately combine crops familiar to farmers with those having good demand and prices. Cacao particularly combines both characteristics in a unique way.

With regards to Colombian partners taking leading roles in BZP interventions, both ACT and FPSN can be considered Colombian implementing partners in the sense that all ACT staff is Colombian and has a long history working in the Alto Fragua, Piedemonte and Huila regions. FPSN for its part is made of 88 well respected Colombian public and private figures and organizations. In many cases ACT and FPSN along with a very incipient municipal presence and the reinvigorated presence of the Colombian military, form the only local "institutional framework". The Colombian National Parks Service has proved to be a key partner for the BZP. Especially in ACT working areas, beneficiaries have had minimal exposure to other GOC instances such as Acción Social. In Sierra Nevada to the contrary, Acción Social has not only been present in the area through other development initiatives and programs, but has also contributed resources to FPSN to implement complementary activities.

The relationship with GOC stakeholders has been mixed. On one hand, as indicated above, Accion Social identified the work being done by FPSN strategic enough to commit GOC resources and expand their activities. As good as this is to the BZP, it does not necessarily mean that Accion Social has accompanied the overall BZP initiatives at the planning and/or monitoring stages. It seems more like a standalone decision to take advantage of an ongoing implementing outfit. On the other hand, the relationship with regional offices of the National Parks Unit has been very close and productive. Again, this is not an indication of involvement by the national level of the Parks Unit in strategic planning of BZP activities; it is rather a sound local implementation decision by technical teams of the BZP partners.

Another finding is that little has been done by the BZP to engage Governors and Mayors. ACT only recently has approached the Amazon Autonomous Corporation (Corpoamazonia), an entity with the legal mandate to oversee environment conservation and sustainable development at the departmental level. FPSN, having three such Corporations on their Board of Directors, has approached these relationships more proactively. For example, the Corporacion del Magdalena is funding *Planes de Ordenamiento Territorial* and the *Manejo de Cuenca del Rio Frio* programs. However, in spite of also having 18 municipalities in their Board of Directors, little coordination or co-funding has been possible to achieve with them.

The road ahead for productive activities is to consolidate the commercialization phase. Because of the emphasis given to organization and conservation at the beginning of the BZP, sustainable production only took off in 2007. In the case of campesinos for example, a linkage to credit as individuals to increase production and as associations to have working capital would be necessary to consider activities consolidated.

Another subject to consider in future interventions will be the minimum profitable size of production. In commercial crops like cacao there is a minimum area planted needed for a production unit to be profitable. Chagras do not necessarily take this factor into account. Currently, the combination of family and community production is the BZP strategy to reach profitable quantities.

V. CONCLUSIONS AND RECOMMENDATIONS

The conclusions and recommendations that follow summarize the most salient findings of this assessment; were drawn from interviews to key individuals and beneficiaries as well as discussions with institutional representatives of organizations relevant to BZP activities; and are structured in light of the design for a USAID/Colombia follow-on Protected Areas Program.

- The geographic areas involved in parks and buffer zones in Colombia are sizable. Activities to address these areas' development constraints need to be strategically designed in length and budget in order to make a long-lasting difference and effect in their population.
- In relatively small programs like the BZP, implementation arrangements encompassing multiple layers of technical and financial oversight make supervision difficult and make roles and responsibilities not clear. It is difficult to discern how much of the success of BZP activities is attributable to each management layer or if the program is ultimately relying on field implementing partners and even on specific field personnel for this success. Also, multiple layers reduce the availability of resources for field implementation of activities. For example, an extension/expansion of \$1 million for one year of implementation needs a careful design to achieve a good balance between administrative and overhead costs versus field activities.
- Concomitantly, activities with many management layers that are not closely supervised do not follow all specific project implementation requirements. In the case of the BZP, some key management instruments such as a Performance Monitoring Plan and an Environmental Management Plan were not properly developed and/or their formal approval processes were not followed. USAID and PADF supervision oversaw for example, the lesser emphasis placed on the sustainable production component in both ACT and FPSN -in favor of organization and conservation, until the beginning of 2008. The lack of cross-fertilization between the BZP small infrastructure activities and the ADAM successful work through FIS and the Juntas de Accion Comunal is an example of a missed opportunity for lack of attention to BZP implementation details which would have saved a significant BZP learning curve in these matters. In general, USAID and the prime implementing partner should work together in future activities to ensure timely strategic and technical direction to field offices.
- While an integrated intervention is desirable and the most appropriate approach for buffer zones, the design of such activities needs to also balance how many technical areas can be covered in one project or how deep can some areas be covered. This is also important to manage stakeholders' expectations for example in areas like health, education, and even deeper issues related to recuperating culture or a native language. Similarly, designing new activities will need

to incorporate different elements and different components for areas with disparate levels of development.

