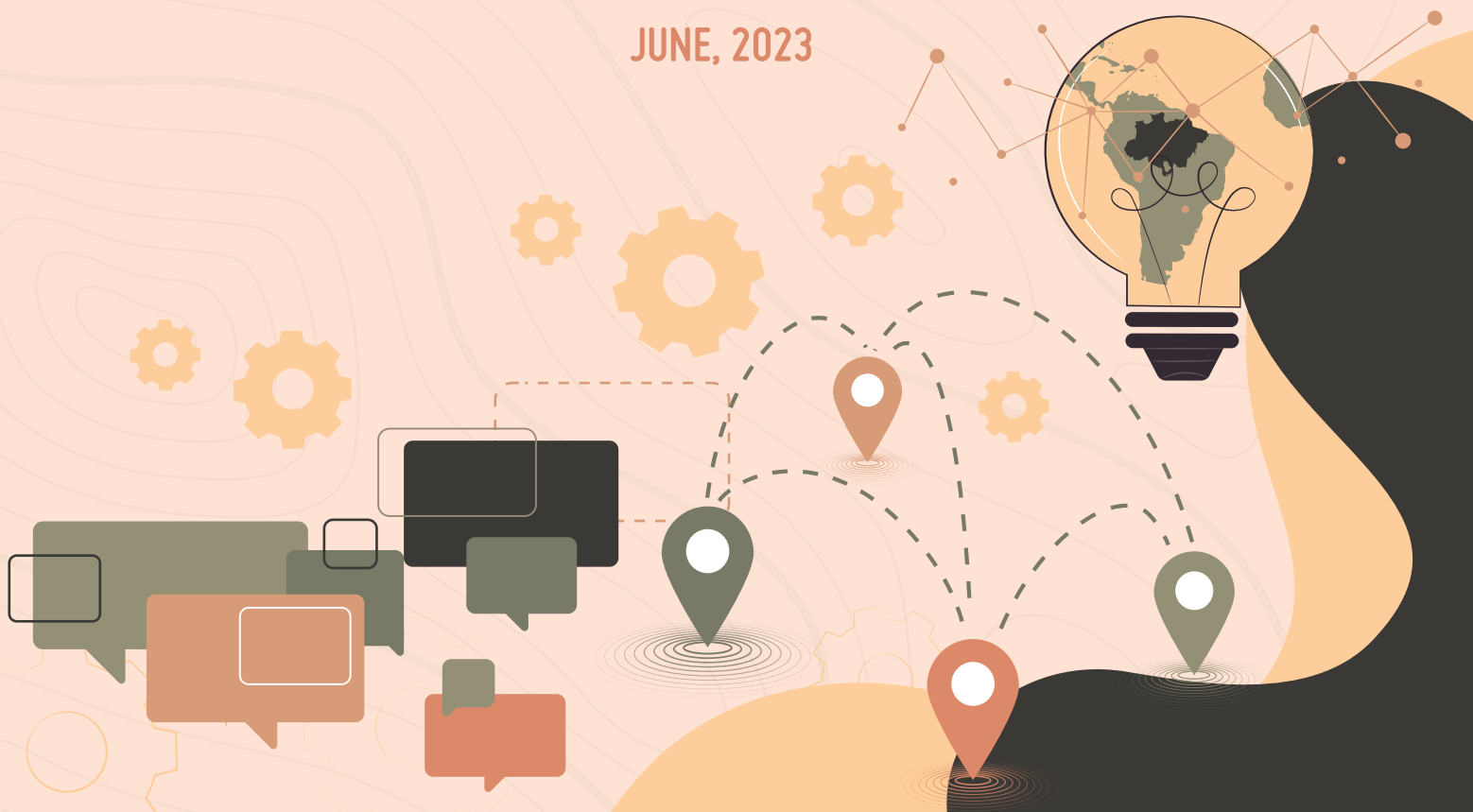


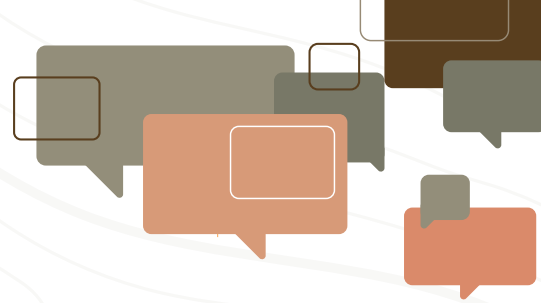


EFFECTIVENESS EVALUATION OF LAND-USE PLANNING PROJECTS IN THE AMAZON FUND

TRAINING TO CONSERVE — ECAM

JUNE, 2023





Ex-Post Effectiveness Evaluation Report on Land-use Planning Projects in the Amazon Fund

