

**PROGRAM FOR INTEGRATED ECOSYSTEM
MANAGEMENT IN INDIGENOUS AND PEASANT
COMMUNITIES IN CENTRAL AMERICA
(PMIIE)**

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ACICAFOC, CICA, CCAD**

IDB FINAL REPORT

Prepared by
John Harold Gómez Vargas

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¹ Source: "Ejecución de las Actividades del PMIIE en Función de los Indicadores del Marco Lógico. January, 2010". PCU Monitoring.

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ABBREVIATIONS

ACICAFOC *Asociación Coordinadora Indígena y Campesina de Agroforestería Comunitaria Centroamericana* (Central American Indigenous and Peasant Coordination Association for Community Agroforestry), also known as CICAFOC

CAS Country Assistance Strategy

CCAD *Comisión Centroamericana de Ambiente y Desarrollo* (Central American Commission on Environment and Development)

CICA *Consejo Indígena de Centroamérica* (Central American Indigenous Council)

CO Community Organization

GEF Global Environment Fund

ICDP Integrated Community Development Plan

IDB Inter American Development Bank

K'ATS CICA regional indigenous networks

LO Liaison Organization

MBC Mesoamerican Biological Corridor

PAD Project Appraisal Document

PCU Program Coordination Unit

PMIIE *Programa Manejo Integral de Ecosistemas en Comunidades Indígenas y Campesinas* (Program for Integrated Ecosystem Management in Indigenous and Peasant Communities in Central America)

TMCP Community Territorial Management Plans

WB World Bank

EXECUTIVE SUMMARY

The Program for Integrated Ecosystem Management in Indigenous Communities (PMIIE) aimed at the conservation, protection and sustainable use of the Mesoamerican Biological Corridor (MBC), was formulated with support from several multilateral, regional and national stakeholders from 7 countries, including the Global Environment Fund (GEF), the World Bank (WB), the Inter-American Development Bank (IDB), the Central American Commission on Environment and Development (CCAD), the Central American Indigenous and Peasant Coordination Association for Community Agroforestry (ACICAFOC) as the executing agency, the Central American Indigenous Council (CICA) as the coordinating agency, national and community indigenous and peasant organizations, among others.

The PMIIE was scheduled for execution over 5 years in 10 ecoregions located in the Central American states of Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama, which qualifies it as a multinational program. The investment allocated to it was 9 million provided by GEF, 1.5 million by CCAD, 1 million was contributed by local beneficiary networks and organizations, and the IDB and WB contributed 25.1 and 12.3, respectively. Its design comprised 4 components: components 1 and 2 managed by IDB (and covered herein) and components 3 and 4 managed by WB².

The PMIIE was conceived as a participatory pilot program targeted at indigenous and peasant communities with a shared interest in protecting environmental resources in the MBC, which qualifies it as a multicultural project. The global objective was to achieve a more effective biodiversity conservation by strengthening the capacity of indigenous communities to protect and manage their natural and cultural resources and by recovering and promoting their cultural values and sustainable traditional land use practices².

Due to the complex nature of the project, several difficulties aroused in its initial stage of execution, as agreements were reached, learnings got consolidated, and proceedings, methodologies and the meaning of vital concepts for indigenous peoples and peasant communities were defined. Thanks to stakeholders' participation in the mid-term mission and their strong will to bring the project to a successful conclusion, the outcomes set forth in the objectives and goals of the PMIIE were finally attained.

Among the most important outcomes we should mention the design, formulation and consulted approval of the Integrated Community Development Plans –ICDPs- (CICA Network) and Community Territorial Management Plans –TMCPs- (ACICAFOC Network), which state the need to protect biodiversity taking into consideration the

² The Final Report on these two components was prepared by the WB and submitted to GEF in 2010.

communities' viewpoint. These Plans worked as internal planning tools that enable communities to develop actions and define criteria for negotiating with other stakeholders.

As a result from the ICDPs and TMCPs, indigenous and peasant communities placed 162,809.85 hectares under community conservation areas and 207,487.45 hectares under sustainable cultural land use areas, thereby fulfilling the global objective of PMIIE. The Plans also serve as a guide for strengthening the capacity to manage ecosystems according to traditional practices; they contain inventories of existing biodiversity resources, delimit conservation and cultural land use areas, identify vulnerable and threatened biodiversity-rich areas, and combine the traditional techniques of indigenous communities with modern conservation techniques.

Another important outcome is the strengthening of the capacities of the Central American Networks ACICAFOC and CICA, as well as of the community organizations beneficiaries of PMIIE, as regards to biodiversity conservation, sustainable marketing and production of traditional products, strengthening of their business networks, etc., thereby contributing to mitigate poverty.

In addition, the pilot program has turned into a learning process for all stakeholders in terms of the execution of projects aimed at biodiversity protection, involving quite different stakeholders like multilateral agencies and banks, public institutions, regional networks, national organizations, and local communities.

In spite of the complexity of the PMIIE and the difficulties that arose throughout its execution, it may be concluded that the proposed objectives have been met, and present and future biodiversity conservation commitments have been assumed by the communities participating in the project, ensuring the continuity of short- and mid-term actions.

INTRODUCTION

This document contains the final report on the Program for Integrated Ecosystem Management in Indigenous and Peasant Communities –PMIIE-, and covers the portion of the GEF funds managed by the IDB, namely, Component 1 “Cultural and institutional strengthening and capacity development” and Component 2 “Promotion of sustainable cultural land use and traditional ecosystem management”.

This report has been prepared with inputs from the Non-Reimbursable Financing Agreement for Investments of the Global Environment Fund No. GRT/FM-9011-R signed by the Inter-American Development Bank –IDB- and the Central American Indigenous and Peasant Coordination Association for Community Agroforestry –ACICAFOC-, as well as its PAD, various reports, evaluations, mission reports, and handbooks prepared during the execution of the PMIIE.

It is also based on the opinions obtained through interviews made to the members of ACICAFOC, CICA, the PMIIE PCU, PMIIE beneficiary communities (two in Costa Rica and one in Panama), and to IDB officials from the Costa Rican Representation involved in coordination, procurement and financial aspects of the PMIIE.

Conclusions are grounded in an analysis of the context under which the PMIIE was executed, namely, the balance between achievements, the complexity of the program and the factors which impacted on its execution, focusing on outcomes as set forth in paragraph 14³ of the Guidelines for GEF Agencies in Conducting Terminal Evaluations.

³ “In assessing project performance, evaluators 14. can focus on achievements in terms of outputs, outcomes, or impacts. Although the GEF is more interested in assessing impacts, these may take a long time to manifest. On the other end, output achievement is easy to assess but tells very little about whether GEF investments were effective in delivering global environmental benefits. Focus on outcomes is, therefore, an appropriate compromise.1 It captures project efficacy in terms of delivering medium-term expected results. Consequently, assessment of project outcomes should be a priority.2 In some cases, projects will only be expected to deliver outputs; this would be the case for a project undertaken to organize a workshop or study. The GEF Agencies are also encouraged to address assessment of impacts when appropriate. For projects funded under the fourth GEF replenishment period (GEF-4, 2006–10); evaluators must assess project results using indicators and relevant tracking tools; this approach is encouraged as well for GEF-3 (2003–06) projects”.

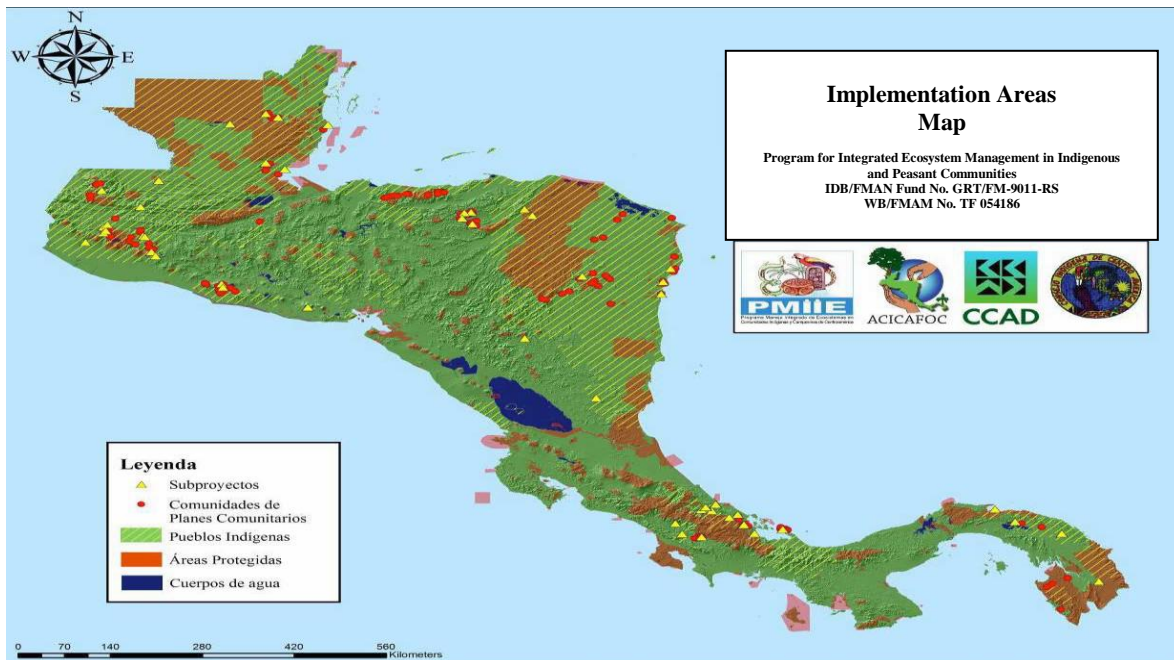
1. General Context of the PMIIE

The Program for Integrated Ecosystem Management in Indigenous and Peasant Communities in Central America –PMIIE- is a regional initiative led by the Inter-American Development Bank –IDB- and the World Bank, financed with resources from the Global Environment Fund⁴, and aimed at achieving a more effective biodiversity conservation in the Mesoamerican Biological Corridor –MBC-, through traditional and cultural management of the ecosystems of the region conducted by indigenous and peasant communities.

1.1. Geographic Context

The PMIIE has been executed in 7 countries from the Central American region (Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama) and 10 ecoregions⁵.

The Program direct areas of influence are the forests traditionally occupied by indigenous peoples and peasant communities, which account for around one third of the territory of the seven countries where the PMIIE has been executed, comprising the MBC, as well as natural areas protected by the Central American countries.



⁴ GEF, which contributed 9 million US dollars for that purpose. The total projected investment is US\$ 11.5 million, from which US\$ 1.5 million are contributions from the Central American Commission on Environment and Development –CCAD-, US\$ 1 million are contributions from local beneficiary networks and organizations, US\$ 25.1 from IDB and US\$ 12.3 from WB.

⁵ Maya Belize, Maya Altiplano (Guatemala), Humid Atlantic (Honduras), Dry Pacific (El Salvador), RAAN (Nicaragua), RAAS (Nicaragua), Talamanca (Costa Rica), South (Costa Rica), Bocas del Toro (Panama) and Darién-Kuna (Panama).

1.2. Objectives of the Countries of the Region

Ending extreme poverty, promoting sustainable development, and protecting biodiversity are shared objectives of Central American countries which are reflected in several instruments like the Tegucigalpa Protocol signed in 1991⁶, the Project for Integration and Development of Mesoamerica “Mesoamerica Project”⁷, the Convention on Biological Diversity⁸, the Millennium Development Goals (goal number 7⁹) and ILO Convention no. 169¹⁰; international policy and regulating instruments, where the different Central American governments acknowledge the value of indigenous peoples and peasant communities’ knowledge, participation and cultural uses in connection with biodiversity protection and conservation. Therefore, one of the challenges faced by this Project has been to integrate indigenous peoples and peasant communities’ values into strategies and actions geared towards biodiversity protection and conservation, in a context of poverty and pressure over their resources and lands.

1.3. Objective of Indigenous Peoples in the Region and the PMIIE

Indigenous Peoples’ worldview regarding biodiversity has been traditionally characterized by a sense of respect, sustainability, and harmony with their territory; it is based upon that view that indigenous peoples have established their productive models, socio-cultural relationships and the rules that govern a balanced relationship with biodiversity. In this sense, indigenous peoples’ objectives regarding biodiversity are fully consistent with PMIIE components and actions.

This reality is reflected in indigenous peoples’ regulation systems and declarations, like the “La Amistad Biosphere Reserve Declaration on Indigenous Peoples and Biosphere Reserves in Central America” originated at the “Central American Forum on Indigenous Peoples and Biosphere Reserves”, held in San Vito de Coto Brus, La Amistad Biosphere Reserve (Costa Rica), in February of 2010.

In addition, the PMIIE addresses indigenous peoples and peasant communities’ demands for participating in the formulation, execution and follow-up of the programs and projects that involve them¹¹.

⁶ Whereunder the Central American Integration System –SICA- was created.