- Development processes involving indigenous populations usually take longer timeframes to mature. For example, the Arhuaco people in Guajira took eight years to finally accept the Federacion de Cafeteros proposal to renovate their coffee crops. FPSN is working in the Kogui Wachaca Buritaca area for almost 20 years not necessarily because activities are unsustainable, but because FPSN has made it an institutional decision to accompany their development process. For new donor-funded activities like the BZP, there will be a need to balance the competing interests of working in more areas versus continuing to make a significant change/impact in fewer areas. Some indigenous and campesino groups will need to be graduated from funding once a satisfactory consolidation phase has been achieved. Currently for example, many of the activities in Alto Fragua with indigenous and Santa Maria with campesinos are already replicable models applicable elsewhere in Colombia and other countries and these groups could be graduated from assistance.
- Institutional strengthening of sub implementing partners was not given the primary emphasis it needed within the BZP. In the future, when working with local organizations such as FPSN, IEB, Reconocer, the Colombian National Parks Service, and even ACT/Colombia, more direct support and capacity building would help improve service delivery, empower local groups and promote sustainable use of project resources. Surprisingly, the structures of the implementing partners were often identified during interviews with beneficiaries as those areas that would be mostly affected if USAID funding were to stop abruptly. FPSN benefited from more attention in this regard¹⁹, however, not sufficient for example to promote better design and implementation of the potable water system in Guajira, which suffered tremendous delays attributable to design issues.
- As in any development endeavor facing resource and time constraints, achieving lasting results in park buffer zones requires the combination of community-based public, private, and donor initiatives. The BZP has not been significantly successful in creating stable linkages with relevant institutions and organizations for the benefit of the program. Once again, the BZP leaned more in favor of FPSN with regards to generating alliances. PADF was instrumental in obtaining Acción Social direct funding for FPSN as well as helping to obtain Coltabaco funding for communications and outreach efforts. All the same, considering that FPSN has 88 public/private partner organizations, the intermediation role of a prime grantee within the BZP as well as in the follow-on parks strengthening activity should do more in this area. In the case of the Alto Fragua, Piedemonte, and Huila sub-projects, ACT successfully secured other donor funding, however only in early 2008 the program was able to make initial contacts with Governors and mayors.
- Seeking more close coordination with national levels of the GOC, and making sure that BZP activities are an integral part of the GOC Parks/Conservation/Biodiversity policies and strategies would have increased the likelihood of long-term sustainability as well as created potential opportunities to strengthen Colombian institutions. Beyond the financial resources, these relationships, as well as those with the private sector, are conducive to sustainability of processes and continuity of initiatives. For example, in both areas an unused partner are teachers working in surrounding schools who deal with indigenous and campesino students on a daily basis and have a fair amount of community credibility. In general, the role of a prime grantee should be

¹⁹ PADF started a training plan co-funded by the Fundación Mario Santo Domingo which included technical and financial management areas. However this plan was a reaction to weaknesses observed in FPSN rather than a proactive and systematized institutional strengthening effort.

centered on institutional strengthening; leveraging of social responsibility and Public-Private alliances; coordination of sub implementing partners; and quality control and USAID compliance.