This thematic evaluation was carried out by independent consultants under the coordination of technical cooperation between the BNDES and Cooperação Brasil-Alemanha para o Desenvolvimento Sustentável (German Cooperation for Sustainable Development) through *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)* GmbH. The opinions expressed here are the sole responsibility of the authors, not necessarily reflecting the position of GIZ or BNDES. The recommendations presented are neither prescriptive nor mandatory.

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Brazil, June 2023



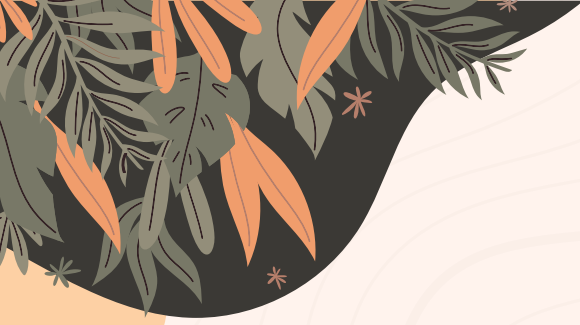
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TIME! JUST CLICK ON THE ICON

LIST OF ACRONYMS

APA	Environmental Protection Area
BNDES	National Bank for Economic and Social Development
ECAM	Amazon Conservation Team
FIG	International Ranger Federation
GIZ	Gesellschaft für Internationale Zusammenarbeit GmbH
ICMBio	Chico Mendes Institute for Biodiversity Conservation
OECD	Organization for Economic Cooperation and Development
PPCDAm	Action Plan for Deforestation Prevention and Control in the Brazilian Amazon
RAE	Effectiveness Evaluation Report
RAR	Results Evaluation Report
REDD+	Reduction of Emissions from Deforestation and Forest Degradation (+ conservation of forest carbon stocks, sustainable forest management and increase of forest carbon stocks)
SEMA	State Department of the Environment
CUs	Conservation Units



PROJECT SHEET

Project Title:	Training to conserve
Responsible institution:	Amazon Conservation Team (ECAM)
Project period:	2014-2021
Territorial scope:	Protected areas in the state of Amapá
Beneficiaries:	Managers and members of the management councils of Nature Conservation Units (CUs) and residents of these CUs and their surroundings
Objective:	Train environmental agents and managers aimed at strengthening protected areas in the state of Amapá
Total value of the project:	R\$1,404,360.67
Amount of support from the Amazon Fund:	R\$1,404,360.67

Source: Amazon Fund/BNDES.

1. PROJECT SUMMARY

Nature Conservation Units (CUs) have a strategic role in reducing deforestation. However, the management of these units constitutes a great challenge throughout the Amazon, given the dimensions of their territories and the limitation of resources available for their conservation. This issue has particular relevance in the state of Amapá, given the representativeness of CUs in the total area of their territory (62% of the entire state).

The CUs of the state of Amapá are federal, state and municipal, both for full protection and sustainable use. The basic objective of integral protection CUs is to preserve nature, allowing only the indirect use of its natural resources. The basic objective of sustainable use CUs is to make nature conservation compatible with the sustainable use of part of their natural resources.

The *Training to Conserve* project aimed to train environmental agents and managers, aiming at consolidating the management of protected areas in the state of Amapá. As such, training courses for environmental agents and park rangers, aimed at a wide audience, and advanced courses focused on improving the implementation of public policies in CUs, specifically for managers and members of the management councils of the CUs, were structured.