⁷ Executed in 2001 as the Puebla-Panama Plan.

⁸ Executed by all Central American countries at Río de Janeiro (Brazil) in 1992.

⁹ “Goal 7A: Integrate the principles of sustainable development into country policies and programs, and reverse the loss of environmental resources”. “Goal 7B: Reduce biodiversity loss achieving, by 2010, a significant reduction in the rate of loss”.

¹⁰ In Central America, it has been executed by Costa Rica, Dominican Republic, Guatemala and Honduras.

¹¹ This is reflected, for instance, in the document entitled “Los Pueblos Indígenas en el Marco de la Integración Centroamericana”. Central American Indigenous Council –CICA-, Abya Yala, Central America, March, 2007. <http://www.observatorioca-ue.com/html/posiciones/anexos/CICA-ADA1.pdf>.

1.4. Justification of IDB's participation in the PMIIE

IDB's participation in the PMIIE was justified as follows: (a) it enabled the development of the Bank's Environmental Strategy (GN-2208-4) approved by the Board in 2003, which identifies the guiding principles and priority actions; ii) the PMIIE contributed to the fulfillment of the strategies defined by the Bank for Central America since the beginning of this century (GN-2126-2); iii) the PMIIE was in-keeping with the analysis of cultural land uses for the planning or assessment of territorial impacts on indigenous peoples, referred to in the recommendations of the Bank's environmental policies and integrated in the Operational Policy on Indigenous Peoples (OP-765) and its Strategy for Indigenous Development (GN-2387-5).

1.5. PMIIE Amount and Implementing Agencies

The PMIIE projected a total investment of US\$ 11.5 million, from which the Global Environment Fund contributed US\$ 9 million managed by the Inter-American Development Bank –IDB- (US\$ 5 million) and the World Bank (US\$ 4 million); the Central American Commission on Environment and Development –CCAD- contributed US\$ 1.5 million, and beneficiary networks and organizations contributed US\$ 1 million.

In addition, the PMIIE envisaged co-financing with other IDB projects for 25.1 million US dollars and World Bank projects for 12.3 million US dollars.

Components 3 and 4 managed by the World Bank were completed on July 1, 2010; components 1 and 2 managed by IDB are under completion process, with completion expected for June 12, 2011.

1.6. Lessons Learned which guided the PMIIE Design

Four lessons learned were taken into account in the design of the PMIIE, i) participation of local populations; ii) importance of indigenous peoples to sustainability of communal areas; iii) value of information exchanges among Indigenous Peoples; and iv) creation of a subproject financing window.

1.7. PMIIE Objectives and Original Components

“The global objective of the Program is to achieve a more effective biodiversity conservation in Central America, (Guatemala, Belize, Honduras, El Salvador, Nicaragua, Costa Rica y Panama) by strengthening the capacities of indigenous communities to protect and manage their natural and cultural resources and by recuperating and promoting their cultural values and sustainable traditional land use practices, thereby helping: (a) prevent further land degradation that threatens environmental services, livelihoods, and economic wellbeing, and (b) conserve the region's high, though greatly threatened, biodiversity resources”.

The strategic country goal is “to reduce poverty in the indigenous communities of the Mesoamerican Biologic Corridor”.

The operational objective of the GEF is the conservation and sustainable use of biological resources in forest and mountain ecosystems and an equitable sharing of benefits.

For such purposes, the 4 components described below were designed in an integrated manner and remained unmodified during their execution:

Component 1: Cultural and institutional strengthening, and capacity building: (a) generation and strengthening of the organizational, technical and administrative capacities of indigenous communities regarding their cultural values and their management of natural resources, (b) systematization of standards and criteria for management of indigenous communities’ traditional ecosystems, including a certification process for indigenous communities that engage in effective ecosystem management, and (c) strengthening of the negotiation and empowerment capacities of the indigenous community organizations for traditional ecosystem management.

Component 2: Promotion of sustainable cultural land use and traditional ecosystem management. a) Formulate plans for sustainable cultural land use in order to create a community network of conservation areas within the MBC.

Component 3: Development of culturally appropriate financial products for environmental sustainability in indigenous communities. a) Help communities consolidate and market a regional supply of environmental products and services derived from traditional land use practices.

Component 4: Participatory monitoring and evaluation project. a) Support training and capacity building on both monitoring and evaluation of Project outcomes and impacts, as well as progress on conservation and sustainable use of biological diversity; b) in-depth environmental assessment of the six priority ecoregions, supplementary information from the rest of the MBC and cooperation with other supplementary initiatives.

From the 4 PMIIE components, components 1 (US\$ 2.78 million) and 2 (US\$ 2.22 million) were executed by IDB, and components 3 (US\$ 3.07 million) and 4 (US\$ 0.93 million) by the World Bank.

1.8. PMIIE Strategies

The PMIIE mainly focused on the following strategies:

- a. Capacity building through learning and exchange, in order to create networks across the region which would enable the replication of successful experiences.
- b. Integrated formulation and execution of ecosystem management plans based on traditional land use in indigenous territories.

- c. Income generation to fight poverty-induced degradation of the habitat, through sustainable use and conservation of biodiversity.

1.9. PMIIE Challenges

The execution of the PMIIE was expected to face several challenges, among which the following are the most important:

- a. To coordinate for the first time ever a large number of institutional stakeholders, among which there are two multilateral banks (with distinct processes), seven countries (two Indo-European languages and several indigenous languages), two Central American networks integrated by indigenous people and peasants (with distinct missions and visions), and several national and local organizations.
- b. The program is highly imbued with indigenous and community elements, which implies a different way of understanding the actions and different timings for execution.
- c. The program aims at having the communities affected by poverty directly and responsibly embrace biodiversity protection as an own initiative.
- d. To support indigenous communities' cultural and traditional practices as a production means and as a means for preventing the degradation of their lands, and also as a tool for conserving important biodiversity resources in Central America.
- e. High component of beneficiary participation as a key element for meeting the program's objective. Through previous consultative and negotiation processes, and based on their knowledge, experiences, interests and worldviews, beneficiaries define methods and timeframes for executing actions.
- f. To execute actions in rural and distant areas in the seven countries, with a scattered population, linguistic and cultural diversity.
- g. To create Central American indigenous networks engaged in biological diversity conservation, and sustainable and culturally-appropriate land use.

1.10. PMIIE Institutional Arrangements

The institutional arrangements of the PMIIE involved a large number of institutions, which resulted in a complex coordination. Among the institutions involved there are two banks, government agencies, and regional and local organizations of the indigenous communities, all of which are detailed below:

The World Bank and the Inter-American Development Bank acted as GEF implementing agencies.

The Central-American Commission on Environment and Development –CCAD- acted as the agency representing the interests of the States of Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama.

At Regional level, representing indigenous and peasant peoples from Central America, ACICAFOC acted as the executing agency in coordination with CICA network.

At national level, the Project involved the following liaison organizations, which were responsible for promoting and facilitating PMIIE actions: i) in Belize, Itzamna Society and Belize National Indigenous Council (Benic); ii) in Costa Rica, the Mesa Nacional Indígena de Costa Rica y Asoprola; iii) in Guatemala, the Centro Maya Saqb'e and the Asociación de Forestería Comunitaria de Guatemala Ut'z Che' (Afcg Ut'z Che'); iv) in Nicaragua, the Asociación de Mujeres Indígenas de la Costa Atlántica (AMICA) and the Cooperativa de Servicios Múltiples de Campesinos y Agropecuarios de Rosita (Comcar); v) in Panama, the Dobbo Yala Foundation, the Cooperativa de Servicios Múltiples Cacao Bocatoreña, R. L. (Cocabo), the Cooperativa S/M Ngäbe-Cemaco, R. L., and the Unión Nacional de Mujeres Kunas; vi) in El Salvador, the Bienestar Yek Ineme Association and the Movimiento Autóctono Indígena Salvadoreño (Mais); and vii) in Honduras, the Federación de Productores Agroforestales de Honduras (Feproah).

At local level, the following community organizations participated: i) in Belize, the Consejo Nacional Garífuna and Tumulk'in Center of Learning, the Toledo Mayan Council and Santa Familia Grains; ii) in Guatemala, the Asociación Sotzil Centro para la Investigación y Planificación del Desarrollo Maya, the Tijonik Integral Development Center and TIKONEL; iii) in El Salvador, the Asociación para la recuperación de la Cultura Autóctona (ARCAS) and the Asociación Cooperativa Agropecuaria de Participación Real San Rafael (ACAPARSAR); iv) in Costa Rica, the Asociación de la Cultura Bribri de Cabagra Ska Diköl, the Asociación Cultural Ngöbegue, the Asociación de Desarrollo de Talamanca Cabécar, the Asociación de Desarrollo de Talamanca Bribri and Asociación de Productores La Amistad (ASOPROLA); v) in Panama, the Fundación Cultural Ngäbe-Buglé (FUNGNÄBE), the Organización Kuna de Madugandi (OR.KUM), the Asociación de Centro de Apoyo a Tierras Nativas y la Asociación Agroforestal del Riscó (ASAFRI); vi) in Honduras, Forestry Community Areas of Gualaco and Guata (ACOFORG) and the Cooperativa Regional Agroforestal Colón, Atlántida Honduras Limitada (COATLAHL); vii) in Nicaragua, the Cooperativa Multisectorial Cacaotera Orgánica de Rosita (COMUCOR) and Karata.

The PMIIE had a Project Council responsible for the strategic guidance of the program, integrated by 1 representative of CCAD, two representatives of ACICAFOC and two representatives of CICA.

In addition, it had a permanent indigenous council named *Wayib*, which was responsible for streamlining and overseeing the execution of the program and which was integrated by two representatives of ACICAFOC and two representatives of CICA.

Finally, it had a Coordination Unit –PCU- integrated by 1 coordinator, 4 regional technicians, 1 monitoring and evaluation specialist, 1 procurement specialist and 1 finance specialist.

1.11. Changes in the PMIIE

The program was subject to the following changes:

- a. The program was conceived for execution over 5 years, but due to delays at the beginning of the program such term was extended 6 months for the World Bank's components and 12 months for IDB components.
- b. Due to the impossibility to measure the indicator for establishing the country strategic goal, changes were introduced in the way of measuring malnutrition reduction in children under 7 years old. In addition, changes were introduced in indicators no. 30 (cutting down the number of communities from 1200 to 200) and 31 (allowing for the possibility to count the networks for promoting traditional products, rather than counting environmental services payment networks only). A new indicator was created for component 3 related with the implementation of 50 subprojects for promoting development, capacity strengthening, natural and cultural conservation in the ecoregions. These indicators are not appraised in this report as they are part of component 3 executed and evaluated by the World Bank.
- c. The ICDPs and TMCPs were defined as instruments for organizing and coordinating the actions of the different components aimed at financing the actions of those Plans. Budgetary changes were introduced in components 1 and 2, transferring resources from the earlier to the latter in order to strengthen the implementation of the aforementioned Plans.
- d. For contractual purposes, the ICDPs and TMCPs were considered as consultancy outputs, thereby alleviating the excessive procedural burden.
- e. As a result of the Mid-Term Mission, which identified the need to reinforce the regional work, the number of technicians of the PCU was increased from 2 to 4, without this entailing the allocation of additional resources.
- f. Resources for coordination activities to be undertaken by liaison organizations were no longer managed through technicians: they were directly assigned to those organizations in order for them to take direct responsibility for those activities.
- g. The number of ecoregions was increased from 6 to 10 and liaison organizations from 7 to 14.

2. Evaluation of PMIIE Outcomes

2.1. Target Population

The direct beneficiaries of the PMIIE were indigenous and peasant communities from the seven countries defined in the Program, which adds up to about 233,508 directly benefited people (110,755 indigenous people and 122,753 peasants).

2.2. Fulfillment of PMIIE¹² Objectives

2.2.1. Country Assistance Strategy Goal

The country assistance strategy goal, which remained unaltered throughout the program, was defined as “reducing poverty in indigenous communities of the Mesoamerican Biological Corridor”.

Indicator No. 1 proposed for measuring poverty reduction, i.e. “Reducing the malnutrition level in children under 7 years old from those indigenous communities”, did not define targets (minimum number of boys and girls), lacked a baseline which would enable comparison against the initial state of malnutrition of those beneficiaries of the PMIIE, and did not enable the establishment of a relationship between the activities planned and the target of the indicator. Based on the foregoing, it may be concluded that the indicator is deficient for measuring the country assistance strategy.

The difficulty in measuring poverty reduction in indigenous communities from the MBC using the proposed indicator became apparent right from the beginning of the PMIIE. As a consequence of this, an arrangement was made for the mid-term mission defining that the measurement could be conducted “using the specific social impact data collected by the communities themselves”¹³, a change which was not formalized in the agreement. Finally, according to that data, 22 families have incorporated at least one protein into their diet - a result which, apart from being very poor, may not be used to determine whether malnutrition in children below 7 years old was actually reduced and whether poverty was reduced or not.