- Successful implementation of commercial crops, effective access to credit and profitable sales of supported products should not be goals in a project; they should be measurable indicators in order to be accorded the importance and attention they deserve. A frequent design oversight, even in effective programs like the BZP, is to underestimate the results and indicators. In the future parks strengthening activity, the program's design should include indicators beyond hectares, families and number of organizations supported to accurately point implementing partners in the direction of achieving sustainable results, not processes or activities.
- Finally, conservation activities within the BZP were almost exclusively focused on preservation or reforestation of headwaters. Activities under the follow-on Protected Areas activity could incorporate a more comprehensive analysis of threats to biodiversity based on any existing assessments and or new studies to determine the most critical areas of potential interventions. Additionally, the number of hectares dedicated to protect water sources reported by the BZP comes from agreements signed individually or collectively between actors involved and the BZP. In line with more institutional linkages, these agreements need to be validated and formally incorporated into some other instance e.g. municipality, National Parks Unit, etc. to be enforced, otherwise they may be considered just an informal understanding between private entities. Also, only two park buffer zones are formally established in Colombia, leaving the boundaries of what a "buffer zone" is to the interpretation of local authorities and communities. Taking these considerations into account, USAID will need to assess whether a policy component under the new activity is desirable and/or needed.

The Buffer Zones Program has provided USAID/Colombia with multiple lessons learned and best practices. The model used by the Mission under the BZP with relatively minor adjustments has the potential to be a very effective tool for supporting integrated sustainable development in protected areas during the follow-on activity.

Washington D.C.
July, 2008

ANNEX A:

TRIP REPORTS

Sergio E. Rivas
Buffer Zones Program Assessment
Trip Report 1
Piedemonte Amazonico protected areas; Alto Fragua/Indi Wasi National Park;
and Nevado del Huila National Park
May 28 - June 2, 2008

- Departments: Putumayo, Caquetá, Huila
- Municipalities: Villagarzon, Mocoa, Florencia, San José de la Fragua, Neiva, Santa María
- Interviews:
- José Pablo Jaramillo, ACT Colombia Director
 - Ricardo Peña, ACT Colombia Buffer Zones Program Coordinator
 - Juan Miguel Molina, Buffer Zones Director of Operations Mocoa
 - Jairo Valencia Restrepo, President of Organización Zonal Indígena de Putumayo (OZIP)
 - Jose Ignacio Muñoz Cordova, President of Corpoamazonia
- Focus Groups:
- ACT Mocoa: Juan Mojoy Charoy, ACT Mocoa Legal Advisor; Higidio Muchavisoy Chindoy, ACT Mocoa Productive Advisor; Angela Vargas Velasco, ACT Mocoa Planes de Manejo Territorial; Irma Alicia Mojoboy, ACT Mocoa Education Advisor.
 - Franco Ever Yoiguaye, President of the Asociación de Cabildos Indígenas del Pueblo Siona (ACIPS); Luciano Mutumbajoy, President of the Unión de Médicos Indígenas Yageceros de la Amazonía Colombiana (UMIYAC); Maria P. Mojomboy, President of the Asociación de Cabildos Indígenas Nukanchipa Atunkunapa Alpa (Ingas); Saudi Muchavisoy, Tesorera Nukanchipa; Mercedes Payocuaye, Siona woman.
 - Directiva de la Asociación de Mujeres Sabedoras Indígenas La Chagra de la Vida (ASOMI): Gilma Esneda Hurtado (Siona), Blanca Maniguaje (Siona), Ester Yaiguaje (Siona), Clemencia Agreda (Kamtza), Laura Jansasoy (Inga), Pablo Chindoy (Kamtza), Pedro Juagibioy (Kamtza), Jose Estrella Tisoy (Inga), Rosario Chiconque (Siona)
 - Asociación de Cabildos Indígenas Tandachiridu Inganokuna: Flora Macas, School Director; Patricio Jacanamejoy, Gobernador Mayor Asociacion Tandachiridu; Geronimo Penagos, Coordinador Plan de Vida; Natividad Mutumbajoy, Coordinadora Etnoeducacion; Jair Salazar, Coordinador Agricultura Ancestral; Waira Nina Jacaramejoy,

Coordinadora Comunicacion; Mario Jacanamejoy, Coordinador Territorio; Asael Burgos, Gobernador Brisas; Jhony Aberlaez, Alcalde Cabildo Brisas.

-Luis Oswaldo Mancilla, Coordinador ACT Caquetá; Jairo Quintero, ACT Caqueta; Jose Eustaquio Cuellar, ACT técnico operativo; Jacinto Noguera, farmer Bella Vista; Dario Aldana, Farmer Palmeras; Nelcy Yague, Farmer Palmeras; Alirio Suarez, farmer Cristalina; Ayda Cristina Garzon, Servicio Nacional de Parques Naturales Unit Director; Robinson Garcia, Servicio Nacional de Parques Naturales.