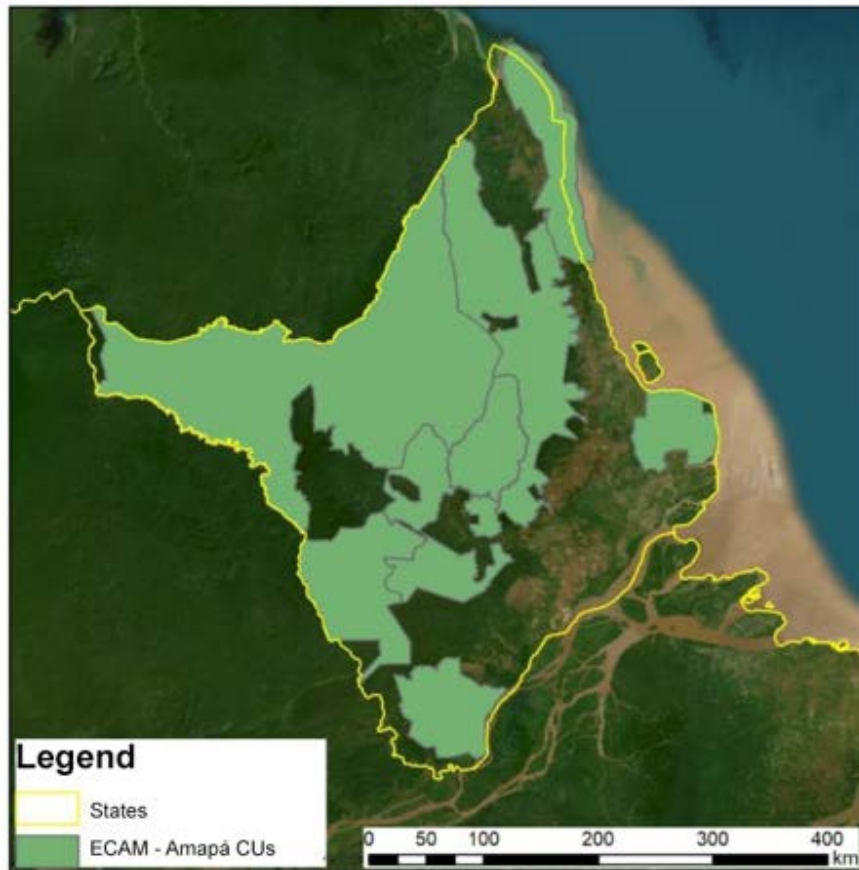
The organization responsible for implementing the project was the Amazon Conservation Team (ECAM), a Civil Society Organization of Public Interest (OSCIP) created in 2002 and which works with indigenous peoples and traditional communities, aiming at the conservation of the environment and the sustainable management of their territories. ECAM carries out projects in the states of Amapá, Amazonas, Rondônia, Roraima and Pará.

To support it in the definition of the topics to be taught, in the dissemination to the interested public and in the realization of the courses, ECAM counted on the partnership of the Chico Mendes Institute for Biodiversity Conservation (ICMbio), Federal University of Amapá (UNIFAP), Amapá State Department of the Environment (Sema-AP) and the State Institute of Forests of Amapá (IEF).





Figure 1: Location of the area of operation of the Training to Conserve project of ECAM



Source: Authors' own elaboration

2. INTERVENTION LOGIC

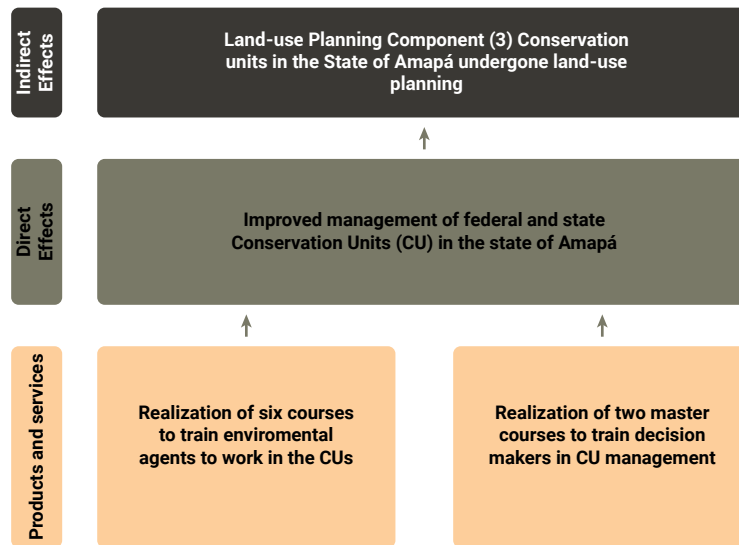
The *Training to Conserve* project is part of the Land-use Planning Component (3) of the Amazon Fund's Logical Framework. Its direct effect was defined as follows: "Improved management of federal and state Conservation Units (CUs) in the state of Amapá".