In short, due to design deficiencies, neither the indicator created for measuring the fulfillment of the country goal, nor the method for measuring the indicator enable the drawing of any conclusion whatsoever in this respect.

In view of the indicator deficiency, the criterion set in paragraph 13¹⁴ of the Guidelines for GEF Agencies in Conducting Terminal Evaluations was applied. Accordingly, achievements and results had to be determined based on experience and perception.

¹² Source: “Ejecución de las Actividades del PMIIE en Función de los Indicadores del Marco Lógico. January, 2010”. PCU Monitoring.

¹³ Mid-Term Mission Document, annexes, p. 74.

¹⁴ “If the project did not establish a baseline (initial conditions), the evaluators should seek to estimate the baseline condition so that achievements and results can be properly established”.

The execution of 69 productive subprojects regarding basic, social and production services, agreed upon with beneficiaries and aimed at reducing poverty by creating income-generation opportunities, are good evidence of the actions undertaken to meet the Country Strategy Goal. This evidence is further strengthened by the results of the mid-term mission and the perception of interviewees, who conclusively stated that the PMIIE contributed to solve poverty conditions affecting their communities¹⁵. Based on the foregoing, we may conclude the goal was met.

Based on the aforementioned facts and the communities' perceptions, it may be concluded that the country assistance strategy goal was satisfactorily met.

2.2.2. GEF Program Operational Objective

GEF operational objective, which remained unchanged throughout the program, was defined as "conservation and sustainable use of biological resources in forest and mountain ecosystems and equitable sharing of benefits".

Three indicators were defined to appraise results regarding the aforementioned objective: i) indicator No. 2 "Reduction in the percentage of extreme poverty in the Program's beneficiary communities"; ii) indicator No. 3 "Stabilization or increase in the percentage of areas under community conservation within the Program's area"; iii) indicator No. 4 "Increase in the percentage of lands under sustainable cultural land use within the Program's area". As in the case of indicator No. 1, these indicators did not establish specific targets or a baseline either.

Regarding indicator No. 2, it is fair to conclude it is deficient for measuring results. In fact, the actions undertaken to reduce extreme poverty are actually evidenced by the 69 subprojects financed, a fact which is further confirmed by the beneficiaries' positive perception.

Regarding indicators No. 3 and 4, the fact that indigenous and peasant communities placed 162,809.85 hectares under community conservation areas and 207,487.45 hectares under sustainable cultural land use is a good evidence of the fulfillment of GEF operational objective, which may be rated as a real success in view of the challenges and hindrances faced by the PMIIE and, most importantly, in view of the induced poverty conditions affecting the aforesaid communities¹⁶.

¹⁵ "At community level, the project has not only rendered concrete results in the conservation of biodiversity and sustained use of lands and territories of the participating indigenous communities, but it is also impacting on the generation of financial income from ecotourism and cocoa-related agroforestry; there is also evidence that it is impacting on the environmental public policies in some of the countries where it is being implemented", Mid-Term Mission Memorandum, page no. 3.

¹⁶ PCU indicator balance (January, 2011). Verified with consultancy CON-WB-CR-157 and instrument no. 7 de 13 ICDPs (CON-IDB-CR-193, CON-IDB-CR-201, CON-IDB-CR-199, CON-IDB-CR-200, CON-IDB-CR-188, CON-IDB-CR-190, CON-IDB-CR-167, CON-IDB-CR-203, CON-IDB-CR-196, CON-IDB-CR-192, CON-IDB-CR-198, CON-IDB-CR-195, CON-IDB-CR-197), CON-IDB-CR-227 (CTMP TIKONEL).

To get a clearer idea of the numeric relevance of the community conservation areas and of the areas under sustainable cultural land use defined by the PMIIE communities (370,297.3 hectares), it should be noted that they account for 27.64% of the continental wild protected areas established in the State of Costa Rica (1,339,579 hectares).

Continental Wild Protected Areas in Costa Rica

Category	No. of Hectares
Biologic Reserve	625,531
National Park	22,032
National Wildlife Refuges	243,040
Protected Areas	153,506
Forest Reserves	221,239
Wetlands (Mangroves included)	66,388
Other categories (Natural Reserves, National Monument)	7,843
TOTAL	1,339.579

Source: SINAC Planning Area, 2006)

<http://www.sinac.go.cr/planificacionasp.php>

Based on the above results it may be concluded that GEF operational objective was satisfactorily met.

2.2.3. PMIIE Global Objective

The PMIIE global objective was defined as achieving a more efficient conservation of biodiversity in Central America, by strengthening indigenous communities' capacity to protect and manage their natural and cultural resources, and by recovering and promoting positive values and traditional land use practices developed over centuries. This objective remained unchanged throughout the program.

For purposes of measuring the aforesaid objectives, 7 indicators were defined, the outcomes of which are the following:

Indicator No. 5: "135,000 hectares under community conservation and 45,000 hectares under sustainable cultural land use". The appraisal of this indicator shows the target was exceeded by 25,809.85 hectares, with 162,809.85 hectares under community conservation areas, and it was widely exceeded in terms of sustainable cultural land use with 207,487.45 hectares placed under said use instead of the expected 45,000 hectares¹⁷.

Indicator No. 6: "Stabilization of selected biodiversity indicators in the Program's intervention zones (forest cover, ecosystem fragmentation and population levels of selected key species)". In appraising this indicator, a fragmentation assessment was conducted in a

¹⁷ Ibidem footnote no. 13.

total area of 3,042,865.27 hectares, in 9 ecoregions of the PMIIE, and the condition of ecosystems was assessed by evaluating the communities of wild birds. The results indicate that the assessment scales used for measuring ecosystem condition indicators is too high to provide short-term (4-5 years) evidence of changes in ecosystems related with the activities implemented by the PMIIE. Based on this, it may be concluded that an appraisal of ecosystem condition will not deliver more information than already obtained¹⁸, therefore, no supplementary studies will be carried out in the closing stage of the PMIIE. It may be further concluded that the main output of the PMIIE lies in the generation of information at regional level which is useful for learning about the condition of ecosystems in Central America, which will enable the monitoring and investigation of biodiversity across the biological corridor in Central America in the long term¹⁹. All the studies planned were fully performed.

Indicator No. 7: “100 indigenous communities or organizations of medium management capacity start engaging in conservation and sustainable cultural land use actions (Typologies I and II)”. The PCU reports 119 communities, an outcome which fully meets the target exceeding it by 19.

Indicator No. 8: “50 indigenous communities or organizations of high management capacity actively engaging in conservation and sustainable cultural land use activities (Typologies III and IV)”. The outcome is 117 indigenous communities or organization of high management capacity actively engaging in conservation and sustainable cultural land use activities (Typologies III and IV), which means the initial target of 50 communities²⁰ was exceeded.

Indicator No. 9: “At least 70 indigenous communities participating in 2 regional networks of eco/ethnotourism”. The outcome is the creation of a regional network of ecotourism with the participation of 56 communities and another K’ats²¹ network of ecotourism involving 27 organizations, which means the expected target was fully met.

Indicator No. 10: “At least 4 regional networks for marketing traditional indigenous products”²². The outcome is the creation of a cocoa marketing network involving 386 communities, one K’ats crafts network, and one K’ats natural products network. Therefore, the proposed target was met at 75%.

¹⁸ Mid-Term Mission Memorandum, section II.7.

¹⁹ Consultancy on ecosystems condition, CON-WB-CR-096 (Talamanca, South and Belice), CON-WB-SQ-016 (Altiplano), CON-WB-CC-11 (Bocas), CON-WB-CR-151 (5 ecoregions), Systematization in CON-WB-CR-73, CON-WB-CR-153, CON-IDB-CR-004, CON-WB-CR-211 (Altieri), CON-IDB-AM-001, CON-IDB-CC-001, CON-IDB-BE-002, CON-IDB-CR-025, CON-IDB-CR-064, CON-IDB-DB-001, CON-IDB-SQ-001, CON-IDB-ES-001.

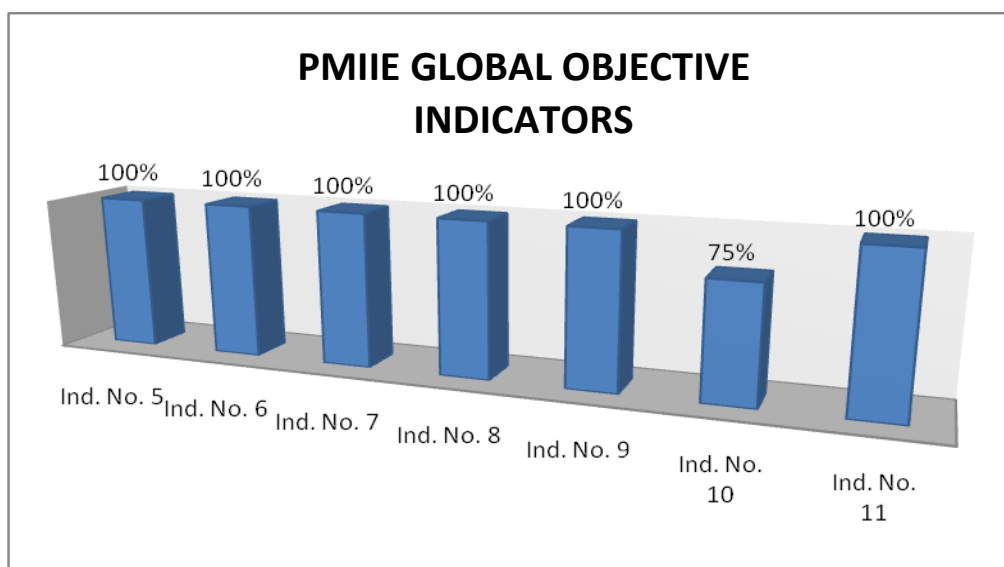
²⁰ Verification means, CON-IDB-CR-62

²¹ The name CICA uses to refer to regional networks.

²² The original indicator was changed by increasing the number of networks to 4, as agreed upon between the World Bank, IDB, PCU, CICA and ACICAFOC.

Indicator No. 11, “At least 2 networks for marketing environmental services derived from traditional ecosystem management with the participation of at least 200 indigenous communities”²³. The outcome is the creation of a network for marketing environmental services derived from traditional ecosystem management with the participation of 107 communities and one K’at network of natural products with the participation of 26 organizations, which fully meets the target.

In short, the targets of indicators 5, 7 and 8 were exceeded, indicators 6, 9 and 11 were met at 100%, and indicator 10 was met at 75%.



Based on the aforementioned outcomes, it may be concluded that the objective of PMIIE was satisfactorily met.

2.2.4. Relevance, Efficacy and Efficiency of PMIIE Objectives

Based on experience, perception, and the measurement of the indicators set for each objective, it may be concluded that the outcomes were effective and relevant to the country strategy goals, GEF operational objectives and PMIIE objectives, and they are therefore rated as satisfactory in terms of relevance and efficiency. Regarding the efficiency of PMIIE objectives, the delays occurred altered the original timeframe, also affecting efficiency, for which reason this aspect is rated as moderately satisfactory.

Overall, the objectives set for PMIIE were satisfactorily met.

2.3. Balance of the Indicators for IDB Components 1 and 2

²³ This indicator was modified by cutting down the networks to 2, as agreed upon by the World Bank, IDB, PCU, CICA and ACICAFOC.

The original indicators for components 1 and 2 remained unchanged and their measurement evidences the following outcomes:

2.3.1. Component 1. Cultural and Institutional Capacity Building and Strengthening.

This component adopted thirteen indicators, which produced the following outcomes:

No	Indicator	Outcome	Fulfillment
12	1,229 indigenous representatives of communities or organizations of the project area trained on institutional management, marketing, legislation, customary law, land use, forest management, biodiversity, information technology, and empowerment and lobbying, collective identity and rights, customary law, techniques for participatory investigation, and project formulation, through 94 training activities according to the typology of the organization.	3.401 indigenous representatives trained on the areas mentioned through 94 training activities ²⁴	277%
13	164 indigenous representatives of communities or organizations of the project area trained on: institutional functioning, cooperation administration and community promotion, through 82 field visits.	213 indigenous representatives trained through 83 field visits ²⁵	130%
14	310 indigenous representatives of communities or organizations of the project area trained on: community production, community mapping, cultural land use and sustainable uses, preparation of management plans and eco/ethnotourism, through 31 exchanges of experiences.	451 indigenous representatives in 16 exchanges ²⁶	146%
15	32 institutional development plans and 20	39 institutional	122%

²⁴ Verification means, PAS-IDB-CR-004; CON-IDB-CR-127; CON-WB-CR-065; CON-IDB-CR-066; CON-IDB-CR-068; MI-WB-CR-056; MI-WB-CR-068; MI-WB-CR-071, CON-IDB-CR-69, CON-IDB-CR-62, CON-IDB-CR-67, CON-WB-CR-94, TA-WB-CR-68, TA-WB-CR-81, TA-WB-CR-73, CON-WB-CR-145, TA-IDB-CR-85, CON-IDB-BE-04, TA-IDB-CR-91, TA-IDB-CR-101, CON-WB-DB-014, CON-WB-DB-015, CON-WB-SQ-012, CON-WB-SQ-013, CON-WB-SQ-015, CON-IDB-AM-007, CON-IDB-AM-011, CON-IDB-CC-005, CON-IDB-CR-055, CON-IDB-CR-072, CON-IDB-DB-013, CON-IDB-SQ-008, CON-IDB-CR-227, CON-IDB-CR-241 (CTMP EL SALVADOR), CON-IDB-CR-242, CON-IDB-CR-279, CON-IDB-CR-193, CON-IDB-CR-167, CON-IDB-CR-244.