-Consejo Regional Indígena del Orteguaza Medio Caqueta (CRIOMC): Oliver Gasca, Gobernador del Pueblo Coreguaje; Eduardo Bolaño, Vicegobernador; Diego Illes Promotor Coreguaje.

-Alberto Rojas, Director Corporacion Reconocer; Patricia Escobar, Coordinadora Proyecto Huila; Mirley Parra, técnica Reconocer; Karol Parra, técnico Reconocer; Ricardo Aguelo, Asesor Sistemas Sostenibles; Arelis Arciniegas, Asesor Alternativas Tecnologicas; Sandra Yiseja Casas, Administrativa Reconocer; Henry Aldana, farmer; Beimar Bonilla, farmer; Bitelva Torres, farmer; Miguel Torres, farmer; Miguel Cabrera, farmer; Yanid Rubiano, farmer; Antonio Andrade, Coordinator Parque Nacional Nevado del Huila.

Observational visits: ACT Mocoa Office
Finca La Pinta (ASOMI)
Colegio Yachaicury (Tandachiridu)
San Jose del Fragua National Parks Service
Several campesino farms in Santa Maria, Neiva

Sergio E. Rivas
Buffer Zones Program Assessment
Trip Report 2
Sierra Nevada de Santa Marta National Park
June 3-7, 2008

- Departments: Magdalena, Guajira, Cesar
- Municipalities: Santa Marta, Riohacha, Valledupar
- Interviews:
- Armando Calvano, Director Fundacion Pro Sierra Nevada de Santa Marta
 - Juana Londoño, Coordinadora de Proyecto
 - Luis Moreno, Coordinador Producción Sostenible
 - Ricardo Rey Cervantes, Coordinador Estaciones Ecológicas
 - Various teachers and students Institucion Educativa Rural Agropecuaria Mingueo (INERAM)
 - Wilber Mestre, Representante Legal Empresa Comercializadora Indigenas Arhuaco
 - Rubiel Salabata, Gerente Wintukwa (Salud para los Indigenas)
 - Arhuaco indigenous leader Enrique Marquez
 - Arhuaco indigenous leader Benito Chaparro
- Focus Groups:
- Kogui authorities: Jose Antonio Dingula, Comisario Mayor; Luis Carlos Garavito, Mama Mayor; Rumaldo Lozano, Mama Buritaca; Jose Miguel Handigua, Mama Mutainzhi; Valencio Dingula, Promotor Salud; Gabriel Dingula, Promotor cacao; Celso Bolaño, community leader; Jose Marti Lozano, community member.
 - Alto San Jorge Farmers: Humberto Narvaez, Association President; Fernando Rodriguez, Secretario; Carlos Julio Olaya, member; Damian Forero, Fiscal; Aquileo Rodriguez, Project coordinator; members: Andres Avelino Alvarez, Manuel Arrieta Florez, Nellys Conde Ramos, Alberto Conde Ramos, Rafael Conde Ramos, Hilber Olaya Gaitan.
 - Colectivo de comunicaciones and transformacion de frutas projects, INERAM
 - Jorge Lujan, Presidente Junta de Accion Comunal Juan y Medio; Ledys Sarmiento, Directora Centro Educativo Sierra Nevada; Rafael Mendoza, Maestro de Obra; Tiffany Ibarra, community coordinator; Jose Ibarra, community member.
 - Comite de Comercializacion y Produccion de Achiote: Dario Quintero, Presidente del Comite; Rafel Carreño, member and President of the Acueducto Association; various Comite Members: Juana Prado; Yazmiris

Redondo; Nelsy Mendoza; Nolays Gomez; Altagracia Frias; Felicia Prado; Albeims Sierra; Elvis Simanca; Norberto Sierra; Ariel Amaya; Abel Sotelo; Eberto Sierra.

-Cooperativa Coofrumag members: Helmer Santrich; Carlos Martinez; Benjamin Borrero; Jose Borja; Luis Muestra; Hernando Redondo; Luis Mejia; Pedro Borrero; Julio Pacheco; Carlso Segundo Martinez.

