



Organisational Performance Review of Rainforest Foundation Norway

Norad

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Organisational Review of Rainforest Foundation Norway

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ABBREVIATIONS

CENADEP	Centre National d'Appui au Développement et à la Participation Populaire
CREF	Réseau pour la Conservation et la Réhabilitation des Ecosystèmes Forestiers
DRC	Democratic Republic of Congo
LFA	Logical Framework Approach
MFA	Ministry of Foreign Affairs
NRN	Natural Resources Network
RFN	Rainforest Foundation Norway
RFNUK	Rainforest Foundation Great Britain

EXECUTIVE SUMMARY

Norad is currently carrying out systematic organisational reviews of Norwegian NGOs which receive funding from Norad. The Rainforest Foundation Norway (hereafter referred to as RFN) is one of the NGOs undergoing such a review. The Review was carried out during the period from July to September 2007. It included a visit to the RFN partners in the Democratic Republic of Congo (DRC).

RFN was established in 1989. In 1997 it became a foundation, and in 2003 it was transformed into a membership organisation with five Norwegian environmental NGOs as founding members. RFN is an organisation with a very clear and focused mandate to promote rights-based sustainable rainforest management. It has just approved its new strategy for 2008 – 2017. This strategy shows how RFN as an organisation has matured and is widening its scope, while maintaining its focus. RFN is carrying out programmes in three regions: the Amazon, South East Asia and Central Africa. In addition there is what is called the Global Programme. Norad supports these programmes under the Framework Agreement 2003 – 2007, for which the total budget was NOK 120 320 000. In addition to this RFN now has two more programmes, The Indigenous Peoples' Programme – financed by Norad and the Amazon Programme – financed by the Ministry of Foreign Affairs. RFN's annual financing has increased from NOK 27 451 641 in 2003 to NOK 67 895 556 in 2007. RFN's own fundraising has almost doubled during the same period from NOK 2 868 086 to NOK 5 350 000. RFN has a wide outreach to the Norwegian public through its own newsletter and those of its founding members.

RFN has a board of 13 members. This is a technical board focusing on principles and is not much involved in management. There is a high level of mutual trust and appreciation between the Board and the RFN staff.

RFN has a permanent staff of 18 and 4 short term staff. Nine persons are working as project coordinators, two on policy and campaign, and two on information, two on administration and one on fundraising. Below the Director and the Deputy Director the organisational structure is flat. Internal communication is ensured through regular full staff meetings and special meetings for project staff and for the remaining staff. RFN has an administrative hand book, but no project management manual. It has a well developed set of guidelines to partners for planning and reporting. RFN applies a close "hands on" relationship with partners with almost weekly communication.

RFN places much emphasis on the vertical integration between its work on different levels and the coherence between these. RFN is very clear on its focus on rights based rainforest management and that this is in support of Norwegian priorities on environment and indigenous peoples. It is the view of RFN that its activities are in line with other Norwegian priorities.

The Review found that RFN is well organised. However, with a view to the new expansive strategy, RFN faces some challenges and in view of this there is a scope for some improvements. The Board may have to consider strengthening its own control function vis a vis RFN management to be more in line with Board responsibilities as set out in Norwegian corporate legislation. The Board and the staff should jointly look at the present flat structure and explore to what extent this may accommodate the

challenges of the new strategy and whether this requires modifying the structure to be departmentalised with middle management leaders. RFN should finalize its work with a project management manual. It should also look into the need to better ensure quality control when projects include technical activities, which are not adequately covered by RFN's current monitoring and relations with partners.

RFN works exclusively with partners and has no local representation in countries where projects and activities are being implemented. RFN has contracts with main partners, who in turn will be working with other organisations and local communities. The purpose of the partnership varies between the partners, but at present the most important ones are i) Strengthening of indigenous peoples' rights through laws and their application, ii) Influence national forest legislation and policy, iii) Rights based management of forest areas and iv) Organisational strengthening of indigenous peoples' organisations. RFN's partner organisations are environmental organisations and / or organisations targeting indigenous peoples' rights. RFN works with few purely environmental organisations. Most organisations target both environment and indigenous peoples' rights, although quite a number is only concerned with indigenous peoples. Most of the partners are NGOs working for sustainable forest management and rights of indigenous peoples. But a significant number is also genuine representative CBOs with direct links to indigenous groups and other forest people. RFN wishes to work more and more with this group. RFN now spends considerable time to find the right partners to work with, who must share RFN's goals and values as well as its work methods.

In cooperation with their partners RFN pursues a very close "hands-on" relationship with very tight, frequent and regular communication. The contract between RFN and its partners specifies partners' obligations to prepare annual plans and reports. This is followed up by special formats to be used.

Reports from partners are inputs to RFN's reports to Norad, and which addresses the goals and expected results with indicators, as stated in the Framework Agreement with Norad. This consists of 27 results and 126 indicators. A review of the indicators and how these are applied reveal that most of the indicators are well suited to describe how results are being attained. However, few of the indicators are such that they indicate and even less measure the extent to which expected results are being achieved. The indicators applied are a mix of performance indicators and outcome/impact indicators and most of the indicators are not quantified. A general observation is that the way indicators are reported on is basically narrative. As such it gives a good picture, but the report becomes quite voluminous and there is little effort to make summary conclusions on each of the expected results. It is also a question whether the large number of indicators for each expected result may be reduced.

It is RFN's contract partners who prepare plans (together with RFN) and who are responsible for the implementation of these, together with their partners, including local communities. Through this system they mobilise local expertise and resources. In their planning and reporting partners endeavour to apply LFA methods, including use of indicators, for which RFN has provided training. They do so quite successfully, but there is still scope for improvements.

The review has shown that through the cooperation with RFN the partners have acquired considerable skills. This is particularly true in the realm of institutional strengthening with a view to management and also as a civil society actor trying to influence government policies, laws, regulations, management and other aspects of sustainable forest management and rights of indigenous peoples as well as forest people in that context.

It is difficult to squarely state which capacity building may be attributed exclusively to RFN. But it seems to be beyond doubt that RFN has contributed to strengthening the organisational and management capacities of their partners. RFN has also promoted and supported the partners outreach to others and in becoming more vocal actors influencing governments in various ways. In this regard the cooperation has contributed to strengthening civil society beyond the individual main partners.

In its cooperation with partners, RFN tries to apply and combine the two approaches of horizontal and vertical integration. The horizontal dimension is the integration between sustainable forest management and the advocacy of rights of indigenous peoples and other forest people. The vertical dimension is the integration of work at national policy and legislation level down to actual work with local communities.

Conclusions

RFN's ability to provide effective aid: This Review finds that with few exceptions RFN is meeting the objectives and delivering the expected results drawn up in the Framework Agreement with Norad.

The cost-efficient use of funds: RFN is rather cost efficient in its operations and use of funds at head quarters as well as field level.

The relevance to Norwegian political priorities on environment and indigenous peoples: This is well documented. RFN has actively influenced Norwegian policies in both these areas. With its new strategy RFN is also pursuing gender equality in its work.

Results in accordance with agreed goals in the multi year agreement: RFN is achieving almost all indicators for the various results in the Framework Agreement with Norad.

Relevance to the partners and the local and national political situation: RFN's relevance to its partners is almost self evident. The relevance to the national political situation will vary.

RFN's professional, financial and administrative capacity: It seems clear that until now RFN has the professional and administrative capacity to implement Norad-financed measures and programmes under the Framework Agreement. However, there is a feeling in RFN that this capacity is now overstretched. With the two new programmes (Norad Indigenous Peoples' Programme and the MFA Amazon Programme) as well as RFN's new expansive strategy there is a danger that the capacity will not be adequate in the future.

So far RFN has been able to meet all requirements for its financial capacity. Its fundraising has almost doubled from NOK 2 868 086 in 2003 to 5 350 000 (budget figure) in 2007. RFN has also accumulated and set aside a special fund to meet Norad's requirement for own financing (10 % of project cost) in case RFN should not be able to meet this.

RFN's system for management and control of its own activities: RFN has an adequate computerised financial management system, but no proper computerised project management information system. The present system relies very heavily on reporting inputs from the partners. The RFN staff expresses that there is much room for improving the systematic inputs on reporting from the partners, which is mostly of a narrative nature with more focus on activities than on results with corresponding indicators.

Recommendations

Structure, organisation and management: It is the view of the Review Team that it will be difficult to maintain the same flat structure of the RFN's organisation in the future. It is recommended that RFN undertakes an organisational assessment of what the envisaged expansion will imply in terms of:

- RFN internal structure
- Organisation of responsibilities, tasks and communication
- Work methods and administrative procedures

It is recommended that RFN considers the need to strengthen its resources working on administration.

It is recommended that the Board and the RFN administration look into whether and if so how the Board may adopt more of the control functions boards usually exercise.

RFN has a well qualified staff. It is not suggested to change the professional profile of this, but it is recommended that RFN should make more efforts to encourage its staff to profit from RFN's policy to support staff in upgrading and updating their skills.

Revenues: RFN should vigorously pursue different possibilities for funding, particularly private sources, but also funding from other Nordic countries and international organisations and foundations.

Planning, monitoring and reporting in cooperation with partners:

- It is recommended that in the Framework Agreement with Norad the part goals of the new strategy are used or reformulated as expected results and that an effort is made to limit the number of indicators for each of these.
- It is recommended that when formulating indicators for the part goals or expected results both performance indicators as well as outcome and impact indicators are included and to the extent possible quantified.
- It is recommended that a systematic effort is undertaken to identify how every indicator is to be monitored (means of verification)
- It is recommended that RFN establishes baseline information for each part goal in each of the programmes.

- It is recommended that RFN spends more time with each contract partner on building up a coherent system for monitoring, which takes into account how the achievement of selected RFN part goals is being achieved through the different activities undertaken by the partner at different level.
- It is recommended that RFN makes an effort to finish its project manual

Selection of partners: It is recommended that RFN maintains an open ended and inclusive approach in their selection of local partners to avoid detrimental discussions on partners' legitimacy.

RFN local community activities: It is recommended that RFN continues and strengthens its resource mapping and resource based planning at community level. RFN should also explore how it may support non timber based forest alternative income activities, particularly in communities where participatory mapping and planning have taken place

Some special recommendations

- The new strategy now has a statement on gender. It is recommended that RFN makes this explicitly clear to all its contract partners.
- When RFN supports activities which require technical skills (e.g. participatory mapping) RFN should strengthen its quality control of inputs (both people and equipment), the training provided and the results achieved.
- RFN should consider how it may more actively use the ILO convention 169 as a means for promoting the rights of indigenous peoples in different countries.

1. INTRODUCTION

1.1. Background and TOR

Norad is currently carrying out systematic organisational reviews of Norwegian NGOs which receive funding from Norad. The Rainforest Foundation Norway (hereafter referred to as RFN) is one of the NGOs undergoing such a review in line with the Term of Reference (ToR) drawn up by Norad and enclosed as annex 1 to this report.

The purpose of the organisational review is to examine the organisation's ability to provide effective aid. The ToR defines that by effective aid in this context is meant:

- The cost-efficient use of funds (that resources used are in accordance with results)
- Relevance to Norwegian political priorities on environment and indigenous peoples in 2007.
- Results in accordance with agreed goals in the multi year agreement.
- Relevance to the partners and the local and national political situation.
- The ability to achieve its own goals.

The review shall assess the organisation's professional, financial and administrative capacity to – together with its partners – carry out programmes that implement the organisation's Norad-financed measures and programmes.

The ToR also states that

After an overall assessment, Norad should be able to:

- Determine whether the organisation has the required system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.
- Determine whether the organisation's reports to Norad give a true picture of partners and provide Norad with an adequate basis on which to assess further support.
- Determine whether the organisation is capable of adapting goals and means to each other, and adapting means and goals to the situation and the context.

After the review the organisation should be able to:

- Decide the direction of the organisation's further work on development of its capacity.

1.2. Methodology and structure of the report

The ToR suggests the methodology to be applied, which consists of

- Model for work on the organisational review
- Work process to be followed
- List of questions to be addressed

The ToR makes it clear that this study is an organisational review and not an evaluation of results achieved.

In order to answer the ToR and as agreed with Norad and RFN, the review has consisted of the following steps and methods:

- a) Review of documents provided by Norad and RFN
- b) Interviews with relevant Norad staff
- c) Group interview with RFN Board and individual and group interviews with RFN management and staff
- d) Survey of RFN staff in charge of projects on their experience from working with different partners
- e) Field visit to the Democratic Republic of Congo (DRC)
- f) Writing of the report

The Review Team presented an Inception Report to Norad and RFN. This included work program, interview guides and questionnaire for the survey. The inception report was discussed and accepted at a meeting on August 13.

The choice of the Democratic Republic of Congo (DRC) for the Review Team's field visit was decided upon by Norad and RFN. RFN has only been working in DRC since 2003. DRC is seen by Norad and RFN as a new and important country for RFN's development cooperation. However, it should be remembered that RFN's experience in the country is for a short period, compared to the other countries where RFN is working.

The visit to DRC provided very valuable insight into RFN work at the field level. It included meetings with RFN's two contract partners, CENADEP in Kinshasa and CREF in Goma, and visits to local partners in Kisangani, Goma and Bukavu. It also included meetings with DRC Government at central and provincial level, The World Bank and FAO as well as other donors. (See annex 2 for people met).

The Review Team does not have the same knowledge of RFN's work in the other countries. The Team's assessment of how RFN's cooperation with its partners takes place on the ground is therefore based on the information gathered from DRC, as agreed with Norad and RFN. To the extent possible this has been supplemented with information from the survey, interviews and written material.