²⁵ Verification means, PAS-IDB-CR-004, TA-WB-CR-078; MI-WB-CR-033; MI-WB-CR-037; TA-WB-CR-064; CON-IDB-CR-127; CON-WB-CR-065; CON-IDB-CR-066; CON-IDB-CR-068; MI-WB-CR-068; MI-WB-CR-071, CON-IDB-CR-69, CON-IDB-CR-62, PAS-IDB-CR-01, CON-IDB-CR-193.

²⁶ Verification means, MI-WB-CR-047; CON-WB-CR-065; CON-IDB-CR-068, CON-IDB-CR-62, CON-IDB-CR-69, TA-WB-CR-68, TA-WB-CR-81, CON-WB-CR-145, TA-IDB-CR-85, CON-IDB-BE-04, TA-IDB-CR-101; TA-IDB-CR-103, CON-IDB-CR-242, CON-IDB-CR-193.

	business plans developed through support from 52 consultancies.	development plans and 50 business plans through 63 consultancies ²⁷	
16	Recovery of traditional ecosystems management through 30 participatory systematization activities and studies in the indigenous communities.	43 systematizations ²⁸	143%
17	Increased knowledge of traditional land use Management through 286 community meetings at the project intervention zones level.	116 meetings ²⁹	41%
18	1,605 indigenous representatives of communities or organizations of the project area trained on institutional management, legislation, customary law, land use, collective identity and rights, empowerment and lobbying, and information technology, through 135 training activities.	2472 indigenous representatives trained through 158 training activities ³⁰	154%
19	282 indigenous representatives of communities or organizations of the project area trained on: institutional functioning and community promotion, through 141 field visits.	187 indigenous representatives trained through 20 field visits.	66%

²⁷ Verification means CON-IDB-CR-06; CON-IDB-CR-068; MI-WB-CR-067; MI-WB-CR-069; CON-WB-AM-21, CON-WB-CR-218, CON-WB-CR-267, CON-WB-SQ-005; SUB-WB-CR-11, SUB-WB-CR-23, SUB-WB-CR-43.

²⁸ Verification means, CON-IDB-CR-55, CON-IDB-CR-62, CON-IDB-BE-04, CON-IDB-CR-67, CON-IDB-CR-85, CON-IDB-CR-177, CON-WB-CR-169 (PSE), CON-IDB-CR-168, CON-IDB-CR-162, CON-IDB-CR-172, CON-IDB-CR-181, CON-IDB-CR-185, CON-IDB-CR-205, CON-IDB-CR-210 (Climate Change), CON-WB-CR-019, CON-WB-CR-208, CON-WB-CR-258, CON-WB-CR-260, CON-WB-CR-261, CON-WB-CR-268, CON-WB-CR-270, CON-IDB-AM-011, CON-IDB-BE-003, CON-IDB-CR-016, CON-IDB-CR-190, CON-IDB-CR-203, CON-IDB-CR-201, CON-IDB-CR-200, CON-IDB-CR-199, CON-IDB-CR-195, CON-IDB-CR-197, CON-IDB-CR-198, CON-IDB-CR-196, CON-IDB-CR-029, CON-IDB-CR-212, CON-IDB-CR-072, CON-IDB-CR-082, CON-IDB-DB-019, TA-IDB-CR-103, CON-WB-CR-157, CON-IDB-CR-227, CON-IDB-CR-242, CON-IDB-CR-231, CON-IDB-CR-167.

²⁹ Verification means, TA-WB-CR-077, CON-IDB-DB-018, CON-IDB-CC-10, TA-WB-CR-68, TA-IDB-CR-80, TA-WB-CR-81, TA-WB-CR-67, CON-WB-CR-145, TA-IDB-CR-82, TA-WB-CR-84, TA-IDB-CR-85, TA-IDB-CR-87, CON-IDB-BE-04, TA-IDB-CR-79, TA-IDB-CR-82, CON-IDB-CR-67, CON-WB-CR-150, TA-WB-CR-70, CON-IDB-CR-168 (CTMP RAAN), CON-IDB-CR-177 (CTMP Altiplano), CON-IDB-CR-172 (CTMP Bocas), CON-IDB-CR-162 (CTMP Ceiba), TA-IDB-CR-101, TA-IDB-CR-70, CON-IDB-CR-205 (CTMP Sur), MI-WB-CR-152 (CMF-Argentina), CON-IDB-CR-175 (CTMP Atlántico H.), CON-IDB-CR-193.

³⁰ Verification means, CON-IDB-CR-127; MI-WB-CR-056; CON-IDB-CC-10, TA-WB-CR-68, TA-WB-CR-81, CON-WB-CR-157, CON-IDB-AM-08, TA-WB-CR-73, CON-WB-CR-145, TA-IDB-CR-85, SUB-WB-SQ-18 (Tikonel), CON-IDB-BE-04, TA-IDB-CR-88, TA-IDB-CR-101, SUB-WB-ES-40, SUB-WB-SQ-18, SUB-WB-HN-4, SUB-WB-HN-5, CON-WB-DB-014, CON-WB-DB-015, CON-WB-SQ-012, CON-WB-SQ-013, CON-WB-SQ-015, CON-IDB-SQ-008, TA-IDB-CR-101, CON-IDB-CR-227, CON-IDB-CR-193, CON-IDB-CR-167, CON-IDB-CR-244.

20	400 indigenous representatives of communities or organizations of the project area trained on: community production, community mapping, cultural land use and sustainable uses through 40 exchanges of experiences.	1092 indigenous representatives through 46 exchanges of experiences	273%
21	17 institutional diagnoses and 15 strategic institutional plans prepared through 32 consultancies	177 institutional diagnoses, 88 strategic plans through 72 consultancies ³¹	1041% 587%
22	275 indigenous representatives of communities or organizations of the project area trained on design of productive and cultural Management of ecosystems projects, through 38 community participant exchanges.	617 indigenous representatives, through 21 exchanges ³²	224%
23	52 indigenous representatives of communities or organizations of the project area trained on the design of productive systems, through 26 field visits.	1029 trained through 38 events ³³	1978%
24	Regional integration and capacity building regarding issues of cultural land use, through 5 regional consultation meetings.	18 consultation meetings held ³⁴	360%

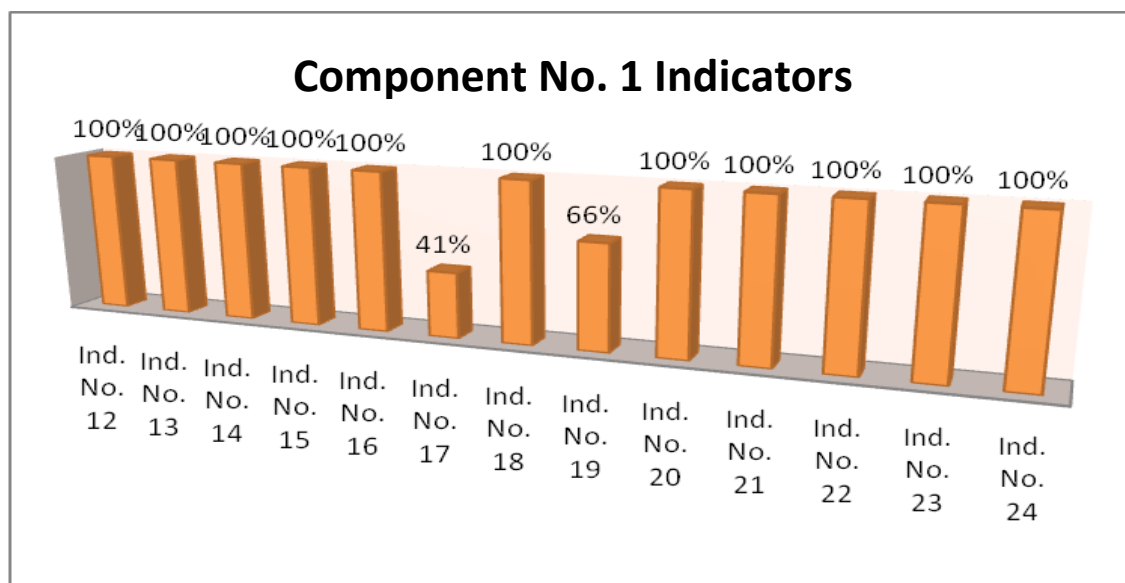
In short, targets of indicators 12 to 16, 18, 20 to 24 were exceeded; indicator 17 was met at 41%; and indicator 19 was met at 66.3%.

³¹ Verification means, CON-WB-CR-095, CON-WB-BE-08, CON-WB-CR-154, CON-IDB-AM-08, CON-WB-AM-20, CON-IDB-BE-04, TA-IDB-CR-82, CON-IDB-CR-67, CON-WB-CR-143, CON-WB-CR-155, CON-IDB-CR-177, CON-WB-CR-169 (PSE), CON-IDB-CR-168, CON-WB-CR-179, CON-IDB-CR-172, CON-IDB-CR-162, CON-IDB-CR-85 (Balu Wala), CON-IDB-CR-205, CON-IDB-CR-210 (Cambio Climático), CON-IDB-CR-175, CON-IDB-CR-174, CON-IDB-CR-176, CON-IDB-CR-178, CON-IDB-CR-180, CON-IDB-CR-186, CON-WB-CR-073, CON-IDB-CR-006, CON-WB-CR-258, CON-WB-CR-262, CON-WB-CR-263, CON-WB-SQ-005, CON-IDB-AM-007, CON-IDB-AM-008, CON-IDB-CC-005, CON-IDB-DB-008, CON-IDB-CR-012, CON-IDB-CR-005, CON-IDB-CR-013, CON-IDB-CR-016, CON-IDB-CR-018, CON-IDB-CR-022, CON-IDB-CR-068, CON-IDB-CR-006, CON-IDB-CR-052, CON-IDB-CR-050, CON-IDB-CR-081, CON-IDB-CR-072, CON-IDB-CR-051, CON-IDB-CR-082, CON-IDB-BE-005, CON-IDB-DB-002, CON-IDB-DB-007, CON-IDB-DB-009, CON-IDB-DB-012, CON-IDB-DB-013, CON-IDB-ES-001, CON-IDB-SQ-008, CON-IDB-SQ-007, CON-IDB-SQ-004, CON-IDB-SQ-002, CON-IDB-CR-171, CON-IDB-CR-227, CON-IDB-CR-241 (CTMP EL SALVADOR), CON-IDB-CR-242.

³² Verification means, CON-IDB-CC-10, TA-WB-CR-68, TA-WB-CR-81, MI-IDB-CR-100, CON-WB-CR-145, SUB-WB-HN-5, CON-IDB-CR-050

³³ Verification means CON-IDB-CC-10, TA-WB-CR-81, SUB-WB-ES-40, SUB-WB-SQ-18, SUB-WB-HN-5, CON-IDB-CR-244 (ASOPROLA CTMP)

³⁴ Verification means CON-WB-CR-94, CON-WB-CR-154, TA-WB-CR-68, TA-IDB-CR-80, TA-WB-CR-81, MI-IDB-CR-100, TA-WB-CR-67, CON-WB-CR-145, TA-IDB-CR-82, TA-WB-CR-84, TA-IDB-CR-85, TA-IDB-CR-87, CON-IDB-BE-04, TA-IDB-CR-88, TA-IDB-CR-101, TA-IDB-CR-70, CON-IDB-CR-085



Based on the above information, the indicators set forth for establishing the fulfillment of Component 1 of PMIIE are rated as satisfactory.

2.3.2. Component 2. Promotion of sustainable cultural land use and traditional ecosystem management.

This component defined 4 indicators, which produced the following outcomes.