Observational visits: Prosierra Santa Marta Offices
Noleizhi Kogui Cansamaria and Health Center projects
Campesino Panela Project San Jorge
Aula and Parque de Agua (Acueducto), Moreneros
Aula and Parque de Agua (Acueducto), Carmen
Aula and Parque de Agua (Acueducto), Juan y Medio
Centro Educativo Sierra Nevada
Comite de Comercializacion y Produccion de Achiote
Casa Indigena de Valledupar
Jimain small infrastructure and productive projects
Coofrumag packing center

ANNEX B:

ADDITIONAL INSTITUTIONS AND PERSONS CONTACTED (SEE ALSO TRIP REPORTS)

USAID Colombia

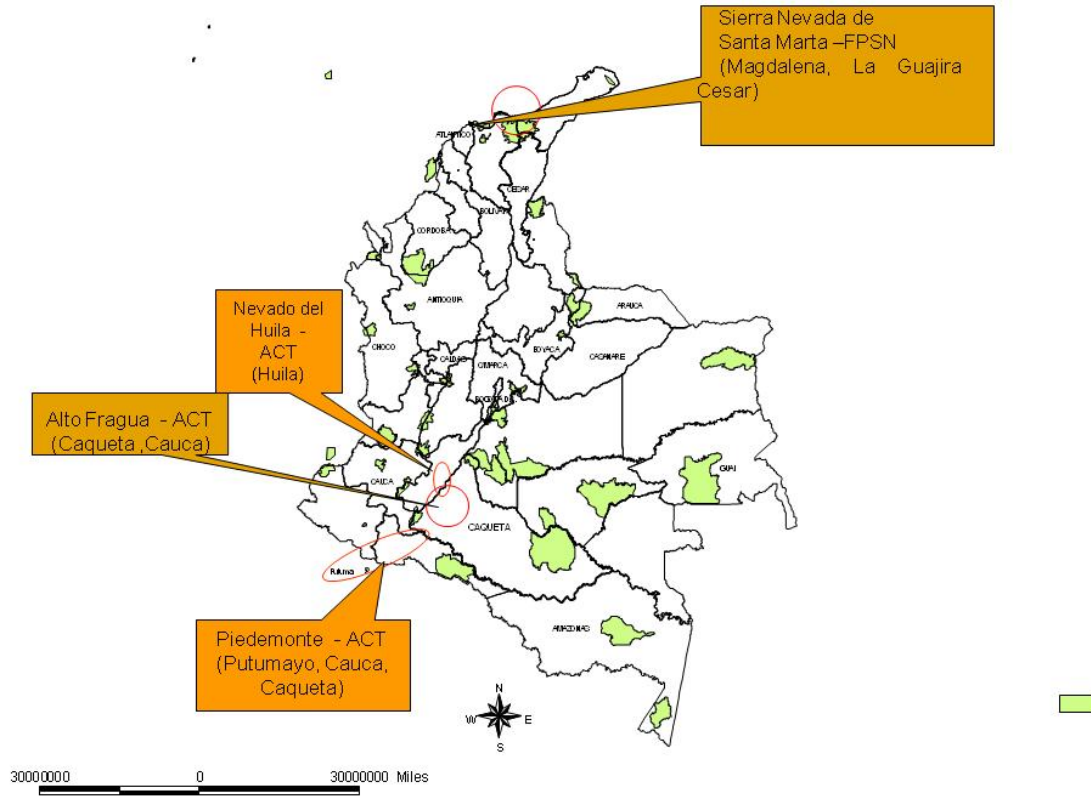
Liliana Ayalde, Mission Director
Susan Reichle, Deputy Mission Director
Sean Jones, ADO Office Director
Jason Girard, ADO Deputy Office Director
Lynn Vega, IDP Office Director
Diana Bustamante ADO POC – Budget & Fin Analyst
Gabriel Escobar, Mission Environmental Officer and alternate CTO for the Buffer Zones Program
Bruce Bayle, USAID Regional Environmental Advisor for South America, and CTO for the Buffer Zones Program

PADF

Max Goldensohn, Country Director
Bill Greenwood, Deputy Director Colombia
Eduardo Gutierrez, M&E Advisor for Alternative Development, and Program Manager for the Buffer Zones Program