The report has the following structure based on the ToR with some 65 questions to be addressed. These questions are used as headings in different sections of the report.

Chapter 2 Description and analysis of RFN

This chapter addresses the issues listed in ToR and which are required for a description of the organisation and an analysis of the organisational issues also listed in the ToR.

Chapter 3 Performance analysis of RFN and its partners

This chapter is the main chapter of the report. It consists of three sections:

- Analysis of RFN's policy, strategy and programme for building partners' capacity
- Analysis of partners' planning process
- Analysis of both RFN and its local partners and the relations between these

This chapter draws heavily on what the Team learnt during its visit to DRC.

Chapter 4 Results achieved among partners

This chapter focuses on three types of results at partner level:

- Capacity building at partner level
- Strengthening of civil society in partner countries
- How results among final recipients are documented
- The extent to which Norad support to RFN has produced positive results for the environment and natural resources

Chapter 5 Conclusions and recommendations

This chapter addresses the questions from ToR listed in section 1.1.

The Review Team recognizes that the methodology has certain constraints. Firstly, interviewees in DRC undoubtedly viewed the Team as representatives from Norad and were fully aware that the review could influence further financing. Secondly, the views from partners in other countries were not collected for the review and limited to those gathered through the survey of RFN staff. It may also be noted that those interviewed were predominantly favourable to RFN. Nevertheless, in DRC the Team met with people who were quite critical to RFN and its partners such as the Minister of Environment and the representative of the World Bank. Efforts were also made to meet with the World Wildlife Fund in Kinshasa, but they did not accept to meet the Team.

2. DESCRIPTION AND ANALYSIS OF RFN ORGANISATION

2.1. Summary presentation of Rainforest Foundation

The Rainforest Foundation Norway (hereafter called RFN) was established in 1989. In 1997 it became a foundation, and in 2003 it was transformed into a membership organisation with five Norwegian environmental NGOs as founding members.

The purpose of RFN is to promote activities and projects which may contribute to:

1. effective protection of the world's tropical forests
2. effective protection of the rights of the inhabitants of these forests

The current RFN strategy was formulated in 2000. A new strategy for 2008 – 2017 has just been approved. The differences between these two are described below. The new strategy, which reflects how RFN is currently working, may be summarized as follows:

Goals, approach and methods:

The **overall goal** of Rainforest Foundation Norway is a world where the rainforest is effectively protected and the rights of its inhabitants are fully insured.

The **consolidated goal** for the period 2008–2017 is that by 2017 rights-based sustainable rainforest management is implemented in important rainforest areas in all countries where RFN and its partner organisations have been active for more than five years.

To carry out its mission and achieve its goals RFN will:

1. support programs and projects in cooperation with local organizations, indigenous peoples, and traditional populations of the rainforest;
2. seek changes in the policies and practices of governments (in countries with and without rainforests), intergovernmental bodies, and private enterprises;
3. generate and strengthen national and international public awareness and action.

Program strategies

The strategy consists of six programs

- Program 1: Advocacy Strategy 2008–2017: Policy, Campaign, and Information Efforts
- Program 2: Amazon program strategy 2008–2017: Rights-based, Sustainable Rainforest Management in the Amazon
- Program 3: Southeast Asia program strategy 2008–17: Rights-based Sustainable Rainforest Management in Southeast Asia
- Program 4: Oceania strategy 2008–2017: Rights-based, Sustainable Rainforest Management in Papua New Guinea
- Program 5: Central Africa Program Strategy 2008–2017: Rights-based Sustainable Rainforest Management in Central Africa
- Program 6: Financial resources and fund-raising activities 2008–2017

The new strategy was prepared through a long process of two years, involving both staff, the Board and partners abroad (see section 3.1.5). The new strategy maintains the overall vision, mission and goals of the previous one. But it reflects how RFN has matured during the period. The main differences in the new strategy compared to the one from 2000 are:

- Increase in the scope of activities and economic volume using new opportunities
- Stronger emphasis on policy issues at all levels – locally, nationally and internationally – and how to vertically integrate efforts at all levels.
- Better formulated strategies with clearer priorities for individual countries and regions, with efforts to capitalize from previous experiences
- A new emphasis on larger, trans boundary rain forest regions
- Scaling down of projects on income generation and education
- Gender has been made an item to be pursued in all programmes
- More emphasis on institutional strengthening at local level and of partners
- Diversification of RFN resource base and more active pursuance of new financial resources

In discussions it has been recognized that the new strategy might have benefited from having included more on how to strengthen and organise staff in view of RFN's expansion.

In 2002 RFN entered into a Framework Agreement with Norad for the period 2003 – 2007. The Agreement is based on the 2000 RFN Strategy with its goals and objectives. The total budget for the five year period was NOK 120 320 000. Annex 3 presents the structure of the Agreement and Annex 4 the budget and expenditures. The Agreement requires RFN to submit applications for annual allocations as well as annual reporting. Annex 5 presents RFN revenues and expenditures.

In the course of the implementation two major developments took place, the Amazon programme expanded to include Peru and the programme in DRC developed much faster than expected. In addition to the regional programs listed above RFN now has two more areas of activities:

- Indigenous Peoples Program – from 2006 (financed by Norad)
- Amazon Programme – from 2007 (financed by MFA)

With reference to annexes 4 and 5, we may summarize the main financial characteristics of RFN as follows:

- In the period from 2003 – 2007 total revenues were NOK 210 318 472, increasing from annually NOK 27 451 641 in 2003 to NOK 67 895 556 in 2007
- RFN's own fund raising for this period amounted to NOK 21 920 700. Fundraising comes primarily from rainforest sponsors and other individual contributors. The annual amount has almost doubled from NOK 2 868 086 in 2003 to 5 350 000 in 2007. In addition RFN receives an annual contribution of NOK 5 – 7 million from Operasjon Dagsverk and 1 – 1,5 million from the 1996 TV fund raising campaign.
- In 2006 the RFN expenditure under the Norad Agreement was NOK 30 678 217: 31 % Amazon, 40 % south East Asia, 16 % Central Africa and 13 % Global.

In the ToR as well as in meetings with Norad it has been made clear that this review should not address the actual results of RFN's work under the Agreement. Nevertheless, the Team has had to take into account the content of the RFN work. In Annex 6 we give a summary description of the RFN work under the different programmes of the Agreement.

2.2. RFN's catchment area, platform

There are five organisations who established RFN. Through these RFN has a wide outreach to members and publications of these organisations:

- Norges Naturvernforbund: 18 000 members with 4 – 5 newsletters per year
- Utviklingsfondet: 1200 sponsor members with 4 newsletters per year
- Natur og Ungdom: 5 – 6 000 members with 5 – 6 newsletters per year
- Miljøagentene: 2 - 3 000 members and working particularly with children
- Framtiden i våre hender: 18 – 20 000 members with 6 newsletters per year

RFN actively promotes its cause and work through these organisations. It thus has a wide outreach to the different types of members and networks.

In addition to the five founding member organisations RFN has its own support members, which are

- 2 000 Rainforest sponsors, who contribute on a monthly basis with 150 – 200 NOK
- 4 000 sponsors who receive requests for contributions four times per year. An average of 25 % respond favourably to such request

RFN has its own quarterly newsletter which is sent to 7 500 persons. RFN has a distribution list of some 3 000 interested persons, who receive weekly news bulletins.

In Norway RFN reaches out to a broader public through the Timber Campaign to stop or at least reduce the import of tropical timber to Norway. This targets authorities, private sector and the public at large.

RFN has close links with political parties and members of Parliament. It is also used as an advisor by the Norwegian Ministry of Foreign Affairs (MFA) and Norad on issues related to indigenous peoples' rights and protection of tropical rainforest.

At the international level RFN is part of the International Rainforest Foundation where it works in close collaboration with particularly the British Rainforest Foundation.

In the countries where RFN works it has a very wide network through the different types of partners RFN is cooperating with. This is addressed in detail in different sections throughout the report.

2.3. Governing bodies, organisational structure and work methods

RFN's governing bodies are:

- The Annual Meeting with two representatives from each of the membership organisations, two representatives from the Board, two representatives from the staff
- The Board and its Working Committee. The Board has 7 – 13 members (at present 13 members) and a Working Committee composed of the chairperson, vice chairperson and RFN Director

The Annual Meeting decides on the annual report, annual account, and statutes and elects the Board, which undertakes the following tasks:

- Appoints the RFN Director
- Approves the budget
- Handles all issues of importance for the administration and development of RFN.

The statutes state that the Board is a technical board. Collectively the Board members should cover all the work areas of RFN. The Board has defined its role to be more on strategic issues and less on management.

Within the Board there is a three member Working Committee, which works more closely with the administration on special issues and preparation of Board meetings.

The Board meets four times per year. One of the meetings is a joint seminar with all RFN management and staff.

RFN has a permanent staff of 18 persons and 4 short term staff. Of the permanent staff 10 are men and 8 women. Below the Director and the Deputy Director there are no formal departments and no middle management level. Within this flat structure the permanent staff, excluding Director and Deputy Director, consists of

- Project coordinators:
 - Amazon, Peru, Paraguay: 4 persons
 - South East Asia, Indonesia 3 persons
 - Africa 2 persons
- Policy / campaign 2 persons
- Administration 2 persons
- Information 2 persons
- Fundraising 1 person

The RFN staff has a reputation and self assessment of being highly qualified. The people working with policy and projects have all background from social sciences, mostly social anthropology. RFN gives priority to this type of educational background and in addition solid country knowledge and good language skills. For these people project management skills are also required.

Internal work methods in RFN are characterized by a very flat structure with much personal responsibility.

The people working with projects have a very “hands on” way of managing projects and budgets. Very little if any of this is handled centrally within RFN by the persons in charge of administration and finances. In interviews the staff has expressed almost unanimously that they wish to work in this way and see no advantages in pooling and centralising any commonly shared project management tasks to a central unit.

Internal communications are ensured through the following regular meetings:

- Full staff meetings every second week
- Meetings of all project coordinators every second to third week
- Meetings of staff handling information, fundraising and campaign every second to third week

RFN has an Administrative Handbook addressing issues such as administrative routines, distribution of work, instructions, health – environment – security, personnel and salaries. RFN does not have a Project Management Manual. But procedures and methods pertaining to project planning, implementation, monitoring and reporting are

addressed in a set of guidelines, which are shared with the partners, and which include:

- Outline for multiple year application for new projects
- Standard outline for project contracts
- Outline for application for continued project support (annual application form) with formats for annual work plan and budget
- Norms for financial administration and auditing
- A note with explanation of central concepts and explanations

The RFN external work methods for cooperation with RFN partners may be summarized as follows:

- Very “conscientious” selection of partners to ensure shared values and goals
- Very close relationship with partners, which both RFN and the partners we have interviewed characterise as “cooperation on equal terms”
- Project coordinators have very close contacts with RFN partners through e-mails, telephones and “skype” at least on a weekly basis and even more often.

RFN is currently working on the preparation of a project management manual. It has a solid data system for financial management but no computerised system for project management and monitoring.

An important element of RFN’s work method is to monitor relevant developments closely and be a watchdog on all issues of relevance to rainforest and its inhabitants with a focus on indigenous peoples. This includes lobbying at both national and international levels.

The 2000 strategy did not have a gender strategy and RFN has not actively pursued gender as an issue in their cooperation with different partners. Nevertheless, several partners have their own gender strategies as for instance the two contract partners in DRC. The new 2008 – 2017 addresses gender and has policy statements on the need to involve women in all phases of project development and implementation, and to ensure that gender issues are appropriately taken into consideration and included in all projects and programs that RFN supports.

In its daily operations and dealing with its partners RFN monitors elements which may entail risks such as the situation of its own staffing and resources and the situation in partner organizations and their countries.

An important element from a risk point of view is that RFN has built up a reserve fund of some NOK 10 million to ensure its capability to meet Norad funding requirement of 10 % of project cost in case RFN’s proper fundraising should fail.

Finally, RFN claims to be an organisation with much internal learning. This is both on-going learning, particularly through the regular staff meetings and project coordinators’ meetings, but also through external evaluations, where findings are systematically shared among staff.

In its personnel policy RFN encourages staff to continuously upgrade their knowledge and capacities. RFN is prepared to cover the expenses. It is for each staff member to come up with proposals. Generally, there is little demand for this, and the reason

given is that with the high work load there is little room for staff to engage in such training.

2.4. Coherence between strategies, levels and partners

The ToR requests an assessment of the strategic coherence between the goal, strategy and action levels. Both the 2000 Strategy and the new 2008 – 2017 Strategy are very well structured. The new one reflects the current thinking of the RFN. There is a good fit between the different elements of the strategy:

- Part 1 Introduction, explaining the background, RFN's rights-based approach and RFN's mission
- Part 2 Goals, approach and priorities, which states goals and methods and how RFN works with local people, identify target groups, link levels of actions, endeavours to strengthen civil society, chooses location and focus
- Part 3 Programme Strategy, which for each strategy addresses:
 - Background, RFN experience, achievements and key challenges
 - Program goal and part goals
 - Required action
 - Resources needed
 - Priorities

Judging from the documents the Review Team has examined, there is a good coherence between the different strategic elements of the RFN and how this is being applied at national and local levels in the different countries through RFN's cooperation with its partners. It is the view of people interviewed that there is such coherence. During its field visit to DRC, the Review Team was able to ascertain the vertical integration of strategic elements at different levels. In this country RFN and its partners work on policies and legal issues pertaining to forestry legislation at national and international level, lobbying Government and the World Bank, dissemination of forest legislation and local peoples' rights at both provincial and local community level and also undertaking resource mapping at community level.