No.	Indicator	Outcome	Fulfillment
25	39 plans for sustainable cultural land use developed	10 land use plans (TMCPs) and 15 land use plans (ICDPs), 16 strategic plans and 11 business plans ³⁵	100%
26	Strengthening of local capacities for cultural land use in the ecoregions upon completion of the Program execution	40 subprojects ³⁶	103%

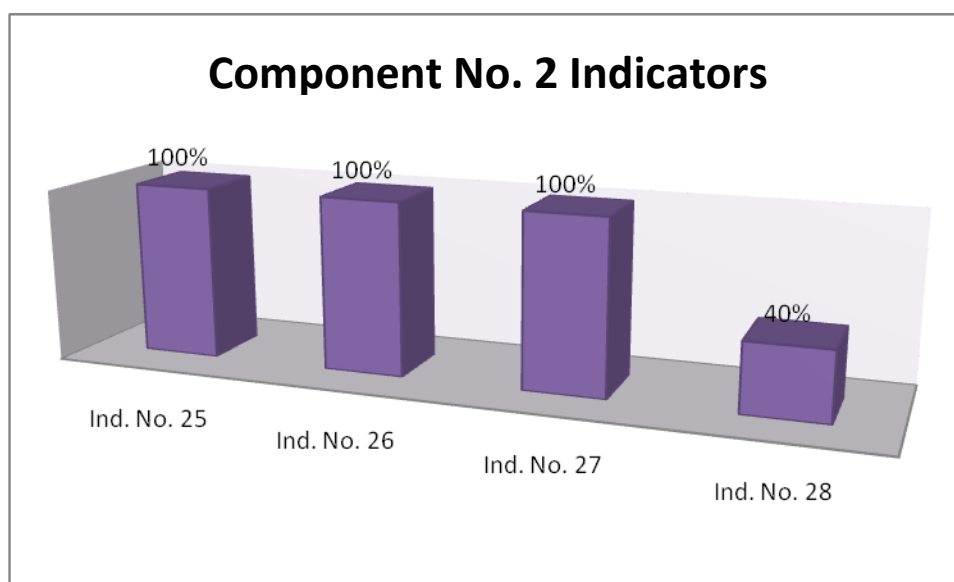
³⁵ Verification means CON-IDB-CR-177, CON-IDB-CR-168, CON-IDB-CR-162, CON-IDB-CR-172, CON-IDB-CR-181, CON-IDB-CR-185, CON-IDB-CR-205, CON-IDB-CR-190, CON-IDB-CR-203, CON-IDB-CR-201, CON-IDB-CR-200, CON-IDB-CR-199, CON-IDB-CR-195, CON-IDB-CR-196, CON-IDB-CR-197, CON-IDB-CR-198, CON-IDB-CR-175, CON-IDB-CR-174, CON-IDB-CR-176, CON-IDB-CR-178, CON-IDB-CR-180, CON-IDB-CR-186, CON-WB-CR-073, CON-IDB-CR-006, CON-WB-CR-258, CON-WB-CR-262, CON-WB-CR-263, CON-WB-SQ-005, CON-IDB-AM-007, CON-IDB-AM-008, CON-IDB-CC-005, CON-IDB-DB-008.

³⁶ Verification means ICDPs (CON-IDB-CR-193, CON-IDB-CR-201, CON-IDB-CR-199, CON-IDB-CR-200, CON-IDB-CR-188, CON-IDB-CR-190, CON-IDB-CR-167, CON-IDB-CR-203, CON-IDB-CR-196, CON-IDB-CR-197, CON-IDB-CR-195, CON-IDB-CR-198); PCGTs (CON-IDB-CR-276, CON-IDB-CR-245, CON-IDB-CR-243, CON-IDB-CR-271, CON-IDB-CR-227, CON-IDB-CR-244, CON-IDB-CR-241, CON-IDB-CR-242)

	through 39 subprojects		
27	Promotion of sustainable development, and natural and cultural conservation in the ecoregions upon completion of the Program execution through 62 subprojects	80 subprojects ³⁷	129%
28	Mitigation of social, cultural and environmental vulnerabilities in the ecoregions upon completion of the Program execution through 20 projects	8 projects	40%

In short, indicators No. 25 to 27 were fully met and indicator No. 28 was met at 40%.

Indicator No. 28 was not met due to its confusing methodology and difficulties in its execution, which generated accumulated delays, adversely affecting the execution of the projects.



Based on the aforementioned information, it may be concluded that the component was met at 100% on a weighted basis; therefore, the indicators set for establishing the fulfillment of component No. 2 may be rated as satisfactory.

2.4. ICDPs and TMCPs

³⁷ Verification means ICDPs (CON-IDB-CR-193, CON-IDB-CR-201, CON-IDB-CR-199, CON-IDB-CR-200, CON-IDB-CR-188, CON-IDB-CR-190, CON-IDB-CR-167, CON-IDB-CR-197, CON-IDB-CR-198); PCGTs (CON-IDB-CR-276, CON-IDB-CR-243, CON-IDB-CR-271, CON-IDB-CR-227, CON-IDB-CR-244, CON-IDB-CR-241, CON-IDB-CR-242)

As a result of the Mid-Term Mission Agreements, Community Management Plans were defined as instruments for guiding the actions of PMIIE components³⁸. In the case of CICA Network, these plans are the Integrated Community Development Plans –ICDPs- and in the case of ACICAFOC Network, these are the Territory Management Community Plans -TMCPs.

The ICDPs and the TMCPs have undoubtedly been the most outstanding impact and outcome of the PMIIE. Both were formulated on a participatory basis based on actions developed under components 1 and 2, using the cultural land use analysis methodology³⁹. Both Plans fully reflect the need to take into account the communities' viewpoint and have turned into internal planning tools, which define the actions to be undertaken and the parameters to be used for negotiating actions with other stakeholders (public and private).

However, there are differences between one another:

	TMCP	ICDP
ENTITY	ACICAFOC	CICA
DEFINITION	“they are management instruments or strategies for managing ecosystems with indigenous and peasant communities and peoples, promoting to that end an entirely participatory process throughout their formulation and implementation” ⁴⁰	“The Integrated Community Development Plan –ICDP- is a strategic indigenous proposal for community development, targeted at one or multiple communities in one same territory, which derives from indigenous people’s worldview and is based on the ideal of “living better” as a life model to attain wellbeing. It comprises a set of strategic actions, framed under the sustainable development of the community and the strengthening of the indigenous culture as the cornerstone for the appropriate use and conservation of natural resources” ⁴¹ .
METHODOLOGY	Sustainable Livelihoods (<i>Medios de Vida Sostenibles</i>), based on rural people’s capacity to create a	Balu Wala, as a model of “Well Living”. It is grounded in the values and principles of

³⁸ “3. Integration Operational Proposal. This proposal has been revised and includes the inclusion of the ICDPs and CTMPs in all four Program components”.

³⁹ Methodology developed by IDB and the Superior Technical School of Lausanne, Switzerland.

⁴⁰ PMIIE 2010, PCU Annual Report

⁴¹ PMIIE. CICA. Guía para la Construcción de PIDCOs.

	livelihood for themselves and for their families. They have ready access to some “assets” including natural resources, technologies, their capacities, health, access to education, credit sources and social support networks ⁴²	the indigenous worldview, it promotes opportunities for self-development, and it may be coordinated with public and private entities, international finance agencies and cooperation for development which are consistent with its objectives ⁴³
APPROACH	It focuses on the negotiation of strategies for ecosystem management with indigenous and peasant communities, taking into account their worldview and cultural identity.	It focuses on the indigenous worldview and it seeks to maintain cultural identity in the community management of resources.
SCOPE	It covers climate change adaptation processes, food sovereignty and more favorable living conditions for peasant and indigenous groups, respecting natural resources and the culture directly related with them.	They are life plans.
TERRITORIAL CONCEPT	The territory is regarded as the environment for promoting conservation and community development.	The territory is regarded as the political space for ethnic reproduction and culture, where biodiversity protection is an essential component.
ACTIONS	It precisely identifies the actions which are necessary for managing land.	It identifies the factors that affect sustainability and define the future vision.

From the viewpoint of beneficiary communities, during the process of adopting the Plans, these communities had the chance to properly discuss their territory issues, perform a self-diagnosis of their community and formulate solution-oriented actions in a participatory and consensual manner. As a result of this, the Plans have turned into legal and legitimate instruments under their traditional legal systems and, thus, they are binding for the indigenous authorities and communities which adopted them.

Under the Plans, 162,809.85 hectares have been placed under community conservation areas and 207,487.45 hectares under sustainable cultural land use areas. In addition, the Plans aim at strengthening indigenous and rural communities’ traditional ecosystem management capacity; they contain inventories of existing biodiversity resources, delimit conservation and cultural land use areas, identify vulnerable and threatened biodiversity-

⁴² www.ifad.org.

⁴³ Batzín, Ramiro, 2008.

rich areas, and combine indigenous communities' traditional techniques with modern conservation techniques.

In practice, TMCPs and ICDPs are an essential reference for pursuing public and private actions, they are the basic instruments for negotiating and performing actions with public and private entities at national and international level in MBC regions occupied by the communities which have adopted them, and they are guiding plans for biodiversity management and protection.

2.5. Methodologies

The Cultural Land Use Analysis methodology –CLAN- is an instrument which enabled communities to apply the indigenous worldview regarding traditional land and resource use, and worked as a general framework which comprised principles and concepts necessary for the development of community plans. Even so, several interviewees consider it necessary to adjust its application in order to make it flexible enough to suit indigenous peoples' different visions and realities. They have also stated the need to better train facilitators for its application in indigenous villages.

Balu Wala has become a valuable contribution to socioculturally-oriented work in indigenous villages. It is a set of regulatory, organizational and methodological philosophical principles which, based on the indigenous worldview, facilitate the community's validation of the integrated management of resources in their territory and the creation of processes for attaining "Well Living". In the case of PMIIE, thanks to the Balu Wala indigenous peoples' knowledge has been recognized and strengthened, and the proposals for working on integrated biodiversity protection have materialized in the ICDPs.

In addition, Sustainable Livelihoods has become an important methodological instrument developed in three phases: i) formulation, validation of community self-diagnoses, and generation of the TMCP proposal; ii) community mapping; and iii) participatory management, monitoring and evaluation. In the case of the PMIIE, the methodology enabled the formulation of the TMCPs which are described as "a contribution to climate change adaptation and mitigation processes", "an ongoing learning experience (communities, leaders, technicians, managers, cooperators, among others)", "an instrument which guides territory conservation and development from different social, economic, environmental, cultural and political aspects", and "a tool for communities' negotiation with local, district and national governments, international cooperation, NGOs, private businesses, among others"⁴⁴.

While both Balu Wala and Sustainable Livelihoods are important tools for achieving the results expected for the PMIIE, they reflect different (though not incompatible) approaches to biodiversity conservation among indigenous and peasant peoples. These different viewpoints are also reflected in the aforementioned ICDPs and TMCPs.

⁴⁴ ACICAFOC. PMIIE. October, 2009. Planes Comunitarios de Gestión Territorial (PCGT). Bases conceptuales, metodología y resultados preliminares.

2.6. Other Outcomes

Among other outcomes of the Program, we may mention the training of 11,767 people, 16 institutional plans, 50 business plans, 177 institutional diagnoses, 88 strategic plans, 83 exchanges of experiences aimed at institutional strengthening for managing and protecting natural resources through own cultural practices, 69 productive subprojects for natural resource management, support to 472 communities in offering carbon credits at regional level and marketing support, organizational and technical capacity building in 307 communities to conduct PMIIE impact assessments.

PMIIE-supported consultancies conducted under this network (Pauline Tiffen consultancy –cocoa network with World Bank-) enabled the negotiation and implementation of two projects related with the strengthening of the cocoa network: one to be carried out in the mining triangle of the North Atlantic Autonomous Region in Nicaragua with Japanese funds (JSDF) for 2 million US dollars, and another project which involves support at regional level through funds provided by the English (COMIC relief) for 500 thousand US dollars.

Through the consultancy for the design of monitoring and evaluation instruments for the community water management plan of the Environmental Services Network, the 1st Central American Fair on Community Water Management was organized in collaboration with governmental entities and other NGOs from Costa Rica (Asamblea Legislativa Costa Rica, FANCA, FUDEU, CCAD, AECID, among others).

In addition, the PMIIE succeeded in having indigenous and peasant communities actively and effectively participate in biodiversity conservation.

Regional organizations (16⁴⁵) and Central American indigenous networks (2⁴⁶) got strengthened at institutional level through learning acquired throughout the execution of the PMIIE.

Based on their own approaches, CICA and ACICAFOC got strengthened through the creation of 6 networks for strengthening the market for sustainable services and productive activities. In the case of CICA, 3 networks named Kat's were created: one tourism network with 27 indigenous organizations, one crafts network with 27 indigenous organizations and

⁴⁵ Guatemala, Centro Maya Saqb'e and Asociación de Forestería Comunitaria de Guatemala Ut'z Che' (Afcg Ut'z Che'). Nicaragua, Asociación de Mujeres Indígenas de la Costa Atlántica (Amica), Cooperativa de Servicios Múltiples de campesinos y Agropecuarios de Rosita (Comcar). Panama, Dobbo Yala Foundation, Cooperativa de Servicios Múltiples Cacao Bocatoreña, R. L. (Cocabo), Cooperativa S/M Ngäbe-Cemaco, R. L., Unión Nacional de Mujeres Kunas. El Salvador, Asociación Bienestar Yek Ineme, Movimiento Autóctono Indígena Salvadoreño (Mais). Belize, Itzamna Society, Belize National Indigenous Council (Benic). Honduras, Federación de Productores Agroforestales de Honduras (Feproah). Costa Rica, Mesa Nacional Indígena de Costa Rica y Asoprola.