ANNEX C:

PHOTOS



Implementor	Area	Populations	Departments	Municipalities
ACT	Piedemonte Amazonico	Siona, Coreguaje, Cofan, Ingas and taitas de UMIYAC	CAQUETA	Milán y Solano
			PUTUMAYO	Puerto Asis, Puerto Leguizamo, Santa Rosa del Guamués, San Miguel y Mocoa
			CAUCA	Sta Rosa
	Nevado de Huila	mestizo farmers	HUILA	Iquira, Teruel, Santa Maria y Palermo
	Alto Fragua/Indi Wasi	Ingano, Paece, Embera, and mestizo farmers	CAQUETÁ	San José del Fragua, Belen de los Andaquíes, Solano y Solita
			CAUCA	Piamonte
FPSN	Sierra Nevada de Santa Marta	Wiwa, Kogui, Arhuaco, Kankuamo, and mestizo farmers	MAGDALENA	Santa Marta Ciénaga Zona Bananera
			GUAJIRA	Dibulla Hato Nuevo Barrancas Fonseca Riohacha
			CESAR	Pueblo Bello Valledupar

ANNEX D:

SUB-PROJECT PERFORMANCE TABLES

ZONA DE AMORTIGUACION PNN ALTO FRAGUA-INDI WASI									
COMPONENT	RESULT	INDICATOR	TARGET				ACHIEVED	PERCENTAGE	AVERAGE
			Year 1	Year 2	Year 3	Total			
Conservación	Conservación biológica y/o cultural como producto de la aplicación de planes de manejo y establecimiento de corredores biológicos	No. hectáreas	3,000	7,000	13,000	23,000	17,000	74%	78%
	Organizaciones (campesinas, indígenas, de mujeres) y entidades que comparten principios de intervención y participan de acuerdos de manejo ambiental y cultural	No. de organizaciones	8	18	20	46	23	50%	
	Campesinos e indígenas que participan en acuerdos de manejo ambiental y cultural	No. familias	195	176	82	453	444	98%	
	Planes de manejo y/o de establecimiento de corredores biológicos	No. de planes de manejo y/o establecimiento de corredores	6	6	3	15	9	60%	
	Incentivos para servicios ambientales negociados con gremios, instituciones y entes territoriales	Nº de incentivos	0	1	1	2	N/A	N/A	
	Instituciones educativas que replantean su Currículum en torno a metodologías y contenidos de educación para conservación y recuperación	No. instituciones	6	7	10	23	N/A	N/A	
	Niños que conocen y amplían el entendimiento de su entorno a partir de la visión indígena del territorio, en sitios estratégicos para la conservación y recuperación	Nº de niños	120	140	200	460	240	52%	
Organización	Organizaciones beneficiarias (indígenas, campesinas, de mujeres y profesores), creadas o fortalecidas	No. de organizaciones	8	18	20	46	23	50%	
	Líderes indígenas y campesinos, capacitados y organizados en un equipo de extensión a comunidades	No. de líderes	24	52	11	87	94	108%	
	Organizaciones cubiertas por planes de fortalecimiento organizacional	No. de organizaciones	8	18	20	46	23	50%	
	Familias (campesinos e indígenas), vinculadas a organizaciones beneficiarias	No. familias	290	274	274	838	600	72%	
	Instituciones locales, regionales, nacionales, que dan apoyo directo al componente de desarrollo organizativo del programa	No. instituciones	4	4	0	8	N/A	N/A	
	Infraestructura comunitaria ejecutadas dentro de los Planes de Desarrollo Organizativo	No. de obras	6	12	4	22	23	105%	
	Familias beneficiadas por obras materiales construidas, que apoyan la consolidación de la Organización y el territorio indígena	No. familias	80	63	147	290	N/A	N/A	
Producción Sostenible	Producción directamente afectada por la intervención	Nº de hectáreas	196	505	164	865	795	92%	
	Familias indígenas y campesinas beneficiadas por el componente productivo	No. familias	196	368	110	674	N/A	N/A	
	Planes de negocios elaborados y puestos en ejecución	No. de planes de negocio	0	3	4	7	7	100%	
	Alianzas con empresarios para comercialización de productos	No. Alianzas	2	1	2	5	N/A	N/A	
	Mercados locales y nuevos canales de comercialización establecidos	No. Mercados	0	8	4	12	N/A	N/A	
	Familias beneficiadas por los mercados locales y nuevos canales establecidos	No. familias	0	564	109	673	444	66%	
	Incremento en el volumen de producción de la población beneficiaria	% de incremento	0	20	30	50	N/A	N/A	
	Incremento en el valor de la producción de la población beneficiaria	% de incremento	0	20	30	50	N/A	N/A	
	Especies tradicionales recuperadas para uso, intercambio y/o comercialización	No. Especies	7	10	5	22	24	109%	