The questionnaire to the RFN staff also asked about the relevance of the RFN cooperation to partners' own objectives and the challenges in the country, country policy and its priorities. This is discussed more in detail in section 5.1, but the answers document very well how the methods and substance of RFN cooperation is coherent at the different levels in the countries where RFN is working.

2.5. RFN's special characteristics in relation to Norwegian development cooperation

In interviews the special characteristics of RFN have been discussed and they may be summarized as follows.

As for Norwegian overall goals, RFN is an organisation with a rather narrow and pointed scope, focusing exclusively on protection of rainforests and the rights of indigenous peoples. RFN has maintained this focus and the organisation's specificity since its creation in 1989. RFN has not changed any of this in order to ensure

coherence with Norwegian development policies and priorities as these have evolved and changed over time. This means that although RFN goals are in no way out of line with Norwegian policies, the degree to which they concur with specific objectives vary. Nevertheless, RFN points out that they are now addressing Norwegian priorities like gender and HIV issues in their cooperation with partners and that their focus on indigenous peoples is a priority of the poorest and marginalised groups in the countries where they are working.

RFN's focus on rainforest is of course in line with Norwegian policies on both environment and natural resources and indigenous peoples. Actually, RFN has played an active role in influencing government policies and priorities on both these themes as recognised by Norad.

2.6. Assessment of organisational issues

The ToR raises several organisational issues which the Review Team has examined and addressed with RFN Board and staff. Much of the discussion took into account the perspectives of the new 2008 – 2017 Strategy.

The organisational change from foundation to a membership organisation

In 2003 RFN changed from being a foundation (stiftelse) to an NGO with five funding individual organisations. In interviews many advantages of this new organisational structure were mentioned:

- The new statutes made the mandate of RFN clearer and more explicit, which gives the RFN a very solid platform.
- The new organisation provides for more transparent financial management and is more in line with Norwegian laws on accounting and regulations on fundraising.
- With the new organisation fundraising has become easier.
- With the new organisation RFN is eligible for core funding from government institutions, which it was not as a foundation.
- The founding organisations have an ownership commitment to RFN
- RFN has gained access to the member organisations' networks and uses their publications to inform about RFN work, as for instance in the case of the Timber Campaign
- The relationship to the founding organisations has strengthened the environmental side of RFN
- With the new organisation the staff is now represented on the Board which allows for a better relationship

Although the balance for this organisational change is very favourable, some have noted that RFN is still not a genuine membership organisation with a broad membership constituency. In this regard it is not more democratic than the previous foundation. Some have also noted that there is a risk that at some stage some value conflicts may arise between some of the founding members or these may compete for the same funding. But it has been indicated that so far the RFN platform seems sufficiently solid to avoid such (hypothetical) problems.

The Board: its tasks, composition and tenure

Based on our interviews we would like to make the following comments on the Board:

- RFN management and staff appreciate very much the input and support they get from the Board. The staff has high confidence in the Board who in turn expresses much respect for the RFN staff. The Board expresses high satisfaction with the reporting they receive from the RFN management.
- The RFN mandate clearly states that the Board is a technical and professional Board (fagstyre). As a collective body it should have competencies and experiences which cover all areas of RFN work.
- The Board is rather big with 13 members.
- The focus of the Board is on principles and overall issues. The Board was highly involved in all aspects throughout the process of preparing the new strategy. Likewise, it was heavily involved in discussions on whether and how RFN should start to work in Africa.
- The Board does not get involved in detailed management issues and the implementation of individual projects. This means that the Board focuses its control functions on major issues like approval of budgets, accounts, project expansions and strategic issues.
- The members of the Board are also seen by the staff as individual resource persons. In several cases Board members have provided valuable professional advice to RFN staff.
- Members of the Board are elected for two years. But the actual tenure turns out to be much longer and there is no time limit. The Board seems to be in favour of keeping members for a long period.

In the conversation with the Board several members expressed a concern about their own role and work methods in light of RFN's recent expansion and the perspectives of the new strategy with its expansive vision in terms of scope, budgets and more complex work areas and methods. Some noted that the Board might have to adopt more of a control function to meet the overall responsibilities of Board, as set out in Norwegian corporate legislation.

Internal organisation: flat structure versus departments with middle management

The question of introducing a formal structure of departments with middle management leaders was introduced in 2005 and broadly discussed. Opinions differed, but the conclusion was that the existing flat structure had more advantages than disadvantages. Some of the advantages mentioned in interviews were that this flat structure:

- Stimulates individual motivation and job satisfaction
- Provides for more personal independence
- Contributes to a dynamic work environment
- Contributes to all staff sharing responsibilities
- Ensures easy access for all to the Director

Disadvantages were also brought up, such as:

- Less efficient coordination among staff
- The flat structure is demanding and labour intensive, particularly in periods when the workload is high (e.g. preparation of annual reports and applications)
- Without a middle management level the RFN management (Director and Deputy Director) will have to be much more involved in the work of each individual staff member, which may not always be the most efficient and effective
- Responsibilities may be diluted beyond the specific job
- When tasks require internal coordination, this is often on a voluntary basis. Lack of clear responsibilities and middle management leaders may make such tasks cumbersome and labour intensive
- Knowledge and competence are personalised

In RFN the leadership is quite personalised and there is no strategy on what to do if the Director or Deputy Director would leave the organisation.

At present RFN management is referring to the 2005 decision on keeping the flat structure and the staff is overwhelmingly in favour of this.

The Board clearly recognizes the benefits of the existing flat structure. Nevertheless, several members expressed deep concern that this can not be maintained in its present form with the expected expansion of the RFN. Several alternatives were mentioned from team leaders on a rotational basis to a formalized department structure with middle management leaders. It seems clear that the Board as well as the administration will have to address this in the future and examine what this expansion implies in terms of:

- RFN structure
- Organisation of responsibilities, tasks and communication
- Work methods and administrative procedures

Staffing: Number and competencies

Even though the staffing has increased by four this year, it seems evident that the number will have to increase more in light of the planned expansion in the new strategy. (Increase this year has been one new person on Africa, one on the Amazon, one on Asia and one on fund raising). One area that seems to require immediate strengthening is the administrative function.

Regarding the professional competencies of staff handling projects and cooperation with partners, the question has been raised whether the profile of the staff is not too focused on social anthropology and other social sciences. The question arises whether competence in ecology/tropical forestry should be included. The argument against this is that RFN has the necessary general competence of this type and that the specialized expertise can be found among partners and consultants in the country.

In other sections below we have pointed out that the participatory mapping undertaken for instance in Congo could benefit from technical quality control. The question is whether RFN should have such competency in-house or ensure this in some other way.

One recent recruitment which has proven very valuable is that of a lawyer, at present working exclusively on Africa. In the process of introducing a new forest law in DRC his legal proficiency has been invaluable. Such legal competence will probably be required in other regions as the fight to protect dwindling tropical forests will probably be more acute in the future.

RFN revenue base and costs

RFN's revenues are almost solely earmarked funding from the Norwegian Government. But funding from private sources has been sufficient to meet the matching requirements in relation to government funding. RFN has been able to accumulate a reserve fund of some 10 000 000 NOK to partially ensure these requirements, but also for other purposes. There are certain risks regarding the dependency on government funding and this risk will increase with the expansion of the overall volume of RFN activities. Another risk is that present 100 % Government financing may be reduced to 90 %. Therefore RFN needs to develop more innovative ways of increasing their resource base both nationally and internationally, including Nordic development agencies.

There is a shared opinion that RFN is very cost efficient in its operations. It is mentioned that the administrative budget is very low and that project coordinators carry out a lot of tasks which in other organisations are undertaken by administrative staff. This situation entails a risk of exhausting staff in the medium term and is hardly sustainable.

At the field level the wide network of local partners allows implementers to draw on a large pool of qualified persons for focused tasks in a very cost efficient manner.

RFN gender sensitivity and strategy

Although gender was not a topic in the 2000 strategy, partners have been pursuing women's participation and gender issues in their work. The new strategy has a special section on gender and this will be strengthened in the future as indigenous women are doubly marginalized both as women and indigenous people.

3. PERFORMANCE ANALYSIS OF RFN AND ITS PARTNERS

The purpose of this chapter is to analyse RFN's ability, together with its local partners, to make use of its resources in order to achieve results. This analysis is done from the perspective of RFN's policy, strategy and action programme for building partners' capacity (section 3.1), the quality of the partners' planning and implementation process (section 3.2) and finally how RFN and its partners work together (section 3.3)

3.1. Analysis of RFN's support to building partners' capacity

The purpose of this section is to analyse RFN's policy, strategy and action programme for building partners' capacity.

3.1.1. Overview of RFN partners and purpose of partnerships

RFN works exclusively through partners in the countries where projects are implemented and has no local representation in any of these. RFN will have a contract with main partners, who will often be working through other organisations. The numbers of contract partners vary between the countries. In Brazil there are nine contract partners, in Peru three, in Indonesia eight, in Papua New Guinea three, in Malaysia one and in DRC two. In Annex 7 all the partners are listed. These partners in turn work with their own partners and the number of these may be quite large, the total number of partners involved in RFN cooperation is therefore quite high and probably in the order of a few hundred.

In the survey the project coordinators were asked to indicate the purpose of the partnerships. This was an open ended question in order to capture the versatility of purposes and not restricted to given alternatives. It also meant that this question captured the overall purpose and did not include specific activities. Based on the answers, table 3.1 shows how predominant institutional purposes are. It should also be mentioned that in the partnerships where the purpose is on education, the focus is being shifted to more institutional aspects. It is clear that the focus is primarily on indigenous groups in rainforest areas – their organisations and rights, and less on specific actions to protect rainforests, although many of the partnerships focus on how to improve forest legislation in the respective countries.

Table 3.1 Main purposes for partnerships

Types of partnership purposes	Number
Bilingual and culturally adapted education system	6
Strengthening of indigenous peoples' rights through laws and their application	6
Influence national forest legislation and policy	6
Organisational strengthening of indigenous peoples' organisations	5
Rights based management of forest areas	4
Stop harmful logging – protect rainforests	2
Legal support to indigenous groups who have suffered from abuses from logging companies	2
Resource based participatory planning	2
Mapping of forest based resources	2
Create alternative sources of income for local population	1

In addition to the purposes listed above, partners also have other roles in relation to RFN beyond the individual projects. Partners are important sources of information of relevance to RFN. They also participate in fora for discussions on rainforest and the rights of indigenous peoples together with RFN or alone.

3.1.2. Principles for choosing partners and their profile

Usually there will be one contract with a given partner. However, in those cases where a partner implements more than one project, there may be individual contracts for each of these.

The partners RFN works with are of different types, for which we have used the following categories for 32 partners as shown in Table 3.2¹. This shows that very few partners are purely environmental organisations. 56 % of partners have a dual aim of protecting the environment while at the same time securing the rights of indigenous or other local peoples to access natural resource. The table also shows that 63 % of the organisations are working for or on behalf of indigenous peoples' and their interests, while 28 % are representative organisations constituted by indigenous peoples. Finally, the table shows that 31 % are located in the capital and 34 % in urban centres.

Table 3.2. Characteristics of partners

	Number of organisations
a) Type of organisation, which may be:	
i) Environmental organisation:	3
ii) Indigenous peoples targeted	11
iii) both i) and ii)	18
b) Organisation basis, which may be	
i) On behalf of NGO – working for others	20
ii) Representative CBO or umbrella organisation	9
iii) Network organisation	3
c) Localisation of organisation, which may be	
i) in the capital	10
ii) in urban centre	11
iii) local community	3
iv) capital and urban centre	3
v) urban and local	3
vi) Capital, urban and local	2

The total amount of support for the period 2003 – 2007 provided by RFN for each contract partner varies, from NOK 240 000 to NOK 23 186 609. For the majority of the partners the support from RFN was not excessively high. Seven partners received funding for less than 1 million NOK, five between 1 and 2 million, six between 2 and 5 million and also six between 5 and 10 million and two more than 10 million.

In interviews RFN management and staff have explained how they select partners, for which there are certain principles. RFN staff has expressed that historically the selection of partners has not always been based on systematic criteria and may in practice have been more of taking opportunities as they present themselves while making sure that the selected partners have a rights based approach to forest protection. In the most recent cases, like in DRC and West Papua, Indonesia, RFN has applied systematic criteria, such as

¹ This list of partners was prepared by RFN after the survey and RFN included some additional partners.

- Coherence with RFN's own goals and values, both on the protection of rainforests and the rights of indigenous groups. Organisations must be committed to these values
- Coherence with RFN's work methods and approach on rights-based forest management
- The organisation's anchoring and legitimacy in relation to RFN's target groups
- The organisation's ability to implement agreements and projects
- The ability and willingness of organisations placed in the capital or provincial centres to work at local community level
- The organisation's network at central and local levels

RFN spends the necessary time to find the right partners. It is now in the middle of the process of selecting new partners for its work in West Papua in Indonesia. The process started a year ago and will probably take a total of two years before RFN has identified and agreed with the three to five news partners it envisages working with.