⁴⁶ ACICAFOC and CICA.

one natural products network with 27 indigenous organizations. In the case of ACICAFOC, 3 networks for ecotourism, cocoa and environmental services were created.

Central American countries benefited from the project outcomes through the protection and conservation of biodiversity in the community conservation areas and in the sustainable cultural land use areas defined by indigenous communities. In addition, the indigenous and peasant counterparts of those countries in the MBC are now better qualified to face the challenges of conserving and protecting biodiversity in their habitat, and Central American countries can receive support for productive activities and for the creation or strengthening of productive networks, which are consistent with environmental conservation and which help mitigate poverty.

The Central American Commission for Environment and Development –CCAD- has also benefited from the project outcomes in that it gained experience in regional actions with the communities from the MBC by participating in the program. Likewise, the World Bank and the Inter-American Bank benefited from the specific learning obtained through the PMIIE as a pilot program.

In general, interviewees stated the PMIIE had positive effects in terms of training of their leaders, support to sustainable productive and environmental activities, strengthening of their traditions and institutions, exchanges of experiences and learning about technologies for integrated conservation of biodiversity, poverty reduction, and the creation of wide conservation and traditional management areas.

3. Performance Assessment

3.1. Performance of the IDB

The Executing Agency's lack of knowledge of IDB proceedings was one of the main hindrances, which resulted in difficulties for executing the actions under components 1 and 2⁴⁷. On top of this, the PCU had a poor performance during the two first years of execution of the PMIIE and the parties (including the Bank) had difficulties understanding the roles and approaches of the program, which has impacted on the fulfillment of some of the goals up to date (component 2).

After the replacement of its staff (as a result of the Mid-Term Mission), the PCU constantly requested IDB officials to make eligibility and procurement procedures more flexible, as provided in paragraph 6.2⁴⁸ of IDB "Operational Policy on Indigenous Peoples". However,

⁴⁷ The Mid Term Mission had only executed 21% of the resources allocated to components 1 and 2.

⁴⁸ "The Bank will take the necessary measures to eliminate the barriers to entry faced by indigenous peoples and, whenever technically viable and feasible, will ensure equality of conditions for indigenous participation as direct beneficiaries, permanent staff, and suppliers of goods and services in Bank-financed contracts. Such measures will be consistent with the Bank's procurement norms and may include special instruments and procedures designed to identify and implement eligibility criteria and simplified, differentiated procedures in line with the particular characteristics of indigenous candidates, information and training programs, and other appropriate measures".

those demands could not be addressed as expected by the PCU because the Bank lacks a defined proceeding for fulfilling the aforementioned provisions.

The Executing Agency and the beneficiary communities interpreted that situation as a lack of flexibility on the part of the Bank's officials to adapt proceedings to suit the communities' reality. In turn, the Bank's officials stuck to the fulfillment of the existing general requirements and proceedings due to the inexistence of the instruments necessary for making this type of programs more flexible.

The Bank's recruitment of an expert in indigenous matters resulted in an upturn in the execution of the components due to the following reasons:

- a. It enabled the channeling of component 2 resources by considering the community plans (ICDPs and TMCPs) as consultancy outputs, thereby alleviating the existing overburden of proceedings necessary to attain a further output, facilitating otherwise unattainable advances.
- b. It reinforced the sociocultural aspect of the PMIIE, turning it into the core of the actions that led to the fulfillment of the objectives and into the core of the Balu Wala methodology and territorial management plans, as well as the legal and legitimate basis for biodiversity protection commitments assumed by the communities.
- c. It strengthened the monitoring of the actions scheduled for IDB components.

In general, the PMIIE beneficiaries interviewed stated to have a positive perception of the IDB, they appreciate the Bank's willingness to solve the communities' problems in a participatory and socioculturally-relevant manner, and insisted in the need to make rules more flexible in order to streamline non-objection and cost eligibility proceedings.

As regards the interaction between IDB and World Bank, given that the project design included elements which were to be jointly executed, a high degree of coordination was necessary, which in practice was almost exclusively limited to joint monitoring actions, with great emphasis on financial management and procurement.

The agreements reached by the PMIIE team in the last year facilitated the fulfillment of the goals set for components 1 and 2 (managed by IDB), thereby contributing to the fulfillment of PMIIE objective. Based on the aforementioned outcomes and considering the project complexity and the factors which affected its execution, IDB's performance may be rated as satisfactory.

3.2. Performance of the CCAD

The participation of the CCAD in the PMIIE was important and decisive right from the beginning. In the first place, its determination was decisive in the program's initiative and, thus, in the inclusion of the indigenous peoples from the MBC.

Under a Letter of Understanding the CCAD agreed to contribute the amount of US\$ 1,474,505 for the PMIIE. Up to date it has contributed US\$ 1,499,286, i.e. US\$ 24,781 more than agreed, from which US\$ 1,215,102.92 have already been audited. Therefore, the CCAD has fully delivered its commitment.

As a member of the PMIIE Project Council, it participated in its sessions and discussed guidelines which resulted in the adoption of decisions aimed at the fulfillment of the program objectives. It played a modest, though always decisive and positive role. Considering the foregoing, its performance may be rated as satisfactory.

3.3. Performance of ACICAFOC and CICA Networks

ACICAFOC is the institution that acted as Executing Agency (in coordination with CICA) and is therefore contractually responsible to IDB in the PMIIE. This network's inexperience in the execution of projects with banks was initially one of the main risks of the PMIIE.

In the beginning, ACICAFOC faced several difficulties derived from a lack of clarity as regards its role in working in coordination with CICA, its lack of knowledge of the Banks' proceedings, the existence of a PCU which didn't meet the expectations of the parties involved in the PMIIE, and even a lack of foresight as regards incremental costs.

In spite of the initial context, the aforesaid limitations could be overcome thanks to the commitment of the Executing Agency, which signed strategic agreements with CICA to define their respective roles, made efforts to get the necessary knowledge to deal with the banks, allocated qualified staff to the PCU in order to make progress in the achievement of results, and even assumed unforeseen incremental costs putting itself at financial risk.

As for CICA, although it was not contractually responsible, it did share to some extent the difficulties which initially prevented a smooth execution of the PMIIE. Its willingness to define roles in the execution of the process, its support to the coordination in the region and its strong contribution in terms of cultural identity, proved important in the achievement of the objectives set for the PMIIE.

Both networks actively collaborated in the Project Council guiding the program actions and permanently participated in the Wayib proposing solutions to daily challenges.

Although they were often criticized by certain organizations because of their working with multilateral banks, and in spite of the technical limitations and difficulties they had to deal with, these networks had a proactive and positive attitude at all times, which proved critical for achieving the objectives set for the PMIIE.

The Executing Agency successfully managed to deal with one of the greatest risks it faced: its technical limitations and its inexperience executing projects with multilateral banks.

In short, the Networks' performance may be rated as satisfactory.

3.4. Performance of the Project Council and the Wayib

Overall, the role of the Project Council was performed as specified in the design of the PMIIE. Although it was affected by the different factors which negatively impacted on the program, it did not neglect its support and monitoring responsibilities.

As for the Wayib, the fact that it was integrated by members of the Networks capable of readily reacting when necessary (due to being fully supported by the rest of the Networks members and the Project Council), greatly helped to simplify the tasks and speed up the actions of the PCU in the communities.

Based on the aforesaid, the performance of these bodies may be rated as satisfactory.

3.5. Performance of the PCU

The Project Coordinating Unit –PCU–, created for purposes of managing the PMIIE, dealt more actively with the problems and conflicts which affected the execution process. It acted as a facilitator for the Executing Agency, the Banks, the Liaison Organizations in each country and beneficiary communities. Its performance was initially affected by the following issues:

- a. Due to the unclear roles of the networks and the initial lack of knowledge of the Banks' proceedings, the PCU "lacked an efficient operative organization"⁴⁹, which brought about several problems during the first two years of execution of the PMIIE.
- b. During the first two years, the PCU focused on fulfilling and delivering concept studies and inputs which, albeit planned, were perceived as insufficient by beneficiaries and Banks, taking into account the execution levels demanded by the program.
- c. Due to the inexperience of the PCU members, which became evident prior to the Mid-Term Mission, in early 2008 the staff was replaced with a whole new task force, giving rise to problems which are typical of this type of situations.

As a result of this, over the first two years the financial management and the procurement processes didn't progress as expected.

⁴⁹ Mid-Term Mission Document, p. 14.

Once the PCU weaknesses were identified by the Mid-Term Mission, all the parties involved reached agreements which helped streamline the management of the program through specific actions like the replacement of the whole staff of the PCU. In spite of this, the newly staffed PCU remained affected by the accumulated delays, which negatively impacted on the fulfillment of some goals.

The repeated claims by the PCU to adapt the Bank's proceedings, versus the well-based requirements demanded by IDB officials for the approval of expenses filed with the IDB, resulted in the delayed execution of the program, which especially affected component 2 (Promotion of sustainable cultural land use and traditional ecosystem management). This situation was largely solved through the participation of an IDBB expert in indigenous matters, which helped smooth the interaction between Bank officials, the PCU and the communities, improving the execution levels of components 1 and 2.

Taking into account the achievement of the expected outcomes and the context under which the PCU performed its tasks during the execution of the PMIIE (highly complex project design and execution, low initial yield, two banks with distinct regulations and design deficiencies), we may conclude that the overall performance of the PCU was satisfactory.

3.6. Performance of the Liaison Organizations

Even if they did not play a prominent role, the liaison organizations from the different countries helped implement the PMIIE in each country performing their role as expected. Therefore, their performance was satisfactory.

3.7. Performance of Beneficiary Communities

Given the high participatory component of the PMIIE, the communities were expected to play a prominent role in the program. They are the beneficiaries and at the same time the parties responsible for undertaking and achieving the actions and results of a program which is based on the premise that it is necessary to strengthen their capacities - that is to say, it assumes the existence of some weaknesses in their capacities.

The communities were impacted by the benefits as well as the delays, conflicts and complications arisen during the execution of the PMIIE.

The Mid-term Mission reports⁵⁰ and the "Evaluación del Escalamiento Institucional Logrado por Organizaciones Comunitarias Socias durante la Implementación del PMIIE"⁵¹

⁵⁰ "In terms of long-term sustainability, the project keeps showing great progress in the strengthening of the organizational, technical and entrepreneurial capacities of the communities and organizations which have decided to participate in the project, with sustainability being grounded in the following principles: (1) respect to the decision-making mechanisms of the participating communities and organizations, which are based on customary law; (2) great community and organization ownership of the project activities under each component; and (3) leverage of financial resources". Mid-Term Mission Memorandum; February, 2008. II. Main Outcomes of the Mission.

reflect the strengthening of the organizational, entrepreneurial and technical capacities of the communities and their organizations (one of the challenges identified in the design process) and, therefore, their good performance. The greater evidence of the strengthening of the beneficiary communities has been the adoption and application of the ICDPs and TMCPs, which worked as the main planning and guiding tools.

Furthermore, the communities' monitoring of the actions undertaken under the PMIIE proved to be a strength for the program, even if there are no indicators available to measure its efficacy (a weakness attributable to the design of the Logical Framework and not to the communities). The beneficiaries interviewed pointed out the close monitoring performed on resource management and investment, and the positive effects of the actions undertaken under the PMIIE in terms of strengthening their capacities to protect biodiversity and strengthening their institutions for the execution of projects.

The greatest difficulties faced by the communities stemmed from delays in the expected inflow of resources, the non-fulfillment or impossibility to fulfill the requirements necessary to receive disbursements, and weather variations, all of which resulted in a slower execution. Even if the communities lacked previous experience in managing Bank resources and were the first to be affected by project design limitations and by conflicts and delays in the execution of the different actions under the PMIIE, they supported the Program at all times and most of them committed themselves to it. Based on the foregoing, the participation of beneficiary communities in the PMIIE is rated as satisfactory.

4. Assessment of the Processes that affected PMIIE Outcomes

4.1. Preparation and Layout

The great participation of the indigenous communities in the diagnosis and design of the PMIIE is one of its greatest strengths, which facilitated the acceptability of the program and the overcoming of the problems arisen in the community work, as well as the ownership of the program by its beneficiaries.

The inclusion of the Networks in the institutional arrangements is another design aspect which helped overcome difficulties and make progress with results, together with the extensive knowledge of the institutions participating in the execution, beneficiaries, and the geographic conditions of the program area.

The participation of two multilateral banking institutions, the CCAD and beneficiaries' institutions in the design of the PMIIE, generated good perceptions in different sectors.