PIEDEMENTO AMAZONICO

COMPONENT	RESULT	INDICATOR	TARGET	ACHIEVED	PERCENTAGE	AVERAGE
Conservación	Conservación biológica y/o cultural como producto de la aplicación de planes de manejo y del establecimiento de corredores biológicos	No. hectáreas	18,600	15,500	83%	339%
	Organizaciones indígenas, campesinas y de mujeres y entidades que comparten principios de intervención y participan de acuerdos de manejo ambiental y cultural	No. de organizaciones	4	6	150%	
	Campesinos e indígenas que participan en acuerdos de manejo ambiental y cultural	No. familias	20	131	655%	
	Planes de manejo y/o de establecimiento de corredores biológicos	No. de planes de manejo y/o establecimiento de corredores	1	3	300%	
Organización	Organizaciones beneficiarias (indígenas, campesinas, de mujeres), creadas y fortalecidas	No. de organizaciones	6	30	500%	
	Líderes indígenas y campesinos, capacitados y organizados en un equipo de extensión a comunidades	No. de líderes	18	18	100%	
	Organizaciones cubiertas por planes de fortalecimiento organizacional	No. de planes de fortalecimiento organizacional	4	N/A	N/A	
	Familias indígenas y campesinas , vinculadas a organizaciones beneficiarias	No. familias	200	771	386%	
	Instituciones locales, regionales y nacionales que dan apoyo directo al componente de desarrollo organizativo del programa	No. instituciones	8	N/A	N/A	
Producción Sostenible	Produccion directamente afectada por la intervención	No. hectáreas	40	218	545%	
	Familias indígenas y campesinas beneficiadas por el componente productivo	No. familias	160	525	328%	

ZONA DE AMORTIGUACION PNN NEVADO DEL HUILA

COMPONENT	RESULT	INDICATOR	TARGET	ACHIEVED	PERCENTAGE	AVERAGE
Conservación	Conservación biológica y/o cultural como producto de la aplicación de planes de manejo y establecimiento de corredores biológicos	No. hectáreas	3,000	450	15%	157%
	Organizaciones indígenas, campesinas y de mujeres y entidades que comparten principios de intervención y participan de acuerdos de manejo ambiental y cultural	No. de organizaciones	2	5	250%	
	Campesinos e indígenas que participan en acuerdos de manejo ambiental y cultural	No. familias	25	20	80%	
	Planes de manejo y/o de establecimiento de corredores biológicos	No. de planes de manejo y/o establecimiento de corredores	3	0	0%	
Organización	Organizaciones beneficiarias (indígenas, campesinas, de mujeres y profesores), creadas y fortalecidas	No. de organizaciones	3	8	267%	
	Líderes indígenas y campesinos, capacitados y organizados en un equipo de extensión a comunidades	No. de líderes	14	20	143%	
	Organizaciones cubiertas por planes de fortalecimiento organizacional	No. de planes de fortalecimiento organizacional	3	8	267%	
	Familias indígenas y campesinas , vinculadas a organizaciones beneficiarias	No. familias	95	360	379%	
	Instituciones locales, regionales y nacionales que dan apoyo directo al componente de desarrollo organizativo del programa	No. instituciones	8	17	213%	
Producción Sostenible	Produccion directamente afectada por la intervención	No. hectáreas	30	20	67%	
	Familias indígenas y campesinas beneficiadas por el componente productivo	No. familias	95	98	103%	
	Planes de negocios elaborados y puestos en ejecución	No. planes	3	3	100%	