The steps have included:

- Scanning of some 20 – 30 possible organisations
- Assessment of a selected and limited number of organisations, which are also visited
- Request to a few organisations to make some pilot study on a relevant topic
- Further visits and discussions
- Final selection

RFN wishes to give more priority to indigenous peoples' organisations, especially in countries where these are well organized. At the same time, RFN sees the necessity of working with professional NGOs when it comes to policy, advocacy and campaigns at the national or international level. Working with indigenous organisations in the field requires more RFN follow up in terms of administration and project management support. It is also challenging because the Review Team's experience from DRC clearly showed how such organisations may question each others legitimacy and that certain actors (typically the World Bank) may use this to erode the position of other organisations.

The strategy to day is to select partners with a vertical integration from national level to local level and in both directions. This is highlighted in the case of DRC, where the main partner CENADEP is a national NGO with a broad national network and focal points for further networking with other organisations working at local level in all 11 provinces.

3.1.3. Strengthening and capacity building of partners

It is a primary objective for RFN to build and strengthen capacities of their partner organisations both through development of skills and of the organisation as a whole. RFN recognises that the technical knowledge on rainforest ecology is best found in the partner countries and organisations. The skills that RFN possesses are more on organisational and project management, rights based methods for participatory processes for forest management and aspects related to legal frameworks, international conventions and lobbying. RFN recognises that there is

complementarity between the capacity building that RFN may provide through its own staff and the capacity building that may be undertaken locally and supported financially or in other ways by RFN.

The approaches and methods for strengthening and capacity building include:

- Joint design and planning of projects
- Drawing up of contracts
- Very close, almost weekly, contact with partners following up on implementation of annual plans and budgets
- Continuous discussions on organisational issues
- Formal reporting and accounting, using RFN formats
- Preparation of annual plans
- Training workshops on selected themes for both partners and their target groups
- Special training courses on Logical Framework Approach (LFA)
- Exchange visits for partners to other members of regional networks
- Provision of expertise, which may be
 - Consultants recruited locally or provided by RFN itself or its network
 - Payment of expenses for members of networks who provide services to other partners
- Financial support to core staff
- Financial support of project staff

The strengthening and capacity building which RFN undertakes or supports is focused on the contract partner, but not limited to this. Much of the capacity building goes beyond the main partner to their partner organisations and to the final beneficiaries, who are mostly local communities. Much of RFN's financing is for partners to undertake such training and extension to other organisations and local communities.

In the survey to RFN staff they were asked to describe results of the cooperation between RFN and the specific partner with a view to i) Partner's activities, ii) Partners organisation and iii) Other ways. Based on this survey we highlight the strengthening and capacity building which has taken place with RFN support. Please see annex 7 for the list of partners in the different countries.

Brazil:

In Brazil ISA has been the strong NGO with a wide range of qualified personnel, including experts in remote sensing and mapping, LFA expertise, but also participatory methods. This is expressed in the fact that ISA and RFN entered into a contract with three other partners for the purpose of vernacular education at primary level in the Rio Negro area. The other Brazilian partners were FOIRN, which is a strong indigenous peoples' organisation in the Rio Negro area, and finally AEITU and ACEP, two smaller local school organisations. As the strongest organisation, ISA has had the overall coordinating role in this partnership. Obviously, the weaker organisations have gained relatively more through capacity building activities, like typically LFA training, but in fact all organisations have been strengthened.

In addition, ISA has had the overall responsibility for the Xingu programme which has grown from a smallish programme for indigenous peoples in the area, into a very

ambitious and large programme now covering the entire Xingu basin, an area twice the size of Norway. In this programme ISA cooperates closely with ATIX, the indigenous organisation. Originally ATIX was rather weak, but has grown into a leading indigenous peoples' organization through the cooperation with ISA and RFN. An important component of the Xingu programme has also been capacity building in alternative utilization of rain forest resources (honey, artisan production etc).

Peru:

The activities in Peru were not included in the cooperation agreement with NORAD, but added on through a separate contract in 2005.

The main cooperating partner is AIDSESEP, who is the national indigenous organisation. Other organizations with which AIDSESEP cooperates are indigenous organizations like ORAU, ORAI, FENAP, (regional indigenous organisations – members of AIDSESEP) and Shinani and Racimos de Ungurahui.

The indigenous organizations have been rather weak and a tripartite model has been applied in the contract; AIDSESEP- regional/local Indigenous organisation - RFN. As some of the indigenous organizations have been somewhat passive, they have benefited greatly from such tripartite contracts and the capacity building involved. AIDSESEP has developed skills in lobbying at the national level. This has in fact resulted in Parliament passing a law for the protection of isolated Indian tribes in Peru.

FENAP has been trained and carried out participatory mapping among the Achuar Indians of Northern Peru and the map which is produced is the first of its kind in Peru. It will be used to strengthen the claim for an Indian territory for this indigenous group.

Indonesia:

RFN has through the program period had 8 main cooperating partners in Indonesia, which has been reduced to six at the time of writing. The number of partners is likely to grow as soon as relations with project partners in West Papua are established. RFN is involved in very intense cooperation and capacity building. Activities have gained momentum since the democratization and decentralization (in 1998 and 2000 respectively) of the country, following the fall of the Suharto regime. Corruption, collusion and nepotism has plagued the country for many years, and only recently can some hopeful signs be traced in regard to forest extraction, including illegal logging and infringements on indigenous traditional lands.

WAHLI is arguably the strongest NGO in the environmental field in Indonesia, with over 400 member organizations and strong lobbying capabilities. Nevertheless, the organization has suffered some internal problems and have, through the influence of RFN, recently been subjected to evaluation to rectify shortcomings. HUMA is another strong organization, also with its own network of locally based organizations. The organization has a documented track record in lobbying; particularly towards the need to change the forestry law in the country (in cooperation with WAHLI) and RFN cannot claim to have increased their competence. But the organisation has capitalized greatly from the cooperation. WARSI has grown to become a very professional NGO of regional importance in the island of Sumatra. Their strength lies in the ability to bridge technical competence in geographical information systems,

anthropological research and political lobby work at both province and national levels.

YCM, AMASUTA, YPR and YMPP are somewhat smaller organizations with a more focused agenda, typically catering to the plight and needs of specific indigenous peoples. These organizations have benefited greatly from the cooperation with RFN, as have local organizations that cooperate with these contract partners.

For instance, through the cooperation with RFN, YCM expanded staff from 4 persons to 30, and with 4 field offices in the Mentawai Islands in addition to its main office. The organization has greatly improved lobbying capacity and has, in cooperation with WAHLI, developed expertise in disclosing illegal logging. It has thus pursued successful litigation in the courts, using the corruption laws of the country. A newspaper focusing on local politics and culture, “ Puailiggoubat” is now being published on a regular basis by YCM, with the Mentawai people as the main reader group. Strengthening local culture through making a new curriculum for local schools and building an indigenous organization for the Mentawai people continues to have an obvious capacity building effect, both on local partners as well as on final recipients. With support from RFN, an evaluation of YCM’s work in the Mentawai islands was conducted in 2007. It came up with some good recommendations for YCM’s future work.

YPR has improved their negotiating skills in order to defend the Da’a people and their traditional land rights in Central Sulawesi, while YMPP has been able to improve capacity and skills to include participatory mapping with the tau ta’a people, also in Central Sulawesi, with the aim of securing their land rights to an area of 3000 km². Incidentally, the cooperation with YPR has been discontinued in 2006, but work continues in this field with another organization, namely AMAN, being the national umbrella organization for indigenous peoples in Indonesia.

Finally, WARSI has grown from a small local organization into a major NGO with a staff of more than one hundred during the cooperation period with RFN. Capacity in planning and reporting has been greatly improved and to the extent that the organization is now attracting other donors. Among the specialities that WARSI has been able to develop has been education as well as participatory resource mapping with the Orang Rimba People in and around the Bukit Duabelas National Park. Negotiating skills have also been improved with the effect that the Orang Rimba now enjoys extensive and exclusive users’ right in and around the park. To secure long-term effects of this work, peasants living outside the national park have also been targeted through activities that seek to improve their livelihood and provide economic alternatives to logging.

Malaysia:

In this country RFN cooperates with Borneo Resources Institute (BRIMAS) on an Indigenous Peoples Legal Advocacy Programme. Malaysia is characterised by a rather authoritarian rule, and with heavy police and military presence throughout the country. Advocacy for indigenous and other local peoples’ rights are therefore not easy in the face of vested interests on the part of the logging companies. Corruption and collusion, for instance between logging companies and the military, and also

politicians, has been rampant. Through the cooperation with RFN, a network of indigenous organizations has been created, and skills in lobbying and juridical support have been taught to a number of people in this network. RFN has also been critical towards the internal organization of BRIMAS and has called an external evaluation of the organization. Many of the recommendations to improve transparency as well as management routines have been, and continue, to be addressed in a long term learning process.

Papua New Guinea:

CELCOR is the main partner in Papua New Guinea and concentrates on promoting community based property rights and environmental law in the country. Work in the country is facilitated, at least in theory, by the fact that very progressive land – and forestry laws exist, laws that give local populations ownership rights to land and forests. However, this legal regime is being constantly undermined through manipulations by logging companies, often in collusion with both local and central government officials.

CELCOR has increased their lobbying capacity at national and even international levels (vis a vis the World Bank) and also developed better skills in litigation. The organization has been trained in LFA and other managerial skills. It underwent an external evaluation in 2004, which has improved internal routines. In its turn CELCOR has organized national networks of local organizations and carried out training with them. Communication skills have also been developed and relationship with media has resulted in many press releases.

ELC specializes in litigation to protect local communities from such infringements by logging companies, while “Partners with Melanesians” develops alternative resource utilization and income generating activities on the Managalas plateau. ELC has been going through some reorganization processes, some of which were prompted by RFN and where RFN has demanded structural changes. At the same time ELC has been able to improve litigation skills and efforts have been met with success, notably in stopping large scale logging in Collingwood Bay. Other cases are pending in courts.

“Partners with Melanesians” has had a somewhat turbulent organizational history throughout the cooperation period, although it has been able to carry out some very valuable work in bio surveys in the area and also development of alternative income generating activities (alternative to logging). RFN has held the organization’s hand throughout and has encouraged reorganization to embrace other parts of the country.

Democratic Republic of Congo (DRC):

The main partner in DRC is CENADEP, an NGO at the national level with a wide agenda, particularly in peace promoting activities including work against civil violence etc. Through cooperation with RFN, CENADEP has greatly increased its activities in natural resource management and defence of indigenous peoples' rights (pygmies). The work is characterized by a high degree of vertical integration in that intensive lobbying in favour of indigenous peoples and their homelands take place at the national and international levels, while a countrywide network of organizations that carry out activities at the local levels has been established. This network, RRN (the natural resources network) has focal points in all of the country’s 11 provinces, and in turn these local organizations have their own network of a host of local

organizations. One of these focal points, The CREF network, has a direct contract with RFN. Both contract partners have undergone systematic training in LFA and concomitant managerial skills, as well as negotiating skills at the highest political levels. CREF has become particularly well versed in LFA, and has been able to train its own membership organization in such skills at the lowest local levels. Report writing bear witness to these skills. Cooperation with Pygmies' organizations and organizations in support of pygmies has been particularly important. Some of these organizations have been weaker at the outset, but have benefited greatly through training and capacity building. One of the activities at local levels has been participatory mapping, and although this activity has been concretely financed by the British Rainforest Foundation (RFUK), work in fact is carried out in very close collaboration and through application of common methodology. Some 15 draft resource maps have already been produced, and although some technical snags still need to be corrected, the maps have already proved a powerful tool in the lobbying process for indigenous and local populations' rights to forests.

RFN's juridical expertise has been crucial in assisting lobbying at the national level. This lobbying has been aimed at both the central government in relation to a new forest law, as well as the World Bank for activities that the Bank has undertaken to support the implementation of the law. The actual preliminary result of these efforts will be addressed below. Suffice it so say at this juncture that without the continued support and capacity building of the RFN in lobbying and advocacy, the situation both for the forests of DRC as well as her indigenous people, the pygmies, would have been very bleak indeed.

3.1.4. RFN method for monitoring

How does the organisation endeavour to measure and monitor the attainment of goals?

RFN's system for measuring and monitoring attainment of goals is on two levels: the Framework Agreement with Norad and the individual contracts with partners. RFN receives information from partners as inputs and aggregates this in their annual report to Norad.

It is the 2003 – 2007 Frame Agreement with Norad, which constitutes the basis for RFN's measuring and monitoring of goals. The Agreement builds on the 2000 RFN Strategy. The structure of this, which constitutes the basis for measuring and monitoring the attainment of goals, is shown in annex 3.

The Frame Agreement consists of two levels – the overall global level and the programme level (six programmes). Both levels consist of:

- Program objective(s)
- Expected results (outputs)

At the level of the six programmes there are 27 expected results with 101 indicators, which in 2006 had been increased to 126 because of the inclusion of Peru and the development of the Africa Programme in DRC. At the overall global level there are 18 results, but no indicators for these.

The Annual Report to Norad provides very solid information on the attainment of each of the indicators for every expected result under each of the six programmes. But the report does not comment on the attainment of the expected results for each of the objectives of the three thematic target areas (1 Sustainable use of rainforest resources, 2 Strengthening of forest peoples' rights and 3 Strengthening of civil society). This is further commented upon in section 3.3.1.