The execution capacity of the Executing Agency was properly characterized as a risk, which was overcome thanks to the capacity and commitment shown by the ACICAFOC.

⁵¹ (*Assessment of the Institutional Scaling-up Achieved by the Member Community Organizations during the Implementation of the PMIIE*) prepared by María Eugenia Bonilla. May, 2010

The lessons learned from other projects and taken into account in the design of the PMIIE were undoubtedly valid and relevant for the success of the project. The fact that the PMIIE provides for the participation of local communities and takes into account the importance of indigenous peoples in the sustainability of common areas, the value of exchanges of information among indigenous communities and the creation of a subproject finance window, has been certainly critical for turning 162,809.85 hectares into community conservation areas and 207,487.45 hectares into sustainable cultural land use areas.

The following are some of the aspects insufficiently considered in the project design and layout, which originated difficulties and delays in its execution:

- a. The fact that the Banks providing financing had distinct accounting, procurement and financial regulations was underestimated in the project design. This situation entailed double efforts for those in charge of executing the project and for beneficiaries, as they were forced to comply with different rules in one same project.
- b. The executing networks' (ACICAFOC and CICA) unfamiliarity with the Banks' rules demanded greater efforts and put greater strains on the Banks' officials, executing agents and beneficiaries. Even if this situation was foreseen by the PMIIE⁵², it was not duly addressed from the beginning of the program and caused deterioration in the interaction between the Banks, executing agents and beneficiaries and delays during the first two years. These delays kept accumulating as the program lacked the capacities necessary to deal with them.
- c. The trend towards formulating quantitative indicators and the inappropriateness of some of them for appraising the fulfillment of the objectives (they did not define targets⁵³ or baselines for comparing results), was one of the greatest difficulties which affected the project, since it prevented an accurate appraisal of the outcomes.
- d. Considering that the program had a great component of community participation, that it was targeted at a scattered rural community, that it was to be executed in 7 countries and 10 ecoregions and that it involved a large number of stakeholders, in order to guarantee the participation of those communities scattered throughout such an extensive territory and subject to accessibility conditions, greater field efforts and a large number of administrative proceedings would be required, which situation was not sufficiently provided for.

⁵² "However, at the time of appraisal ACICAFOC's overall financial capacity was still limited and the organization does not have extensive experience in managing projects financed by IBRD and IDB". Project Appraisal Document, Manejo Integrado de Ecosistemas en Comunidades Indígenas, América Central de Proyectos Regionales. November 11, 2004.

⁵³ Indicator No. 1. Reduction of malnutrition levels in children under 7 years old from the indigenous communities. Indicator No. 2. Reduction of the extreme poverty percentage in the Program's beneficiary communities. No. 6. Stabilization of selected biodiversity indicators in the Program's intervention zones (forest cover, ecosystem fragmentation and population level of selected key species).

- e. The direct beneficiaries of the program were the members of 14 indigenous towns⁵⁴ and peasant communities with 14 indigenous languages and two Indo-European languages (Spanish and English), which turned the execution of the project highly complex. The linguistic differences led to discussions about certain concepts, which resulted in delays as the meaning of certain terms was defined.
- f. Since the four components were designed to be executed in a coordinated manner, delays in any of them affected the execution of the others, demanding greater efforts for implementing the program.

4.2. Country Ownership

Considering the support and participation of CCAD in the PMIIE, it may be concluded that the project concept addresses the priorities of all the countries of the MBC and the outcomes are consistent not only with the countries' but also with the Region's priorities. As foreseen, the governments participated in the Program through the representative of the CCAD in the Project Council of the PMIIE.

4.3. Stakeholders' Participation

Stakeholder communities actively participated and took ownership of the PMIIE through their networks, liaison organizations and community organizations during the project design and implementation, turning their participation into a strength for the PMIIE.

Up to date, the PMIIE has neither faced opposition nor seen a remarkable participation on the part of the governments of the countries involved, or of the NGOs, the private sector or other institutions.

4.4. Financial Planning

The financial controls performed are the ones used by each Bank and were established from the beginning under the agreements signed with ACICAFOC. Even so, this was one of the matters which generated controversy and delayed the cash flow, due to the following reasons:

- a. Due to the existence of two banking institutions (each with its own rules) the executing agency was forced to comply with two types of financial proceedings and controls in one same project, which demanded double efforts.

⁵⁴ Belize (Garífuna, Maya Q'eqchi,, Maya Mopan); Costa Rica (Bribris, Ngobe, Cabécar); El Salvador (Nahuat); Guatemala (Maya Kaqchikel, Maya Q'eqchi, Maya K'iché); Nicaragua (Miskitos); Panama (Ngobe Buglé, Kuna, Emberá).

- b. The informality prevailing in some isolated areas of the program generated difficulties for the communities' fulfillment of procurement proceedings and preparation of expense reports, which delayed the execution of the actions.
- c. Based on IDB Operational Policy on Indigenous Peoples -OP 765, the Executing Agency and the beneficiary communities requested that IDB turn financial and procurement rules more flexible. However, the Bank's officials lacked the necessary instruments for turning that policy operational and could not but apply the existing rules. Finally, with the incorporation of an expert in indigenous matters into the Bank's team alternatives were found to streamline the cash flow without preventing the fulfillment of IDB rules.

4.5. Co-Financing

The Project provided for 25.1 million US dollar co-financing with other IDB projects, which largely materialized in 2000. Although in their implementation those projects focused on meeting their own objectives, overlooking the initially proposed interaction with the PMIIE, this situation did not prevent the achievement of PMIIE outcomes.

As regards the co-financing to be obtained from CCAD and community organizations, the financing for the PMIIE was higher than envisaged (for further details, refer to section 12, page 44 and following pages).

4.6. Delays and Project Outcomes

During the first two years and a half, the execution of the PMIIE was affected by evident difficulties which resulted in accumulated delays and in the extension of the timeframes initially planned by the WB (6 months) and the IDB (12 months). The facts which originated said difficulties are the following:

- a. Although the contractual agreements between the Executing Agency and the IDB were dully established in the text of the contract, the networks' initial participation in the project was driven by their interest in having the program executed rather than by a strategic alliance among them. As a result of this, there was uncertainty as to the role of ACICAFOC as the executing network and of the CICA network which would work in coordination with the earlier (both networks had their own policies and working approaches), which originated conflicts and undermined their relationship during about the two first years of execution of the PMIIE, slowing down its execution and producing a cumulative effect.
- b. The PCU's initial lack of familiarity with the banks' proceedings and the initial inefficiency of said proceedings, which led to the replacement of all the staff in early 2008⁵⁵.

⁵⁵ Mid-Term Mission document, p. 14.

- c. After the PCU replaced its staff, the complexity of the proceedings as a result of having to comply with two distinct proceedings and the communities' difficulties in complying with some of IDB rules regarding procurement and financial matters delayed the execution of the PMIIE and adversely affected the achievement of the outcomes planned for each component.
- d. The existence of incremental costs⁵⁶ which had not been foreseen and which had to be assumed by ACICAFOC network even if not budgeted put the execution of the PMIIE under strain.

In spite of the foregoing, the flexibility achieved thanks to the IDB expert's support enabled the fulfillment of more than 100% of the goals and objectives planned, except for indicators 17 and 28, whose outcomes are expected to improve upon completion of components 1 and 2 of the PMIIE.

5. Budget Execution for PMIIE Components 1 and 2

Based on financial information reported as of January 30, 2011, the resources for components 1 and 2 managed by IDB have been executed at 75% (US\$ 3,781,593.00), and there is a 24.36% (US\$1,218,407.00) of resources already committed.

	Budgeted*	Spent*	%	Committed*	%
Component 1	2,780,000	2,010,104	72.30	769,896	27.70
Component 2	2,220,000	1,771,489	79.79	448,511	20.21
Total	5,000,000				

*Amounts in US\$. Source: PCU

6. Assessment of the Risks which could affect the Sustainability of Results

The possibility to sustain the results achieved with the PMIIE will depend on whether the ICDPs and the TMCPs are supported or not; these planning instruments have not only defined the community conservation areas and sustainable cultural land use areas but have also considered the principles, action lines and projects necessary to sustain the results obtained over time.

The possibilities to get financing to ensure the sustainability of the PMIIE over time largely depend on international institutions, as shown in the following table on leverage funds:

Topics	Specific Topic	Leverage Funds US\$	Donor	Disbursements US\$
PMIIE	PMIIE	7,560,000	KfW	0
Networks	CACAO	2,480,000	Comic Relief/JSDF	620,000
	Environmen	188,000	CCAD/AECID	188,000

⁵⁶ Taxes which were not accepted as project expenses by the IDB.

	tal Services			
Subprojects	TCGA	28,000	Irish Aid/Fairtrade Labeling Organizations	28,000
	ASI Biolley	10,000	FUNDECOOPERACION	10,000
	Sano y Salvo	8,000	IICA	8,000
	Gualaco	100,000	PRORENA/GTZ	100,000
	Pintupo	20,000	PNUD	20,000
	Gardí Sugdub	42,000	SENACYT/UNDP	42,000
	COOPESIU NA	20,000	UNDP	20,000
	COOSBA	63,800	HEMCONIC/DED/GTZ/MASRENACE/INATEC	63,800
TOTAL		10,519,800		1,099,800

In most cases, the resources are readily available, except for KfW project which is expected to start activities in the second half of 2011.

Based on this, we may state there are clear options for supporting the results obtained by the PMIIE in the short and middle terms, though not in the long term, so it will be necessary to procure additional resources. Accordingly, the mid-term financial sustainability may be rated as Low Risk (L) and the long-term financial sustainability as Modest Risk (M).

Since the strategy of the countries participating in the PMIIE is still focused on protecting the MBC by involving indigenous and peasant communities, and the beneficiary communities show a growing interest in conserving biodiversity, no risks may be foreseen as regards the institutional or governance framework in the countries participating in the PMIIE, for which reason this aspect may be rated as Low Risk (L).

As regards the institutional and governance framework, no risk is perceived for the results obtained. However, it is advisable to see to the strengthening of public institutionalism through the participation of experts in the rights and cultures of the indigenous and peasant communities of the MBC, in order to facilitate future initiatives pursued by the government or otherwise aimed at supporting the results obtained by the PMIIE. This risk is therefore rated as Low (L).

Since there appear to be no environmental risks which could threaten the project results, the rating of this risk is Low Risk (L)

In addition, the strengthening of indigenous institutions and biodiversity institutional management traditions, the exchanges of knowledge, the transfer of technologies, and the

strengthening of product marketing networks will probably facilitate the sustainability of the objectives of the PMIIE over time. However, due to the lack of future resources for making progress with the implementation of the ICDPs and the TMCPs, combined with the existing poverty conditions and the absence of concrete action plans by the Countries to sustain the results of the PMIIE, the progress made with the decisions taken by the communities for conserving biodiversity could be reversed in the mid-term, especially as regards community conservation areas and sustainable cultural land use.

Bearing in mind the foregoing, the overall rating assigned is Modest Risk (MR)

7. Safeguard Fulfillment

The project was executed under the Bank's Environmental Strategy (GN-2208-4), the strategies defined by the Bank for Central America (GN-2126-2), and even the guidelines of the Operational Policy on Indigenous Peoples (OP-765) and the Strategy for Indigenous Development, which address biodiversity conservation and protection, poverty reduction and an equitable and participatory inclusion of indigenous peoples.

As regards the environmental aspect, no unfavorable effects were detected during the preparation of the project. Rather, the project was focused on strengthening the community in order to achieve positive impacts on biodiversity preservation, as it actually did.

As regards the Policy for Indigenous Peoples, the project was subject to consultation and agreement with indigenous peoples, who directly participated in its execution. The Policy was designed respecting their customs and practices and was aimed at strengthening their communities and institutions.

As regards involuntary resettlement, no involuntary physical displacement of the communities participating in the program or of other communities related with its execution areas was planned or executed. Therefore, no disruption was caused, as directed by Operational Policy OP 710 of 1998 on involuntary resettlement.

Even if the Project dealt with cultural heritage, no adverse effects were caused on indigenous peoples' cultural heritage; rather, the evidences show that cultural land uses and indigenous institutions have been strengthened.

8. Monitoring and Evaluation

The World Bank was the one responsible for implementing the PMIIE M&E Plan designed as a participatory component aimed at monitoring the project and building the capacities of different stakeholders to ensure their participation. Therefore, this aspect was covered in the final report filed by this Agency in 2010 and was rated as moderately satisfactory.

As regards the "System for Participatory Monitoring and Evaluation of Projects", it focused on monitoring the progress of the project and on building the capacities of the executing agency, its Project partners, and it invited the communities to participate in the verification

for them to be able to understand and evaluate results, which positively affected the building of capacities in ACICAFOC to create and manage a M&E system. However, the indicator set for appraising the fulfillment of the Country Support Strategy Goal was rated as insufficient because it lacked the baseline necessary for establishing a relationship between the activities planned and the target of the indicator. The building of the necessary data baseline and the hiring of a specialist in M&E caused delays which adversely affected the establishment of a sound M&E system.