ZONA DE AMORTIGUACIÓN PNN SIERRA NEVADA DE SANTA MARTA						
COMPONENT	RESULT	INDICATOR	TARGET	ACHIEVED	PERCENTAGE	AVERAGE
Conservación	Conservación biológica y/o cultural como producto de la aplicación de planes de manejo y establecimiento de corredores biológicos	Nº de hectáreas	5,800	38,328	661%	195%
	Organizaciones campesinas, indígenas y de mujeres y entidades que comparten principios de intervención y participan de acuerdos de manejo ambiental y cultural	Nº de organizaciones	77	72	94%	
	Campesinos e indígenas que participan en acuerdos de manejo ambiental y cultural	Nº de familias	1,263	1,459	116%	
	Planes de manejo y/o de establecimiento de corredores biológicos	Nº de planes de manejo	14	51	364%	
	Incentivos para servicios ambientales negociados con gremios, instituciones y entes territoriales	Nº de incentivos	4	4	100%	
Organización	Organizaciones beneficiarias (indígenas, campesinas, de mujeres y profesores), creadas o fortalecidas	Nº de organizaciones	67	72	107%	
	Líderes indígenas y campesinos, capacitados y organizados en un equipo de extensión a comunidades	Nº de líderes	120	108	90%	
	Organizaciones cubiertas por planes de fortalecimiento organizacional	Nº de organizaciones	67	72	107%	
	Familias (campesinos e indígenas), vinculadas a organizaciones beneficiarias	Nº de familias	1,470	2,057	140%	
	Instituciones locales, regionales, nacionales, que dan apoyo directo al componente de desarrollo organizativo del programa	Nº de instituciones	29	N/A	N/A	
	Infraestructura comunitaria ejecutada dentro de los Planes de Desarrollo Organizativo	Nº de obras	11	35	318%	
	Familias beneficiadas por obras materiales construidas, que apoyan la consolidación de la Organización y el territorio indígena	Nº de familias	217	N/A	N/A	
Producción Sostenible	Producción directamente afectada por la intervención	Nº de hectáreas	1,130	1,371	121%	
	Familias indígenas y campesinas beneficiadas por el componente productivo	Nº de familias	926	1,203	130%	
	Planes de negocios elaborados y puestos en ejecución	No. de Planes	23	23	100%	
	Alianzas con empresarios para comercialización de productos	Nº de alianzas	7	N/A	N/A	
	Mercados locales y nuevos canales de comercialización establecidos	Nº de mercados	18	N/A	N/A	
	Especies tradicionales recuperadas para uso, intercambio y/o comercialización	Nº de especies	8	22	275%	

ANNEX E:

BUFFER ZONES ASSESSMENT PICTURES

Piedemonte Amazonico protected areas; Alto Fragua/Indi Wasi National Park;
and Nevado del Huila National Park
May 28 - June 2, 2008



-ACT Office, Mocoa
-Focus Group
Siona and Inga indigenous authorities and
representatives



- Finca La Pinta, Mocoa
- Asociación de Mujeres Sabedoras Indígenas - La Chagra de la Vida
(ASOMI)
- Asociación de Cabildos Indígenas Nukanchipa Atunkunapa Alpa (Inga)



- Finca La Pinta
-Focus Group ASOMI



Piedemonte Amazonico protected areas; Alto Fragua/Indi Wasi National Park;
and Nevado del Huila National Park
May 28 - June 2, 2008



- Colegio Yachaicury (Tandachiridu)
- San Jose del Fragua National Parks Service
- Focus-Group Asociación de Cabildos Indígenas Tandachiridu Inganokuna

Sierra Nevada de Santa Marta National Park
June 3-7, 2008



Noleizhi Kogui Cansamaria and Health Center projects



Campesino Panela Project - San Jorge

Sierra Nevada de Santa Marta National Park
June 3-7, 2008



Aula and Parque de Agua (Acueducto), Moreneros, Carmen, Juan y Medio



Centro Educativo Sierra Nevada

Sierra Nevada de Santa Marta National Park
June 3-7, 2008



Comite de Comercializacion y Produccion de Achiote



Casa Indigena de Valledupar



Sierra Nevada de Santa Marta National Park
June 3-7, 2008



Jimain small infrastructure and productive projects



Coofrumag packing center