The contract with the partners specifies their reporting obligations. The contract partners submit half-yearly and annual reports as an input to RFN's monitoring and measuring of achievements. This is supported by regular visits from RFN to the partners. RFN uses special forms for the partners to report on achievements. In these forms expected results and indicators are listed. The extent to which this is applied by the various partners is addressed in section 3.2 below. There are three formats for partner reporting:

- Layout for annual report with questions to be answered
- Report format to be filled in on i) yearly purpose, ii) achieved outputs during the year, iii) implemented activities and iv) substantial unexpected factors that influenced the activities
- Accounts reports accompanied by the "Norms for financial administration and auditing of projects"

In order to assess RFN's monitoring of attainment of goals, we have examined RFN's annual reports to Norad. To a large extent the project coordinators have tried to follow the set-up in the Frame Agreement. Some new indicators have been introduced during the agreement period. A review of the 2006 annual report shows that RFN reports meticulously on each of the results with respective indicators set out in the Frame Agreement with Norad. In the section below we make an assessment of the quality of the indicators being used.

What success indicators has it established/does it establish?

As already stated, the Frame Agreement with Norad has a system of 27 results with 101 indicators. In 2007 the number of indicators has increased to 126. In addition there are 18 global results without indicators.

The nature of these indicators varies from quantifiable performance indicators, which is the responsibility of RFN or the partner, to outcome indicators and some impact indicators. Based on a review of the 126 indicators we make the following comments:

- Most of the indicators are well suited to describe how results are being attained
- Few of the indicators are such that they indicate and even less measure the extent to which expected results are being achieved.
- The indicators applied are a mix of performance indicators and outcome/impact indicators
- Most of the indicators are not quantified

A general observation is that the way indicators are reported on is basically narrative. As such it gives a good picture, but the report becomes quite voluminous and there is little effort to make summary conclusions on each of the expected results. It is also a

question whether the large number of indicators for each expected result may be reduced.

There is no doubt that there is a scope for systematic improvement of RFN's monitoring of achievements through a more focused and well defined system. In this regard the new Strategy 2008 – 2017 is a very good point of departure. For each of the programs there is a program goal with subsequent part goals. These part goals may be viewed as outputs and for each of these a limited number of performance and outcome/impact indicators may be formulated.

In section 3.3.1 indicators and reporting is addressed again, but then with a view to how RFN and its partners together use indicators.

How is capacity relating to the planned programme checked?

As already explained, the responsibility for the implementation of plans lies with the contract partner. Their overall capacity is of course checked during the initial stage and when contracts with project documents are drawn up. Given the very close "hands on" relationship between RFN and the partner, the capacity to implement the annual plan is checked jointly when the application for annual support is prepared. This probably explains why RFN in their reports to Norad on completion of activities report that so many of the performance indicators have been met and there is so little deviation from annual plans.

There is a trend that partners prepare overly ambitious plans, particularly the time frame, which from experience, is not realistic. RFN staff usually tries to scale down these unrealistic ambitions.

3.1.5. Decision-making and communication between RFN and partners

To what extent are partners included in decision-making and strategy processes?

The framework for decision-making between RFN and its partner is the contract between these. Obviously these contracts, which usually refer to a specific project, are jointly prepared by RFN and the corresponding partner. The roles and division of responsibilities for the implementation is quite clear. It is the partner who is responsible for:

- Implementing annual work plans within the approved budget
- Prepare activity reports on a half-yearly and annual basis as inputs to RFN's reporting to Norad
- Prepare annual plans and budgets as an input to annual applications to Norad

It is RFN, who finally decides, in consultation with the partner, what to include in the annual application to Norad.

Partners are fully involved in all relevant decision making processes on equal terms through a very close communication processes.

RFN has very intensive communication with partners through visits, extensive exchange of e-mails and conversation on “skype”, in some cases almost daily. This “hands-on” management style may in some cases lead to heavy RFN influence and also foster some dependency and inhibit longer term sustainability. However, in discussions with the partners in DRC none of the partners indicated too heavy involvement of RFN in the daily decision making for the implementation of projects and agreements.

The preparation of the 2000 RFN strategy was a unilateral process where partners were not involved at all. The preparation of the 2008 -2017 Strategy was entirely different with heavy involvement of all partners, although somewhat different approaches in the three regions.

The partners in the Amazon learned quite early in the process that RFN was to start its work with the new strategy. When all the partners in Brazil met for the yearly network meeting, a full day was spent on RFN’s new strategy. RFN informed about the work and the issues the strategy would address. The participants were asked to identify themes and regions to which RFN should give priority. This discussion brought about two new themes which were included in the strategy – transboundary work and incorporation of cultural aspects in the work with indigenous peoples. A version of the strategy in Portuguese was circulated to the partners.

The partners in Asia received the background papers for the strategy on the region in their respective languages (this was not provided to the partners in Brazil). This, as well as an early version of the new strategy for South-East Asia, was at the topic for the annual network meeting. The background papers did not result in much immediate discussions, but partners did identify international campaign and policy work as an important aspect of RFN’s work, and these themes have been included in the new strategy. After the seminar, partners started submitting comments on an individual basis.

In Africa the new strategy was only presented for discussion in 2007, when the strategy was almost finalized. This was so because the cooperation had only started recently, and therefore there was less basis for overall strategic discussions. Nevertheless, an advanced draft was presented and discussed with the contract partners and the national Natural Resources Network. Although this did not bring about inputs to the strategy, it was an excellent opportunity for RFN to present the organisation to a wide audience. In this particular case the strategy also benefited from inputs from RFUK and other African partners.

How does communication function between the head office, the organisation in the field and partners?

In interviews staff has expressed that the flat structure with regular meetings ensures that all staff are part of the information loop. Information sharing pertaining to individual projects and partnerships is ensured through close and very frequent contacts. Staff informs that this also includes exchange of information on important issues which are not necessarily of direct relevance to the project.

Communication between head office and partners is both formal and informal. The formal communication follows the planning and reporting cycle of annual plans and reports, including progress reports. The informal communication is very intensive and tight and in line with the RFN “hands on” approach. RFN staff members inform that they are at least weekly in contact with partners by e-mail, telephone and skype.

RFN staff visits partners at least twice a year, in many cases more often.

Both RFN staff and partners the Review Team met in DRC qualify this communication as very open and fluid. It seems that this relation is indeed one of equal partnership.

RFN recognises that communication with partners is much focused on projects, agreements and issues in the partner organisation and the country. It entails less information and communication on RFN as an organisation to the partners.

3.1.6. Time frame for partnerships, exit strategy and sustainability

RFN emphasises that although contracts may be for a short period because funding of projects is for a given period, the time perspective for the partnership is usually medium to long term. It is evident that the goals RFN tries to achieve together with their partners can not be attained within a time frame of a few years. A review of the time frame of the partnerships shows that of the 25 partnerships RFN initiated work with five before 1995 and with ten between 1995 and 2000. The envisaged time span is also quite long, for five more than 20 years, for three between 15 and 20 years, for 11 between 10 and 15 years and only for nine less than 10 years.

Although RFN does not have an exit strategy for its cooperation with its partners, it has identified activities which they intend to scale down or out in order to shift to other areas of cooperation with the same partner. This is highlighted in the annual report to Norad.

RFN is trying to support partners’ sustainability in different ways. First and foremost, RFN’s emphasis on influencing countries’ legislation and policies in favour of rights based forest management is a way of seeking sustainability of RFN efforts. Secondly, RFN efforts to strengthen the organisational capacities and capabilities is another effort in that regard. Thirdly, RFN encourage partners’ fund raising from other financial resources. This means that RFN’s share of funding of an organisation should be decreasing. A point in case is RFN’s support to the Brazilian organisation ISA and their Xingu-project, and WARSI in Indonesia, where RFN’s support at one point was close to 100 % and which is now only between 20 – 30 %.

3.2. Analysis of partners’ planning and implementation process

The purpose of this section is to analyse the quality of the partners’ planning and implementation process. The framework for the partners’ planning and implementation process is the multiyear contract with RFN. This is operationalised in annual plans. The questions related to this have been addressed in both interviews and the survey to RFN staff, but in particular during the visit to DRC, as the Review

Team had access to the two annual plans for the two partners in DRC, CENADEP and CREF.

3.2.1. Overview of partner structure and the set-up in DRC

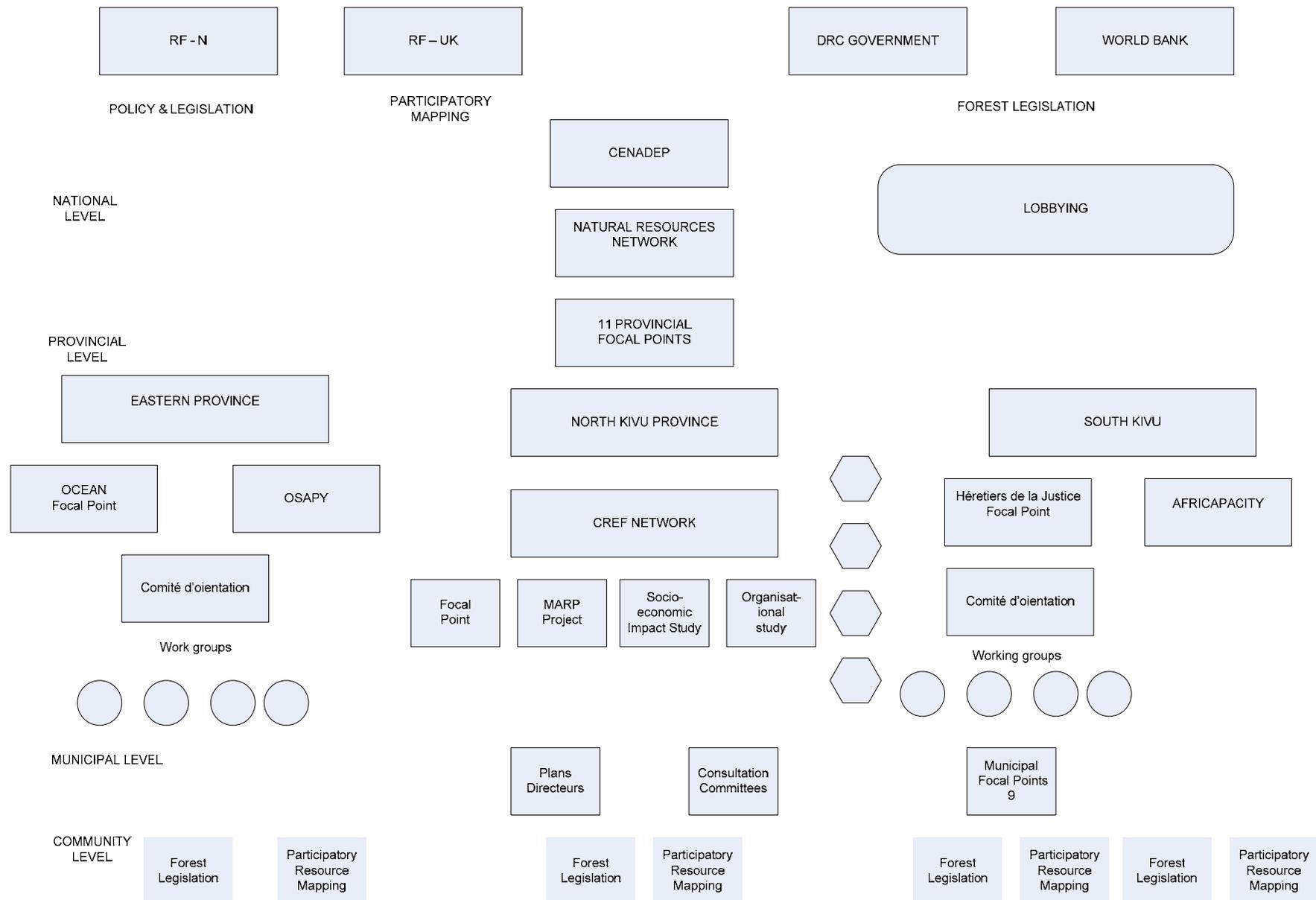
RFN has a wide variety of partners at different levels, and the structure varies between the regions. At the highest level there is the contract partners, which are the 25 organisations listed in annex 7. The contract partners will usually have different set up of partners with or through which they work, such as:

- Member organisations
- Formal or informal networks

These partners may have their own membership organisations and networks. All these partners are target groups for RFN. In addition there are less formally organised communities with whom the contract partners and their partners may be working.

This complex set-up is well illustrated by the cooperation in DRC as shown in the figure on next page. DRC is an interesting case because it is the country where the principal of vertical integration between national level and local level is best shown. It is also the only case where RFN works closely with its main international partner, the British Rainforest Foundation (RFUK).

In DRC RFN has two contract partners, CENADEP, which is a national NGO working in all provinces of the country, and CREF, working only in one province. These two organisations cooperate both with RFN and the British Rainforest Foundation (RFUK), who work closely together. The division of roles is that RFN works with policy and legislation and RFUK with participatory resource mapping. In practice these two types of activities are highly intertwined, although the partners distinguish well between the two different financial resources. The figure takes into account both types of activities with respective funding agencies. The figure shows the structure and the actors at different levels.



At the national level RFN's contract partner is CENADEP. This is a national NGO. It was established in 2000 by people who had already been very active in the development of civil society in DRC. It became the national coordinator for the national Natural Resources Network, which it has developed with the support of RFN.

CENADEP is the national coordinator for both components, "Policy and legislation (RFN) and "Participatory mapping (RFUK)". CENADEP is also the coordinator of the Natural Resources Network (NRN) which consists of national NGOs and where CENADEP works at the provincial level through Focal Points on both components, "Policy and Legislation" and "Participatory Mapping". CENADEP has individual contracts with each Focal Point, whose main responsibility it is to

- Organise all workshops of the NRN
- Plan, organise and implement all activities at the level of local communities
- Ensure the flow of information between all parties
- Monitor all forest exploitation activities
- Provide narrative reports on all activities and financial reports on all expenditures incurred

Financing of activities at provincial and local levels are channelled through these Focal Points.