The training of environmental agents and managers in the protection of CUs involves the training of people who work there. This contributes to reducing the loss of vegetation cover in these protected areas and thus to the Amazon Fund's overall goal of "reducing deforestation with sustainable development in the Amazon."





Figure II: Objectives diagram of the Logical Framework of the *Training to Conserve* project.



Source: Amazon Fund/BNDES

3. METHODOLOGY

The criteria and methodologies used in this effectiveness evaluation of the *Training to Conserve* project followed the procedures presented in the Effectiveness Evaluation Design Report.

The collection of information for this evaluation was carried out between December 2022 and March 2023, in five main ways:

- a. **Document analysis:** from the document package of effectiveness evaluations called the memorandum, which contain the term of reference of the work and the reports produced over the lifetime of the projects, namely:
 - Project description available on the Amazon Fund website
 - Performance Reports (red): periodic reports completed by the beneficiary
 - Results Evaluation Report (RAR): completed by the beneficiary and sent to the BNDES along with the last performance report;
 - Effectiveness Evaluation Report (RAE): prepared by the beneficiary, after the completion of the project;
 - Materials produced by the projects, available on the Amazon Fund website.
- b. **Secondary data search:** deforestation data;
- c. **Remote interviews:** between December 2022 and February 2023, the team of evaluators, with support from GIZ and the beneficiaries, carried out initial interviews with those responsible for the projects, with external actors appointed by them, with their own selection of specialists and with other actors involved.
- d. **Field mission:** GIZ evaluators and representatives carried out an extensive field mission to Macapá (AP), with visits to ECAM headquarters and partners.



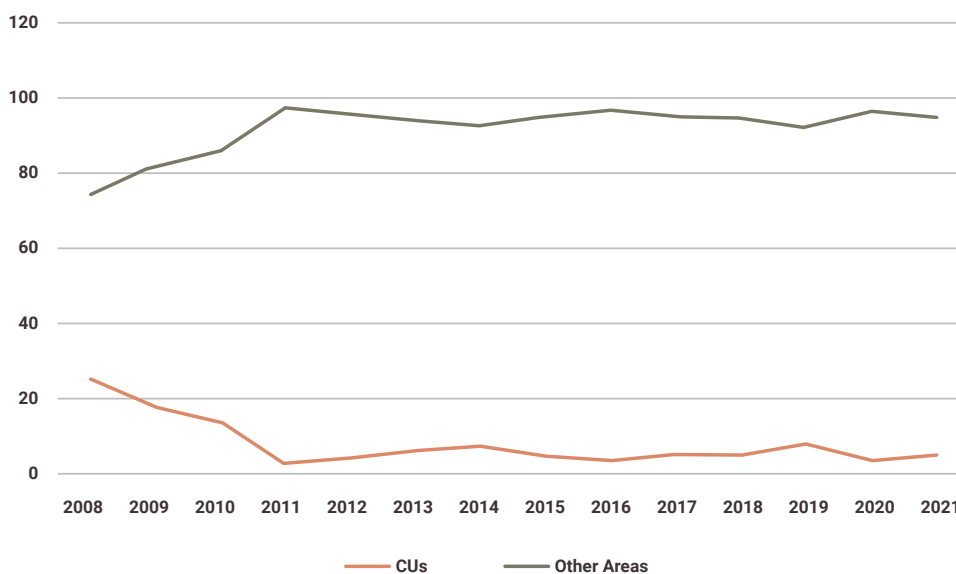


4. RESULTS

4.1. GENERAL PURPOSE OF THE FUND

The general objective of the Amazon Fund and, consequently, of the projects it supports, is to reduce deforestation in the Amazon, with sustainable development. In the case of the *Training to Conserve* project, when comparing the deforestation occurred in the CUs of Amapá in relation to the rest of the area of the state, there is also no trend change due to the actions of the project (Figure III). Although the deforested areas in CUs are much smaller, the line remains stable throughout the years of execution of the project.