In addition, although the PMIIE has a great sociocultural component, due to the fact that its design lacked suitable indicators for measuring that component, no appraisal could be made as to the program's contribution to ethnic and cultural diversity protection, to social organization as a critical and facilitating aspect for sustainable development, to biodiversity protection and to equitable participation based on indigenous peoples' values and traditions.

It should be noted that in its supervisory role the IDB failed at the beginning to take the necessary actions to overcome the rigid design and make proceedings more flexible. It was only with the Mid-Term Mission Report and the recruitment of an expert in the area, that the IDB assumed with greater resolution its monitoring and evaluation tasks, which helped overcome accumulated delays and make considerable progress in the execution of the PMIIE objectives and goals set for the components under IDB responsibility.

The budget for M&E amounted to US\$ 930,000, which were also used for supporting the design and implementation of a Participatory Monitoring and Evaluation System, including the trainings necessary to prepare the executing agency and community representatives to participate in said System. Said trainings were the most successful aspects of the project in terms of capacity building for ACICAFOC, CICA and the Liaison Organizations.

9. Conclusions

The PMIIE is certainly an innovative and complex project due to the large number of countries where it was executed, the large number of stakeholders, its sociocultural plurality, the dispersion of the beneficiary population, the poverty which affects such population and the existence of distinct proceedings, just to mention some reasons.

Although the PMIIE has a great sociocultural component, due to the fact that its design lacked suitable indicators for measuring that component, no appraisal could be made as to the program's contribution to ethnic and cultural diversity protection, to social organization as a critical and facilitating aspect for sustainable development, to biodiversity protection and to equitable participation based on indigenous peoples' values and traditions.

Interviewed beneficiaries have a positive perception of the results of the PMIIE; they consider its actions help indigenous peoples and peasant communities manage their natural and cultural resources according to their values and traditions, benefited the communities' institutions and networks, and strengthened their traditions and the conservation of biodiversity in their territories.

Interviewees further state to have an improved perception of Multilateral Banks because they facilitated the inclusion of the indigenous peoples from the MBC, and duly consulted their institutions and addressed their requirements. However, they still insist that they should adapt their proceedings in order to avoid delays, suspicions and conflicts in the communities which benefit from their projects.

The PMIIE has been relevant because their objectives remain fully relevant for the Region and are still a priority for the Central American countries and world institutions concerned with climate change, because the conservation and protection of the biodiversity, resources and communities in the MBC are critical for mitigating the negative effects of climate change, as reflected in the agreements reached at the Earth Summit in 1992 and Nagoya Convention on Biological Diversity in 2010.

Considering the benefits obtained by indigenous and peasant communities, the Program outcomes –most importantly the establishment of large conservation and traditional land use areas⁵⁷, and the learning obtained by all stakeholders, it may be concluded that the cost-benefit ratio is appropriate (PMIIE efficiency).

Taking into account that the Program achieved its objectives in spite of its complex nature, its design deficiencies and delays which seriously threatened its continuity, the overall rating of the Program is satisfactory.

10. Lessons Learned

The indigenous sociocultural approach is of utmost importance in building climate change agendas. A considerable proportion of the indigenous communities are settled in areas of great relevance for biodiversity conservation, and their sociocultural approach is an integral, valuable and effective tool for the establishment of extensive conservation and sustainable land use areas, as shown by the PMIIE in the MBC. Therefore, the indigenous approach is vital for country, regional and global climate change agendas.

Community management is of utmost importance to biodiversity protection. Community participation in the design, execution and benefits related with biodiversity protection leads to a collective feeling of ownership and shared responsibility for biodiversity protection.

The institutional capacity of stakeholders should be guaranteed in the execution of projects with Indigenous Peoples. The inclusion of experts who may formulate strategies or instruments to facilitate compliance with proceedings or make them more flexible, substantially reduces the risks and the deterioration of the relationship between the officials of the financing institutions, the executing agencies, and beneficiary indigenous and peasant communities. Flexibility should be present at two levels: at community level so that communities understand the value and importance of the applicable rules and

⁵⁷ If we divide the 370,297.3 hectares under conservation and traditional land use by US\$ 11.5 million which is the cost of all the activities planned under the PMIIE, each hectare had an approximate cost of US\$31.5.

proceedings, and at financier and executing agency level so that they appraise the fulfillment of proceedings without overlooking the communities' reality.

The greater the complexity, the greater the flexibility in design adjustments. Project design flexibility should be proportional to Project complexity. Although threats and weaknesses had been previously identified, the project design did not foresee how to mitigate them prior or during the execution of the Project. Some of the weaknesses and threats identified are the territorial dispersion, the great participatory component, the presence of several indigenous languages and 2 Indo-European languages, financing by two banks with their own distinct administrative and financial processes and the presence of multiple stakeholders.

Flexibility should be a necessary feature in pilot programs and projects. When conducting pilot programs, all project components should be flexible enough to address the weaknesses evidenced in the Logic Framework and to comply with and adapt procurement regulations.

11. Recommendations

For this type of projects, it is advisable to conduct procurement proceedings on a product basis, in order to avoid the burdensome task of getting authorizations for multiple procurements and of conducting proceedings for small amounts.

It is advisable to transfer all the PMIIE outcomes to the institutions of the member States and to beneficiary institutions and communities through CCAD and the Networks, in order to disseminate their positive effects and lessons learned, appraise the effects of the Program and sustain them in the future.

To consolidate the decisions taken by the communities under the ICDPs and TMCPs, an additional institutional effort aimed at their sustainability will be required. For this reason, it is advisable to file the aforementioned plans with national and international authorities with a view to obtaining financial support.

In order to boost effects and impacts at national level and indentify synergies, it is advisable to establish coordination and cooperation links with authorities responsible for environmental and indigenous issues in the participating countries.

It is advisable to include indicators to measure sociocultural impacts in this type of projects in order to determine the effects on the communities.

12. Project Identification and Financials

The following Annex provides information on project identification, timeframes, costs and co-financing, as required by the Guidelines for GEF Agencies in Conducting Terminal Evaluations.

I. Project Identification

GEF Project ID: 1092

GEF Agency Project ID: RS-X1007

Countries: Central American countries (Guatemala, Belice, Honduras, El Salvador, Nicaragua, Costa Rica, and Panama)

Project Title: Integrated Ecosystem Management in Indigenous Communities

GEF Agency (or Agencies): Central American Indigenous and Peasant Coordination Association for Community Agroforestry (ACICAFOC)

II. Dates

Milestone	Actual date
CEO endorsement/approval	Dec/13/2004
Agency approval date	Dec/13/2004
Implementation start	Jan/12/2005
Midterm evaluation	Feb/2008
Project completion	Apr/2011
Terminal evaluation completion	Apr/2011
Project closing	Aug/2011

¹Expected dates are as per the expectations at the point of CEO endorsement/approval.

III. Project Framework

Project component	Activity type	GEF financing (in US\$ million)		Co-financing (in US\$ million)	
		Approved	Actual	Promised	Actual
1. Cultural and institutional strengthening and capacity building	Technical assistance, and /or scientific and technical analysis	2.78	2.43	13.79	1.06
2. Promotion of cultural use and integrated ecosystems management	Technical assistance, and /or scientific and technical analysis	2.22	2.01	15.58	8.14
3. Development of culturally appropriate products, markets and services for environmental	Investment technical assistance, and /or scientific and	3.07	2.97	8.62	3.7

sustainability indigenous communities	in	technical analysis				
4. Participatory project monitoring evaluation	and	Technical assistance, and /or scientific and technical analysis	0.93	1.02	1.9	0.23

* The original project appraisal document did not include a separate budget for “project management”. As of January 31, 2011 project management costs amount to approx. US\$1.48M.

IV. Co-financing

Source of co-financing	Type	Project preparation		Project implementation		Total	
		Expected	Actual	Expected	Actual	Expected	Actual
Host gov't contribution	In kind	0.5 ⁵	0.5 ⁵	2.5	2.6	3	3.1
Bilateral aid agency (ies)		0	0	0	0	0	0
Multilateral agency (ies)	Complementary financing (IDB \$25.1; WB \$12.3)	0.7 ⁴	0.7	37.4 ³	0	37.4 ³	0.7
Private sector		0	0	0	0	0	0
NGO		0	0	0	0	0	0
Other	Leveraged funds	0	0	0	10.52 ³	0	10.52
Total co-financing		0.5	0.5	39.9	13.12	40.4	14.32

¹Expected amounts are those submitted by the GEF Agencies in the original project appraisal document.

²Cofinancing types are grant, soft loan, hard loan, guarantee, in kind, or cash.

³ The complex nature of this project, which involves 10 ecoregions in seven countries, involving two Implementing Agencies, and implemented by two different institutions/networks, has not allowed the realization of the synergies with other IDB/WB projects that were planned in the original design.

It is important to note that many of the projects identified in the CEO Endorsement Document as being complementary are projects that were formalized in early 2000 and most are closed to date. Their implementation was highly targeted to meet their own

objectives, ignoring the interaction synergies that were originally proposed with the PMIIE project. However, we believe that PMIIE has been careful not to duplicate efforts.

However, the program has created its own synergies with cooperating agencies such as KfW, Comic Relief, among others, and this is the result of leverage or matching funds (see Additional Table. Leverage funds -US\$ 10.5mill-).

⁴ Grant of US\$ 700,000.00 through the IDB with Japanese Funds for indigenous consultation.

⁵ The counterpart was US\$ 500,000, US\$ 250,000 as counterpart of the GEF and US\$ 250,000 as counterpart of the Japanese Funds

Additional Table. Leverage Funds.

TOPICS	SPECIFIC TOPIC	LEVERAGE FUNDS US\$	DONORS	DISBURSEMENTS
PMIIE	PMIIE	7,560,000	KFW	0
NETWORKS	CACAO	2,480,000	Comic Relief/JSDF	620,000
	Environmental services	188,000	CCAD/AECID	188,000
SUB PROJECTS	TCGA	28,000	IrishAid/ Fairtrade Labelling Organizations	28,000
	ASI Biolley	10,000	FUNDE COOPERACION	10,000
	Sano y Salvo	8,000	IICA	8,000
	Gualaco	100,000	PRORENA/GTZ	100,000
	Pintupo	20,000	UNDP	20,000
	Gardí Sugdub	42,000	SENACYT/UNDP	42,000
	COOPESIU NA	20,000	UNDP	20,000
	COOSBA	63,800	HEMCONIC/DED/ GTZ/MASRENACE/ INATEC	63,800
TOTAL		10,519,800		1,099,800

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14. List of Interviews

Name	Position and Organization
Francisco Morales	President Asociación de Desarrollo Integral del Territorio Indígena Cabécar –ADITICA
José Arnulfo	Vice-president Asociación de Desarrollo Integral del Territorio Indígena Cabécar –ADITICA
Levis Sucre	Technical Coordinator Asociación de Desarrollo Integral del Territorio Indígena Cabécar –ADITICA
Filadelfo Sucre	Member Asociación de Desarrollo Integral del Territorio Indígena Cabécar –ADITICA
José Estrada Obando	Member Asociación de Desarrollo Integral del Territorio Indígena Cabécar –ADITICA

Xiomara Cabraca	President Asociación de Mujeres Indígenas Bribris de Talamanca -ACOMUITA
Faustina Torres Torres	Asociación de Mujeres Indígenas Bribris de Talamanca - ACOMUITA
Carlos Cancarea	Board Secretary Asociación de Desarrollo Integral del Territorio Indígena Bribrí de Talamanca
Daniel Pineda	President Asociación Agroforestal del Valle del Riscó – ASAFRI
Encida Santos	Vice-president Asociación Agroforestal del Valle del Riscó – ASAFRI
Elia Bonilla	Asociación Agroforestal del Valle del Riscó ASAFRI
Alberto Chinchilla	CEO ACICAFOC
Donald Rojas Maroto	Senior Advisor CICA
Ovidio López Julián	PMIIE Consultant for empowering the Balu Wala in the formulation of ICDPs for Costa Rica, Nicaragua and Panama
Vera Luz Salazar	Technician Program Coordinating Unit –PCU. CICA
Raquel Arguello	Specialist in Monitoring and Evaluation Program Coordinating Unit –PCU
Gina Borrero	PMIIE Consultant for the formulation of an operational strategy for CICA
Hugo Lázaro	PMIIE Consultant for facilitating wmpowering activities for CICA
Manuel Palacio	Facilitator ACICAFOC
Arturo Ureña	Technician Program Coordination Unit –PCU. ACICAFOC
Manuel Serrano	TMCP and ICDPs. PCU
Miriam Valverde	Director PCU
Emilia Falla	(CID/CCR) IDB Costa Rica Representation
Willy Bendis	(CID/CCR) IDB Costa Rica Representation
Andrés Suárez	Finance & Accounting Specialist IDB Costa Rica Representation