At the provincial level the Focal Points have created what they call "Comité d'Orientation". The members are environmental and/or indigenous peoples' NGOs. In the three provinces visited by the Review Team the set-ups were somewhat different. In the Eastern Province the Focal Point is the regional office of the environmental organisation OCEAN, who works very closely with the provincial indigenous peoples' organisation OSAPY. In practice it is OSAPY who is the main implementer of activities at the provincial level. In North Kivu the Focal Point is an NGO, CREF, which in itself is a network. CREF is also a direct contract partner with both RFN and RFUK. RFN finances three CREF activities: the project MARP (Accelerated Participatory Research), which produced municipal plans in nine municipalities, and two studies: Socio-economic impacts of industrial logging and Organisational Study of CREF. In South Kivu the Focal Point is the president of a local NGO and the "Comité d'Orientation" is composed of different NGOs. In this province RFUK supports different Pygmy organisations through the project Africapacity. RFUK is financing a consultant under Africapacity, who supports the planning and implementation of RFUK financed micro-projects of these organisations. At the same time CENADEP finances resource mapping at community level through Africapacity.

The Pygmy organisations associated with Africapacity are the ones who initiated and worked together with Pygmy organisations in other provinces on the lobbying towards The World Bank on its activities related to forestry, and particularly The Bank's application of its procedures to ensure the rights of indigenous peoples.

In DRC the level below the province is the "territoire", also called "Entité Administrative Décentralisée - EAD". In North Kivu CREF focuses its work on this level through the preparation of "Plans Directeurs" and in south Kivu there is a focal point in each EAD.

At the community level the Provincial Focal Points organise and implement activities through the members of its Comité d'Orientation. These activities include both extension of forest legislation and local peoples' rights as well as natural resources mapping, the first financed by RFN and the second by RFUK.

3.2.2. Assessment of partners' planning and implementation process

The ToR lists several questions in order to assess the quality of partners' planning and implementation process. These are addressed below, using information from interviews and surveys and highlighting what the Review Team learned on these questions during our visit to DRC.

To what extent are partners and target groups included in the planning and implementation phase?

Contract partners are of course fully involved in both planning and implementation. The interesting question is to what degree other partners and target groups are involved. In the field visit to DRC the Review Team found that all the partners at provincial level were heavily involved in both planning and implementation. These are the ones who jointly prepared annual activity plans, submitted these to RFN's contract partner for approval and financing and then implemented these. When it comes to activities at the level of local communities, activities were planned in consultation with these. Resource persons within the community were trained and participated in carrying out community based activities (extension on the content of the new forestry law and participatory resource mapping).

How much local expertise and resources is mobilised in the programmes?

Local expertise and resources are mobilised by the partner and its network. RFN inputs are limited to the support provided by the Project Coordinator at head quarter, which are primarily competence on planning and project implementation. Some technical expertise may be provided from external consultants, but this is not very common. This means that the bulk of expertise and in kind resources are provided locally. The Review Team could observe how in DRC members of NGOs at national and provincial levels were mobilised by the contract partners and actively contributed to various types of activities using their different types of skills. Other persons from academia and media were also mobilised. RFN has resort to external expertise from other Central African (Cameroon - CED, Congo Brazzaville - OCDH) or European/US organizations to support DRC partners in advocacy/participatory, community-level methodologies/mapping.

3.2.3. Partners' realism and use of indicators.

How realistic are the goals and the planned results during the planning phase?

The project coordinators have different experiences when it comes to the realism of goals and planned results, but for most of the partners the coordinators express that partners are "surprisingly realistic" when it comes to goals and results, but somewhat

overoptimistic on annual implementation of activities. This is also reflected in RFN's reporting to Norad, where they report on most of the indicators that they are being achieved. A simple count up shows that only 18 of the total 126 indicators in 2006 Annual Report to Norad are reported as not being achieved.

The Review Team looked at the future plans for the two partners in DRC. CREF stands out for having produced an extremely ambitious and detailed 5-year master plan (Plans Directeurs 2007- 2011), with very ambitious goals. It remains to be seen how much of this plan can be realized in the joint concrete 5-year planning and annual planning with RFN.

How are indicators used in the planning phase?

RFN uses indicators very actively, both in multiyear planning and in annual plans. Indicators are included in the log frames for both types of plans.

The RFN "pushes" their partners to use indicators in their planning. The purpose and methods for identifying and using indicators are explained in the RFN note "Central concepts".

Project coordinators report that it is a challenging discussion with partners to encourage them to use indicators. There is a tendency that partners use too many and too detailed indicators and that they lump together performance and output/impact indicators. There is little consistency between quantitative and qualitative indicators. In the survey Project Coordinators report that some 25 % prepare and use indicators in planning and monitoring quite well. For the remaining there is still room for considerable improvement, as may be observed from the following comments on the different partners.

In **Brazil**, ISA stands out and produce both excellent reports and plans. The organization has a superior grasp of LFA tools and reports towards indicators in an exemplary manner. This is of course not surprising given the organization's track record. Also ISA itself has been active in giving courses in LFA planning and reporting. CPI-Acre, with the cooperating organization OPIAC, also has a good grasp of LFA and uses indicators in planning and reporting. The same can be said for CTI. The other partners, CCPY, FOIRN, AEITU and ATIX still have some way to go before planning and reporting have reached satisfactory levels.

In **Peru** all partners still have along way to go in planning and reporting.

In **Indonesia** YMPP, HUMA, and WARSI delivers very satisfactorily on planning and reporting and have a good grasp of LFA. YCM is still not entirely up to the mark, but make good progress. AMASUTA and YPR have not been able to use these tools efficiently, but cooperation with these two small organizations has been phased out. AMAN is a new partner that RFN has to cooperate with for a longer period before LFA skills can be assessed. Strangely enough, not even WAHLI is consistent in this field, although it the largest and most influential of all partners in Indonesia. Internal problems with a high turnover of staff must take some responsibility for this situation.

In **Malaysia** BRIMAS is making strident efforts to use LFA tools, including indicators, although matrixes are not always good enough.

In **Papua New Guinea** CELCOR and “Partners with Melanesians” use indicators in a satisfactory manner, but this ability depends on few, but very capable project managers. The organizations in general lack knowledge and grasp of LFA, despite having received some training.

In **DRC** both partners use indicators well for planning purposes, applying LFA formats.

The new set of forms and formats for annual and five year planning, which RFN has developed, include overall goals, expected results with indicators, budget by activities as well as identification of risks (substantial and unexpected factors). Based on the above evidence, the extent to which the contract partners will be able to deliver on such rigorous requirements will no doubt be a challenge for a majority of them. More systematic LFA training would seem to be necessary almost across the board, with some exceptions. However, local expertise is available in all regions and should be mobilized. In DRC, the superior command the CREF has of LFA should be utilized throughout the NRN network.

How is risk analyses carried out in the planning phase?

Analysis of risks and assumptions are part of the planning and reflected in the projects’ log frames. The forms for both planning and reporting that RFN provides to their partners include questions on risks and external factors, which are then addressed by RFN. The Review Team examined the log frames for the two partners in DRC and found that both had addressed risks and assumptions related to objectives and expected results in their plans and LFA matrices. The risks identified were both at local community level and national Government level.

3.3. Analysis of relations between RFN and its partners with a view to capacity building

The purpose of this section is to assess how RFN and its partners work together, which is addressed under two headings:

- Reporting and evaluation of capacity-building results
- Learning and communication

3.3.1. Reporting and evaluation of capacity-building results

The ToR lists several questions in order to assess how RFN and its partners work together on reporting and evaluating capacity building results. These are addressed below, using information from interviews and surveys and highlighting what the Review Team learned about these questions during our visit to DRC.

What indicators and other instruments are used to report goal attainment at different levels?

In previous sections we have seen how RFN and their partners use indicators for planning and reporting. As already explained, RFN applies a very wide range of indicators. In the 2006 report to Norad RFN reports on 126 indicators. We have looked at the indicators to see what themes they address and found that

- The most frequently applied types of indicators (35 %) are those addressing contacts and lobbying of government institutions to influence preparation of laws and regulations, policies and field level actions regarding forest management and rights of indigenous peoples
- Indicators addressing strengthening of partners' organisational skills and rights based approaches are the second biggest group (21 %)
- The third and fourth biggest groups are those addressing field level projects on education and alternative income (14 %) and studies or systematic documentation of lessons learnt and distribution of these (12 %)
- The remaining indicators address different themes such as conflicts brought to court or solved locally (5 %), publication of newsletters and newspaper articles with focus on rainforest and indigenous peoples' rights, mapping and zoning of natural resources (4 %) and development and support to networks (3 %).

There are some interesting differences between the three regions. Indicators addressing studies and systematic documentation of lessons learned are used in Brazil. Indicators addressing publications of newsletters and newspaper articles are almost all in Southeast Asia. This is also where all the indicators addressing conflicts brought to court or solved locally are being used. Indicators addressing strengthening of partners' organisational skills are of equally high importance in the Amazon and DRC, but among those used the least in South East Asia. This variation reflects the differences in the content of RFN activities in the three regions. Nevertheless, RFN would benefit from considering whether there are indicators that may be applied for all regions to allow for a more comprehensive overall analysis.

Program 6 "International and national framework conditions for sustainable rainforest management" also has a wide range of indicators (32 in total). Most of these address how RFN influence policy issues and actual trade of tropical forest products and timber.

Projects have their own set of indicators, which partners have developed in consultation with RFN. The Review Team has examined the log frames being used by the two partners in DRC. In the case of CENADEP, the indicators used are predominantly outcome and impact indicators at community level and Government legislation and policy level. In the case of CREF, the indicators are quantified output indicators at organisational level with indicators for outcome and impact on target groups at different levels such as members of network organisations and local communities. All the indicators are related to different types of capacity building, e.g. knowledge of forest legislation and participatory mapping techniques.

What are the reporting requirements and how are they followed up?

In their cooperation with their partners RFN has clear requirements and systems for reporting:

- The contract has a special section on reporting requirement
- There are three formats for partner reporting:
 - Layout for annual report with questions to be answered
 - Report format to be filled in on i) yearly purpose, ii) achieved outputs during the year, iii) implemented activities and iv) substantial unexpected factors that influenced the activities
 - Accounts reports accompanied by the “Norms for financial administration and auditing of projects”

Reports are to be submitted on a half-year and annual basis.

Project coordinators report that generally the partners comply well with their overall obligations and the reporting requirements. This also applies to financial reporting, which for all partners, with one exception, is stated as satisfactory by the Project Coordinators.

The Review Team examined the annual reports for 2006 and 2007 plans for the two contract partners in DRC. Our findings are that:

- In the case of CENADEP both the project agreement and the Log frame have expected results with indicators. However, as the annual report for 2006 does not use these and reports only on activities having been undertaken, it is not easy to assess how realistic the indicators are. Nevertheless, it should not be neglected that the report describes the large extent to which activities have been undertaken.
- In its annual plan for 2007 CREF has a very systematic log frame way of presenting expected results with indicators. The annual report for 2006 is also structured in such a way that it shows outputs and their outcomes and impacts with expected results and actual results. The report shows that overall the plans have been realistic.

The Review Team also examined the audit reports for one partner in DRC (CENADEP) and in particular the one for 2006, where the auditor found the accounts and the organisation of the accounting satisfactory and without any corrective measures to be undertaken.

What feedback is given on reports from partners and what guidance is triggered by feedback on reports?

Preparation of reports is one of the most important bases for extensive communication between RFN and its partners. Project coordinators spend considerable time both during field visits and from home base laying the ground for reporting and commenting on drafts. The partners the Review Team interviewed in DRC expressed that RFN was not overly demanding but constructive in their guidance.

3.3.2. Learning and communication

The ToR lists several questions in order to assess the quality of partners’ planning and implementation process. These are addressed below, using information from

interviews and surveys and highlighting what the Review Team learned on these questions during our visit to DRC.

Learning in the organisation and by local partners

RFN expresses that it is a learning organisation and emphasises in that regard:

- The internal communication between all staff, particularly through the regular staff meetings
- The way evaluations are studied and the findings shared among all staff

RFN staff may apply for financial support for courses to upgrade or up date their skills. But few use this opportunity.

In interviews with the partners in DRC they expressed that they had learned much on project management, but more importantly on different ways of substantiating the basis for lobbying on forest legislation, and in particular how to increase their capability to lobby for the rights of indigenous peoples and other forest people at national level and towards international organisations such as the World Bank.

In the Annual reports one of the indicators reported on is the systematic documentation of lessons learnt, including evaluations. But this is almost exclusively for Brazil.

The quality of communication when

- **A failure takes place in terms of quality and delivery date in relation to contractual obligations**

Project Coordinators report that because of the close working relation with the partners, failures and non compliance with contractual obligations are usually handled in an amicable manner. In conversations with partners in DRC this similar comments were made.

- **Conflicts and corruption occur**

RFN has not detected cases of corruption and only one case in 2003 in Indonesia of mismanagement of funds when project staff borrowed project money for private purposes. This was not detected by the auditor, but by RFN, who covered a limited loss with their proper funds. Remedial actions were undertaken to avoid similar incidents and the partnership was closed. In addition to the normal audit procedures RFN supervises financial management through its “hands on” cooperation style and regular visits to partners.