Figure III: Evolution of deforestation in the Conservation Units of Amapá



Source: Authors' own elaboration

For the correct interpretation of the graph presented, it is important to emphasize that the direct fight against deforestation was not the focus nor the main result to be achieved in the *Training to Conserve* project. On the other hand, considering the nature of the actions carried out, such as training and capacity building, it can be inferred that, in the long term, the project can contribute to a reduction in illegal deforestation. It is an important indirect effect, but impossible to notice immediate results in the field.

4.2. LAND-USE PLANNING COMPONENT

The *Training to Conserve* project managed to complete the training of 123 park rangers/environmental agents, in six editions of the course, in addition to carrying out two more editions of the “Master Course”, advanced in management content, serving 38 people¹. The project reached the entire state

1. As reported in the item on indirect effects, the experience of ECAM and partners in the training of park rangers was published in the book *Olhares e dialogues para a gestão territorial: Training of community parks for conservation in protected areas*, describing the education process of park rangers from the beginning, having already trained 450 individuals.





of Amapá from a wide range of collaboration between ECAM, ICMBio, Sema-AP, municipal secretariats, UNIFAP, Amapá Institute for Scientific and Ecological Research (Iepa), Amapá Parks Ranger Association (AGPA), Brazilian Park Ranger Association (ABG), International Ranger Federation (FIG), World Wildlife Fund (WWF) and the Scientific Education Center of the Institute of Biology of the University of Brasília (NecBio/IB/UnB).

The project also reports that 16 CUs in the state of Amapá benefited from the performance of park rangers trained by the project, but the effectiveness evaluation did not obtain evidence of this.

The confirmation of the application of knowledge and the performance of trained professionals was also not made in a systematic manner. The records of the reports, as well as the findings of the field mission and interviews, showed several isolated cases that illustrate the application of the training. Six park rangers trained for the project work at the BioPark of the City of Macapá, selected by public entrance exam (another six were also hired, having been trained in previous editions of the training). Reports also show that the Extractive Reserve Units (Resex) of Cajari, the Maracá Ecological Station and the Environmental Protection Area (APA) of Fazendinha, have park rangers linked to the evaluated project. Park rangers have several duties, with an emphasis on the monitoring of biodiversity in a federal unit and maintenance and support in community-based tourism enterprises.

The strengthening of the Amapá Park Ranger Association (AGPA) was reported in the project, but not evidenced during the effectiveness evaluation, except for the presence of its president in meetings. There is no physical headquarters or AGPA website, which also does not have an accounting of its associates, governance or projects.

The broad programmatic content of the courses favored the articulation of partnerships and represented an opportunity to build networks of contact and knowledge for the participants. Also worth mentioning are the investments of the *Training to Conserve* project in the items associated with communication, allowing ECAM to carry out the distance modules provided for in the master courses for managers.

4.3. RELATIONSHIP WITH INSTITUTIONS

Throughout the execution of the *Training to Conserve* project, ECAM was able to attract and mobilize several partners in addition to those already mentioned, especially the International Ranger Federation (FIG), the Brazilian Association of Park Rangers (ABG), the Institute of Scientific and Ecological Research of Amapá (Iepa), the World Wildlife Fund (WWF) and the Federal University of Amapá (UNIFAP), which issued certificates to students who completed the courses taught by the project.

5. MANAGEMENT AND MONITORING

The *Training to Conserve* project had an active participation of institutions that, in addition to proposing menus, collaborated in the evaluation of cycle performance and students. This close monitoring of the implementation was made possible by the fact that the representatives of the partner organizations were the instructors of the courses. The financial and logistical management was performed by ECAM.





6. CONCLUSIONS

This Effectiveness Evaluation indicates that the *Training to Conserve* project adequately met the criteria of the Organization for Economic Cooperation and Development (OECD) for public policy evaluation and was relevant and consistent with policies to combat deforestation in the Amazon. Regarding the effectiveness indicators of the Amazon Fund, the project addressed critical issues for the reduction of deforestation and management of Conservation Units (CUs), focusing on actions in the formation of park rangers.

322 people were trained in activities related to the management of public forests and protected areas. Regarding the territorial scope of the CUs to which the students selected for the training actions should be linked, the goal was lower than expected. This is explained by the requirements of public selection, in which it was not possible to guarantee that all CUs in the state had representatives.

The project was implemented in phases, which allowed ECAM to adjust and enhance the expected results. In the formation of the first classes, for example, it was identified that the participation of women in response to the notices was low. This fact ended up being the subject of a specific module of debate in the third class, which was asked to disseminate the public notice to the female public of their localities after returning to the communities. This action resulted in a significant increase in the participation of women in subsequent classes.

In general, the sustainability of the results is low and the results tend to be dissipated over time if there are no maintenance efforts. Training and capacity building actions require continuous efforts to update knowledge or even train new actors. Professionals trained in communities, even if used by the public administration, need advances in regulation to enable the hiring of these professionals.

An extremely important result obtained by the project was the incorporation of its contents in regional public policy initiatives, such as: i) the adoption of the curriculum developed by the project as one of the hiring criteria by ICMBio for new CU brigade members; ii) the use of the knowledge acquired in actions to generate income allied to the awareness of biodiversity conservation; and iii) the institutional strengthening of the Amapá Park Ranger Association (AGPA).

7. REDD+ SAFEGUARDS AND TRANSVERSAL CRITERIA

REDD+ SAFEGUARDS

Safeguard	Complies	Note
1. Actions complementary to or consistent with the objectives of national forestry programs and other relevant international conventions and agreements.		
Have the projects shown alignment with the PPCDAm and the state plans for prevention and control of deforestation?	Yes	The project carried out several trainings that can collaborate, even indirectly, to reduce deforestation.





To which other federal public policies or international agreements have the projects demonstrated alignment? In which aspects?	Yes	The project worked to consolidate the CUs, aligned with the policy of the National System of Conservation Units.
Has the project contributed or could it contribute directly or indirectly to the reduction of emissions from deforestation or forest degradation? In what way?	In part	The actions did not have the real objective of reducing emissions. However, since the results can collaborate to reduce deforestation, it is possible to infer that they indirectly collaborate to reduce emissions.
2. Transparent and effective national forest governance structures, with a view to national sovereignty and national legislation.		
To what extent did the projects promote articulation between various actors (public sector, private sector, third sector or local communities)? Have instances of shared governance been used? Which ones?	Yes	The project carried out articulations between municipal, state and federal spheres. It also had articulations with civil society entities. In some cases, responsibility for actions has been shared.
To what extent have the projects contributed to strengthening public instruments and forest and land-use planning processes?	Yes	The project worked directly in the articulation between ICMBio, a federal agency, and the state management agencies of the CUs (Amapá Forest Institute, at the time) and IdeflorBio, in Pará, with joint field plans and actions.
3. Respect for the knowledge and rights of indigenous peoples and members of local communities, considering the relevant international obligations, national circumstances and laws and noting that the UN General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples.		
To what extent did the projects influence the constitutional rights associated with the possession and formal destination of land in their area of activity?	No	The project did not focus on land issues.
To what extent have the projects influenced the sustainable use of natural resources in their area of activity?	In part	The training carried out in the formation of park rangers contributed to the sustainable use of natural resources. For example, people trained by the project can act in actions to monitor biodiversity and natural resources.
Whether the projects had as direct beneficiaries indigenous peoples, traditional communities or family farmers: have their socio-cultural systems and traditional knowledge been considered and respected throughout the projects?	In part	The participation of indigenous peoples, traditional communications or family farmers was not directly contemplated. Although people from communities participated in the training carried out by ECAM.
Are there effects that interfere with the traditional way of life of these groups? What kind of effects: on social, economic organization or the use of available spaces and resources? How do they interfere: positively, negatively, or both?	In part	The formation of park rangers who are residents of the region contributes to the multiplier effect, with the awareness of the community about the conservation of resources present in the territory.