4. RESULTS FOR PARTNERS’ CAPACITY, TARGET GROUPS AND CIVIL SOCIETY

This chapter attempts to address results of RFN’s and partners’ joint efforts to strengthen local partners’ own capacities and thereby strengthening special target groups and civil society. This assessment is done using the questions raised in the ToR.

What has been achieved in terms of building partners' capacity that can be attributed to RFN? This may also be illustrated by results among the final recipients.

In the type of cooperation that RFN has with its partners it is difficult to distinguish the type and to what extent the capacity building, which has taken place, may be attributed to RFN. This is also so because the capacities of partners before getting involved with RFN vary greatly. Some are quite strong and capable organisations while others are very weak and vulnerable.

Based on what has been reported in previous sections and what was expressed in interviews of the two partners in DRC, we may conclude that:

- Virtually all cooperation with RFN is targeted at building the capacities of partner organisation
- Virtually all the indicators applied by RFN capture different types of capacity building taking place in partner organisations
- Most of the capacity building taking place is strengthening of the organisations' with a view to:
 - own management
 - influencing and lobbying of government to improve and honour the rights of indigenous peoples and other forest people in the management of forests

The recipients beyond the contract partner are of two types, i) other organisations which are somehow linked to the contract partner and ii) local communities.

There is little doubt that much of the capacity building which has taken part in other organisations than the contract partner, may, to a large extent, be attributed to RFN, who has made it financially possible for the contract partner to reach out to these organisations. Much of the training and extension that took place in the two projects in DRC involved representatives of such "second" level organisations. Most of this training in capacities and skills is done by the contract partners and local resource persons. RFN is hardly involved as trainers at this level.

Capacity building at the level of local communities is almost exclusively financed by RFN and carried out by contract partner staff or staff of their partners.

As for results among final recipients, let us highlight achievements briefly by way of some examples;

- Education in Brazil

The educational activities in Rio Negro have met with the greatest success, and have included teachers training for culture sensitive primary education. The educational model in 4 pilot schools has been accepted by the authorities as the norm for over 200 primary schools in the Region, and the authorities have now assumed responsibility for such education. RFN will in future concentrate on high school education for Indians in this area. There are educational efforts in other regions as well, notably in Acre, Amapá, Roraima, and also in the Xingu Indigenous territory. The work with the

Yanomami Indians in Roraima has met with difficulties and resistance from local authorities that are heavily influenced by a strong and reactionary non- Indian private sector.

Education is of course a crucial factor for hitherto marginalized indigenous groups and is the key for building capacity among such groups to defend their rights in contact with the national society at large. Some may see this as a mixed blessing, while others hold that integration is inevitable in the long run. For Indians that have chosen to live in voluntary isolation, no educational activities are attempted.

- Securing indigenous territories for isolated Indian groups in Peru

This is a relatively new departure, but one which has already met with considerable success. Activities have concentrated on the Javari Valley for several smaller groups of isolated communities, but also in Northern Peru with mapping and legalizing of a traditional area for the Achuar- Indians. Lobbying at the national level has contributed greatly towards the passing of a law in the Peruvian parliament for protection of isolated tribes.

- Rights for indigenous peoples in Indonesia

Through the activities of RFN and a local partner, the national park Bukit Duabelas was established to protect the traditional living area of the Orang- Rimba indigenous group. They have achieved users' rights in the national park and successful measures have been taken to protect the park from illegal logging. . Basic education, including mathematics has enabled the younger Orang Rimba to relate more successfully with other local populations in the area. In the Mentawai Islands, similar activities have concentrated on protecting forest areas that have been traditionally managed from illegal logging and encroachment on indigenous land. In this area, an indigenous newspaper is also being published and is used in strengthening cultural identity of the Mentawai people.

- Alternative uses of rain forest resources in Brazil, Indonesia and Papua Guinea

Efforts to find alternative uses of the rainforest without destroying the resource base is an important aspect of rain forest protection, but also very difficult in practical terms. The basic idea is not to touch the timber resource itself, or at least only to a very limited degree, while using many non- timber forest products in a sustainable manner.

In the Xingu Indigenous territories such activities have been undertaken for many years, and some products, like bee- keeping and honey production has reached levels where the honey is now being both certified and commercialized in local supermarkets and beyond. Also other income generating products are being developed, like artisan products, and with some economic success.

The Orang Rimba in Indonesia have been able to commercialize honey, rubber and rotting and are also exploring eco- tourism in their use area in and around the national parks as already mentioned.

On the Managalas Plateau in Papua New Guinea nuts have been collected and commercialized. Production of honey, vanilla and coffee has also started on a smaller scale

One shortcoming here is that it is not possible to trace the actual benefits in quantitative terms through the RFN reporting system. (e.g. kg of honey or earnings in monetary terms). Such information is surely gathered by the partners, but not reflected in RFN reporting, which is probably so because quantitative indicators to measure this is not part of RFN's set of indicators for its reporting to Norad.

- Resource mapping at local levels including Pygmy groups in DRC

The efforts made in the participatory mapping in DRC have been very important in two ways. First of all, the techniques which have been transmitted to local populations in terms of identifying their own users' area and resources as well as mapping of them is an achievement in itself. It includes the use of relatively sophisticated equipment like GPS. During the Review Team's visit to DRC, we were impressed by the enthusiasm and indeed gratefulness that villagers (including pygmies) showed for having been involved in such activities. Secondly, these maps, although for the time being somewhat rudimentary and suffering from various flaws, will no doubt prove a powerful lobbying tool at the national level in the reform process of the forestry sector in the country. A guidebook for this kind of participatory mapping will be forthcoming shortly.

So far the mapping has concentrated on so-called hot spots (points chauds). There are places where local populations are in conflict with other interests, mostly industrial loggers, but also to a certain degree with National Parks and other types of protected areas.

The possibilities for the creation of larger Indigenous Territories in line with the ILO Convention 169 should also be considered.

Participatory Rapid Research and Planning (Methode Accelerée de Recherche Participative, MARP), is a similar departure which also includes mapping, but will go further and define specific prioritized project at the local level. A guidebook (MARP en Poche) has already been produced and will provide useful guidance in the definition of micro projects for which there is a great demand. RFN has an expressed strategy that securing rights has priority over executing development projects. However, involving local populations in mapping is very demanding and taxing on their energy. Villagers need to spend a considerable amount of time in such exercises, time that necessarily is taken from other important tasks. As the mapping will take at least one full year to complete, sometimes even as much as 2 or 3 years, a certain impatience to reach more tangible results is discernable at the local level.

- Forest policy development in DRC

RFN and partners have in fact contributed to halting the government's ill advised implementation of the new forestry law in the country. In the place of a hasty implementation of this law with conversion of old cutting rights to concession to a foreign based corrupt private sector, RFN and partners have insisted on a thorough

zoning exercise of Congo's forest in order to safeguard the rights of local populations, particularly the pygmies. RFN has also criticized the World Bank's involvement in the exercise of implementing the forest law. In addition RFN was able to influence the Nordic-Baltic Executive Director to withdraw from the vote for a loan to DRC's forest reform. However, the loan was subsequently granted.

RFN and partners have also been instrumental in facilitating a complaint by the pygmies' organizations to the World Bank Inspection Panel to the effect that in the process of implementing the forest law, the World Bank has not only risked violating general social and environmental principles, but also been in contradiction to the Bank's own internal operational directives. The preliminary signals from of the Inspection Panel are truly amazing, giving full justice to the indigenous organizations that the complaint is legitimate. It can thus truly be said that RFN and its partners has turned around the entire forest and indigenous policies of this huge African country.

How has building of partners' capacity contributed to strengthening of civil society?

The efforts to protect the rights of local populations and forests have had ramifications well beyond the primary concerns of RFN, and has no doubt had profound effects on building civil society influence in cooperating countries. This is particularly manifest in the use of networks which has mobilized a wide range of civil society organizations. Sometimes such activities take place in the teeth of strong resistance from central governments. Malaysia is a case in point here. In other cases, new democratic departures in many countries have opened up the field for more civil society involvement, and RFN and partners have been quick to capitalize on such opportunities. Indonesia and DRC would be typical examples. In the other countries, Brazil, Peru and Papua New Guinea, democratic structures have existed for some time, although the degree to which the governments are progressive and favourable to the cause of RFN varies, Brazil being at the positive side of the spectrum, Peru and Papua New Guinea less so.

In all countries partners make maximum use of the media, and have more often than not had good coverage. Both in Indonesia and DRC, partners publish their own regular newspapers or newsletters, and such departures have had undisputed impact on civil society mobilization.

The publication of a guide to the new Forestry Law in DRC (Guide Code Forestier) has been a major effort with effects far beyond the forestry community. The guidebook has been published in all the four main national languages, Kikongo, Lingala, Tsiluba and Kiswahili, and has been disseminated very widely in the country. In fact, during the visit to DRC, we were told that this document was the most widely spread, read and understood of all documents having an official relevance in that country.

Also, partners have taken care to include women in training and awareness raising activities, thus given impetus to gender mobilization. Particularly among local villagers and indigenous peoples women are often doubly marginalized. It is therefore increasingly important to include them in activities. This in itself is a contribution to building civil society.

How are results among the final recipients documented?

As already stated, there may be three categories of final recipients: contract partner, their cooperating organisations and local communities. This will vary between projects. The formats for reporting should be able to capture results at all these levels. However, a review of RFN's Annual Report for 2006 as well as the reports from the two contract partners in DRC show that results are first and foremost reported at the level of contract partners and their network of other organisations and much less at the level of communities. There is very little reporting on outcome and impact results at this level.

What is the level of the results (input, output, outcome)?

It follows from previous sections that RFN reports quite well on achievements of results. The 2006 report also reveals that generally speaking, RFN is achieving results as planned. However, it is very difficult to break this down in such a way that we may assess relations between input, output and outcome. The formats to partners for reporting expenditures is structured in such a way that it relates budget and expenses to results, broken down on activities. Based on this it should be possible for RFN to compare inputs to outputs.

If RFN and its partners were to report more explicitly on the relations between input, output and outcome, they would have to develop a system where the relations between activities and budgets (inputs) were made more explicit and then relate this to outputs. The challenge is of course that inputs may bring about various outputs. RFN would then have to establish the causal links between outputs and outcomes and identify indicators to measure the extent to which outcomes are being achieved.

To what extent are indicators used in reporting?

In previous paragraphs it has been described how both RFN and partners systematically use indicators in reporting. All projects have a set of indicators and RFN are requesting partners to use these for reporting.

How is the risk situation handled during the programmes?

Previous sections have reported how RFN look at risks when they identify new partners and how this is jointly addressed by RFN and partners when they design project documents which include risk assessment and identification of assumptions. The contract partners also address this when filling RFN formats for annual plans and annual reports.

To what extent is the target group involved in the reporting of goals?

The key responsibility reporting lies with the contract partner, who in turn selects information from their partners. Local groups below this level are usually not involved in reporting. It is symptomatic that this reporting addresses activities and results and not attainment of goals at a higher level.

Has Norad's support to RFN produced positive (preferable measurable) results for the environment and natural resources (less deforestation, preservation of the rainforests and of the biological diversity, less pollution etc)?

RFN is addressing issues pertaining to rainforests in a horizontally integrated manner, combining two angles: the natural resources and the environment on one hand and the rights of the people living in and off the forests on the other. Section 3.3.1 showed that the results that RFN report on are primarily those related to institutional strengthening and capacity building of organisations working on rainforest issues and the rights of indigenous peoples and forest people. There is little reporting on the results for the environment and natural resources as such. Nevertheless, there are some tangible results of this nature which are worth mentioning.

The underlying premise in RFN's strategy is that securing indigenous territories will also implicitly protect the rain forests. There is proven merit in this assumption as systematic research in Latin America has shown. In fact on that continent, deforestation rates are higher in the National Parks than in the Indigenous Territories. Therefore all efforts to either protect indigenous peoples through legal measures, like contributing to the new law for isolated tribes in Peru, or more concrete definition of indigenous territories around the world, are important.

On the climate change issue, the Intergovernmental Panel on Climate Change has stipulated that the contribution to CO₂ emissions from tropical deforestation stands at 20 % of total global emissions. Halting tropical deforestation through protection of forest areas is therefore in itself a powerful contribution to the most burning global environmental issue of our time.

As far as more specific environmental achievements are concerned we would like to highlight:

Demarcation of Xingu Indigenous Territory in Brazil

This vast Indian Territory established in the 70's by the Brazilian Authorities had become threatened by intensive agricultural expansion close to its boundaries when RFN started cooperation with ISA in this area. The demarcation and the putting in place of a boundary control and supervision by the Indian organization itself (but financed by RFN), has stabilized the threat and pressure on the boundaries and stopped incursions and deforestation in those border areas. Thus, effective protection of this area of some 50 000 square km of tropical forest has been assured.

Creation of a National Park in Indonesia

RFN cooperated with its partner WARSI to create the 600 sq. km National Park Bukit Duabelas in Sumatra Indonesia and later secured users' rights for indigenous peoples in and around the park.

Protection of Xingu river watershed

An interesting new development has taken place in Brazil where a project to protect the entire watershed of the Xingu river has been started by RFN and partners. This project will embrace huge agricultural areas in the watershed upstream from the Xingu Territory itself. The primary goal of the project is to halt pollution of the watershed and thus improve water quality in the Indigenous Territory. Silting of the

rivers has also been a problem through the erosion caused by the one sided agricultural practices (soy bean production) in the watershed.