4. Full and effective participation of stakeholders, in particular indigenous peoples and local communities, in the actions referred to in paragraphs 70 and 72 of Decision 1/CP 16.

How did the projects ensure the prior consent and the local/traditional way of choosing the representatives of their beneficiaries (especially indigenous peoples and traditional communities)?	No	The project did not have a specific focus on actions that required representatives for actions. The training sessions were open and their participation was encouraged in general.
What participatory planning and management tools did the projects apply during planning and decision making?	No	Participatory instruments for management specifically with indigenous peoples and local communities were not envisaged.
In case of projects with economic purposes: were any benefits arising from the projects accessed in a fair, transparent and equitable manner by the beneficiaries, avoiding a concentration of resources?	No	This was not the focus of the projects.
To what extent did the projects provide the general public and their beneficiaries with free access and easy understanding to information related to project actions?	In part	The training was open and their participation encouraged. However, there was no release of material and information specific to communities.
Were the projects able to put together a good system for monitoring results and impacts? Have the projects systematically monitored and disseminated the results achieved and their effects?	No	The project did not present concrete mechanisms for monitoring results.

5. Actions consistent with the conservation of natural forests and biological diversity, ensuring that the actions referred to in paragraph 70 Decision 1/CP 16 are not used for the conversion of natural forests, but rather to encourage the protection and conservation of natural forests and their ecosystem services and to improve other social and environmental benefits.

How have the projects contributed to the expansion or consolidation of protected areas?	Yes	The consolidation of protected areas was the central object of the project and its results were achieved through professional training, community engagement and integrated planning of government action.
How did they contribute to the recovery of deforested or degraded areas?	No	No recovery activities were planned for degraded areas.
In case of restoration and reforestation activities of areas, did the methodologies employed prioritize native species?	No	No restoration and reforestation activities were planned.
To what extent have projects contributed to establishing recovery models with an emphasis on economic use?	No	No contribution was foreseen to establish reception models with an emphasis on economic use.

6. Actions to address the risks of reversals in REDD+ results

What factors pose risks to the permanence of REDD+ results? How did the projects approach them?	No	In the reports and interviews, the project did not present risk management procedures, either for implementation or for the reversal of emissions results.
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7. Actions to reduce the displacement of carbon emissions to other areas

Was there a shift of emissions avoided by project actions to other areas?	No	No possible patterns of displacement of emissions from the project to other areas were detected.
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TRANSVERSAL CRITERIA

Transversal Criteria		Complies	Note
Poverty reduction	To what extent have the projects contributed effectively to economic alternatives that value standing forest and sustainable use of natural resources?	In part	The project did not foresee economic alternatives to enhance standing forest and sustainable use of resources. However, it promoted economic activities that generate employment and income based on the conservation and sustainable use of biodiversity.
	To what extent have the projects positively influenced poverty reduction, social inclusion and improvement in the living conditions of beneficiaries living in their area of activity?	In part	The project had no specific poverty reduction objectives, but contributed to the formal occupation of the population associated with CUs, as park rangers.
	Were the projects able to promote and increase the production in value chains of timber and non-timber forest products, originated in sustainable management?	No	The project was not focused on acting in value chains.
Gender equity	The project brought some overall results and impacts on gender issues	Yes	The project worked on gender issues, including specific treatment of these audiences and reporting group discussions on this topic, including issues of harassment, during the training.
	How have projects contributed to gender equity?	Yes	The participation of women was encouraged to train community workers. This was identified in the field survey.
Articulation of Public Policies	Was it possible to articulate the project with public policies of territorial and state scope?	Yes	The project was articulated with several municipal, state and federal policies. Policies to consolidate the CUs were more evident, but biodiversity monitoring and environmental inspection were also identified.
Food and Nutrition Security	Has the project contributed to the food and nutrition security of the beneficiaries?	No	This was not the focus of the projects.
	Was the project able to insert beneficiaries into food and nutrition security policies and programs?	No	This was not the focus of the projects.





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