Protection of 4 vast rainforest and indigenous peoples transboundary areas in Latin America (Part of the Amazon Programme financed by MFA)

Future planning includes protection of 4 vast rainforest and indigenous peoples' transboundary areas in Latin America. Each one of these areas is the size of a medium European country, and one may well question the realism of such plans. But even if these plans will only partly be realized, they will contribute greatly to the protection of the Amazon forest.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusions

It is the general and overall opinion of the Review Team that RFN is a solid organisation, which can document important results in its efforts to support rights based rainforest management and their partners in the countries where they work. It is an organisation which maintains its focus on its specific and well defined mission and goals.

RFN works primarily to strengthen partner organisations as advocates for indigenous peoples and other forest people and their rights in the management of forest resources. RFN is successfully pursuing a strategy for horizontal integration between environment and peoples' rights and a vertical integration of their support to interventions at local level, regional level, national level and international level.

RFN has expanded much in scope of activities and financial resources during the last few years. The new 2008 – 2017 strategy is very expansive in this regard. At present RFN has a small permanent staff of 18 people. The structure is flat with no formal departments or middle management level. At present this administration is quite effective and cost efficient. It is not likely that it will remain so in the future with the expected expansion. RFN will therefore have to address these organisational challenges to ensure that the administration and its organisation remain conducive to the tasks ahead.

With its professional skills the RFN Board represents a strong support to RFN. However, the Board does not exercise much of the control functions which most of such boards include in their work. With the anticipated expansion and the personalised management of RFN it is important that the Board comes to play a more active role in the management of the organisation.

The ToR states that the purpose of the organisational review is to examine the organisation's ability to provide effective aid. The ToR gives five criteria for what is meant by effective aid in the context of this review, and which are used for making the conclusions of this study.

In section 1.1 of this report we have listed some overall questions the Review should answer, and which are used as headings for the specific conclusions in the Review.

RFN's ability to provide effective aid

The commonly used definition of effectiveness is “the extent to which development intervention’s objectives are achieved, or are expected to be achieved” (OECD Glossary of key terms). This Review finds that with few exceptions RFN is meeting the objectives and delivering the expected results drawn up in the Framework Agreement with Norad. This is well documented in the 2006 Annual Report to Norad. The Review Team visited DRC and could confirm that the results found on the ground concurred with those reported in the 2006 Annual Report.

The cost-efficient use of funds (that resources used are in accordance with results)

The Review Team has looked at the annual financial report from RFN to Norad, which reports on annual expenditures for the different projects. During the field visit to DRC we looked at the annual audit report for one partner. We found that these reports contained expenditures for each budget line. There is no reporting giving expenditures in relation to results. We have also looked at the budgets for the two partners in DRC. Although we do not have the information to make an assessment of the cost level of the different budget items, none of them seem to be excessively high. As a matter of fact, in discussions with the two partners it was explained how savings were made to allow for more personnel inputs both for the contract partner and the other organisations. In this regard the Review Team could observe how members of different partner organisations participated in workshops, training and extension activities at very low costs to cover their expenses.

Finally, it should be mentioned that of total operating expenditures in 2006 87% was project costs (which includes administration of projects) and only 7% personnel costs.

In conclusion, it is the view of the Team that RFN is rather cost efficient in its operations and use of funds.

Relevance to Norwegian political priorities on environment and indigenous peoples in 2007.

The relevance of RFN to Norwegian priorities is very well documented when it comes to environment and natural resources on the one hand and indigenous peoples on the other. As a matter of fact RFN has actively influenced Norwegian policies in both these areas. With its new strategy RFN is also pursuing gender equality in its work.

Results in accordance with agreed goals in the multi year agreement.

In previous sections the Review has addressed the indicators in the Norad – RFN Framework Agreement and concluded that these clearly show how RFN is attaining the expected results. RFN reported non attainment of very few indicators. This shows clearly RFN’s ability to achieve expected results, which in turn contributes to the achievement of the goals. The report to Norad does not address the achievement of program objectives nor the overall objectives of the three target areas, viz. 1)

Sustainable use of rainforest resources, 2) Strengthening of forest peoples' rights and 3) Strengthening of civil society.

Relevance to the partners and the local and national political situation.

RFN's relevance to its partners is almost self evident. With the long process for selecting cooperating partners RFN ensures that the cooperation they offer is in line with local partners' priorities. In relation to national and government policies, however, the question is more open and the relevance will vary from country to country. It should not be forgotten that RFN and their partners are advocacy NGOs who are trying to influence governments to either change or more adequately enforce their legislation, regulations and policies in one direction – rights based forest management. It is well known that in many countries government has other priorities. Hence it should not be an objective or a criterion for RFN to be of relevance to national government priorities.

The ability to achieve its own goals.

Based on the Team's Review of the annual report, it is our conclusion that RFN documents well how it is achieving its goals both at the programme level as well as globally. The increased attention to actions to influence national policies, legislation, regulations and management of forest resources is a shift from mostly focusing efforts on partner level and community level. This is followed up by strengthening the staff of both RFN and partners, which increases the ability of RFN to achieve its goals.

RFN's professional, financial and administrative capacity to – together with its partners – carry out programmes that implement the organisation's Norad-financed measures and programmes.

It seems clear that until now RFN has the professional and administrative capacity to implement Norad-financed measures and programmes under the Framework Agreement. However, there is a feeling in RFN that this capacity is now overstretched and with the two new programmes (Norad Indigenous Peoples' Programme and the MFA Amazon Programme) as well as RFN's new expansive strategy, there is a danger that the capacity will not be adequate.

It is our view that the professional capacity of RFN with focus on social sciences and thorough country knowledge is probably correct. Nevertheless, there seems to be a necessity for RFN to ensure more technical quality control when projects include the application of different types of technical skills e.g. resource mapping and alternative income generating activities.

So far RFN has been able to meet all requirements for its financial capacity. Its fundraising has almost doubled from NOK 2 868 086 in 2003 to 5 350 000 (budget figure) in 2007. RFN has also accumulated and set a side a special fund to meet Norad's requirement for own financing (10 % of project cost) in case RFN should not be able to meet this. The amount set aside is at present some 10 million NOK.

RFN’s system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.

RFN has a computerised financial management system, but no proper computerised project management information system. The present system relies very heavily on reporting inputs from the partners. The RFN staff expresses that there is much room for improving the systematic inputs on reporting from the partners, which is mostly of a narrative nature with more focus on activities than on results with corresponding indicators.

The annual report from RFN to Norad reports meticulously on the indicators set out in the Framework Agreement for each result. The reporting is mostly narrative. Some of the indicators are performance indicators and several are quantified. Other indicators are outcome and impact indicators. The narrative style of reporting explains quite well what is being achieved or not achieved and provides good explanations. However, there is scope for improving this reporting by applying synthesised overviews and more quantified information on the different indicators.

RFN seems to be well in command of the management and control of the activities which are being implemented jointly with its partners. This is ensured by a “hands on” management style of the project coordinators with very close contacts with the contract partners.

RFN’s reporting to Norad and the extent to which it gives a true picture of partner and provides Norad with an adequate basis on which to assess further support.

As already stated, it is the view of the Review Team that RFN’s reporting to Norad is of good quality – with the comments made above. Through the visit to DRC and the partners there, the Team was able to observe that RFN reports adequately on their partners and what was achieved in the country.

RFN’s capability of adapting goals and means to each other, and adapting means and goals to the situation and the context.

RFN is an organisation working almost exclusively with organisational capacity building and strengthening of civil society. This means that it is probably easier to adapt goals to means and the other way around than for organisations more involved with investments for development on the ground.

5.2. Recommendations

The current Framework Agreement between RFN and Norad terminates by the end of 2007. RFN will apply for a new agreement. The basis for this will be the new RFN strategy for 2008 – 2017. It is the view of the Review Team that the new strategy constitutes a solid basis for drawing up the new agreement. Nevertheless, this review has revealed that there are some areas with scope for improvements.

Structure, organisation and management

It is the view of the Review Team that it will be difficult to maintain the same flat structure of the RFN's organisation in the future. It is recommended that RFN undertakes an organisational assessment of what the envisaged expansion will imply in terms of:

- RFN internal structure
- Organisation of responsibilities, tasks and communication
- Work methods and administrative procedures

It is recommended that RFN considers the need to strengthen its resources working on administration.

It is the view of the Review Team that the Board is playing an important role in guiding RFN on issues of principle. With the envisaged expansion of RFN it seems that RFN may benefit from more involvement of the Board on management issues. It is recommended that the Board and the RFN administration look into whether and if so how the Board may adopt more of the control functions boards usually exercise.

RFN has a well qualified staff. It is not suggested to change the professional profile of this, but it is recommended that RFN should make more efforts to encourage its staff to profit from RFN's policy to support staff in upgrading and updating their skills.

Revenues

This review has shown that RFN has a rather solid financial base. However, the envisaged expansion will require RFN to increase its counterpart funding. In order to do so it will be important for RFN to vigorously pursue different possibilities for funding, particularly private sources, but also funding from other Nordic countries and international organisations and foundations.

Planning, monitoring and reporting in cooperation with partners

It is envisaged that as part of the preparation of the new frame agreement with Norad RFN will have to operationalise the part goals in the new strategy to allow for the monitoring and reporting on the achievements of these. The Review Team would like to make the following recommendations:

- Some of the part goals are actually formulated as expected results. It is therefore a question to what extent it is conducive to formulate many new expected results under each of the part goal, or whether it is more conducive to consider the part goals as expected results and then formulate indicators for each of these. It is recommended that in the Framework Agreement with Norad the part goals are used or reformulated as expected results and that an effort is made to limit the number of indicators for each of these.
- It is recommended that when formulating indicators for the part goals or expected results both performance indicators as well as outcome and impact indicators are included and to the extent possible quantified.
- It is recommended that a systematic effort is undertaken to identify how every indicator is to be monitored (means of verification)

- Given the nature and methods of RFN's work it is challenging to have baseline data which allow for monitoring of indicators. Nevertheless, it is recommended that RFN establishes baseline information for each part goal in each of the programmes.

RFN's work is primarily institutional strengthening and capacity building for sustainable rights based rainforest management. For this RFN works with contract partners, who then work with other organisations and local communities. This is a very long and complicated chain when it comes to monitoring and reporting on results. The most important link in this report chain is the contract partner. It is recommended that RFN spends more time with each contract partner on building up a coherent system for monitoring, which takes into account how the achievement of selected RFN part goals is being achieved through the different activities undertaken by the partner at different level.

RFN does not have a project manual, but has started work on this. It is recommended that RFN makes an effort to finish such a manual. It should describe all aspects of project planning, implementation, monitoring and reporting at head quarters and partner level. It should be shared with all partners as an enclosure to project contracts.

Selection of partners

RFN has a commendable way of selecting contract partners. RFN then relies very much on how and with whom the contract partners work. In some countries there is much discussion on the legitimacy of indigenous peoples' organisations. It is recommended that RFN maintains an open ended and inclusive approach in their selection of local partners to avoid detrimental discussions on partners' legitimacy.

RFN local community activities

It is recommended that RFN continues and strengthens its resource mapping and resource based planning at community level. RFN should also explore how it may support non timber based forest alternative income activities, particularly in communities where participatory mapping and planning have taken place

Some special recommendations

- The new strategy now has a statement on gender. It is recommended that RFN makes this explicitly clear to all its contract partners.
- When RFN supports activities which require technical skills (e.g. participatory mapping) RFN should strengthen its quality control of inputs (both people and equipment), the training provided and the results achieved.
- RFN should consider how it may more actively use the ILO convention 169 as a means for promoting the rights of indigenous peoples in different countries.
- Approach WWF – Congo through WWF Norway and WWF International with a view to gain acceptance for presence of indigenous peoples in protected areas.

ANNEXES

GUIDELINES FOR ORGANISATIONAL REVIEWS OF NORWEGIAN NGOs THAT RECEIVE FUNDING FROM NORAD.

March 2007

Introduction and objective

In its remit, the Norwegian Agency for Development Cooperation (Norad) has been assigned responsibility for ensuring that organisations receiving financial support demonstrate achievements at an efficient and rational level in relation to the goals set by the organisation for the Norad-financed work.

For several years, Norad has carried out assessments, studies and evaluations as part of its quality assurance of the organisations' aid efforts, but their competence in the aid field and their administrative capacity have often been assessed without visiting the organisations' local partners. The form in which aid is given has changed significantly and today, greater emphasis is placed on the partner organisations' (in the South) active ownership and participation in the planning and implementation of projects and programmes. Moreover, the requirements are more stringent with respect to efficiency and focus on results in development work, and there is sharper focus on learning and the development of capacity. As a consequence of being granted extended authority, within current political framework and guidelines, the organisations are faced with heavier responsibility. The template for reviewing organisations shall reflect these changes. A review shall thus through its assessment of the organisation's capacity to reach agreed goals, establish a base for administrative simplification and strengthening of the cooperation with the organisations at a policy and thematic level.

The present guidelines, which present a modification of guidelines used during the last 12 months, provide information about how Norad will carry out systematic organisational reviews of Norwegian NGOs which receive funding from Norad. The guidelines have primarily been drawn up for use in reviewing organisations with cooperation agreements, but, if necessary, they can also be used in connection with organisations which enter into one-off agreements with Norad.

The guidelines describe the various phases of a review and they provide a template for the Terms of Reference for such reviews. The guidelines are intended to contribute to having reviews carried out in a uniform manner, so that comparisons can be made and common lessons learned.

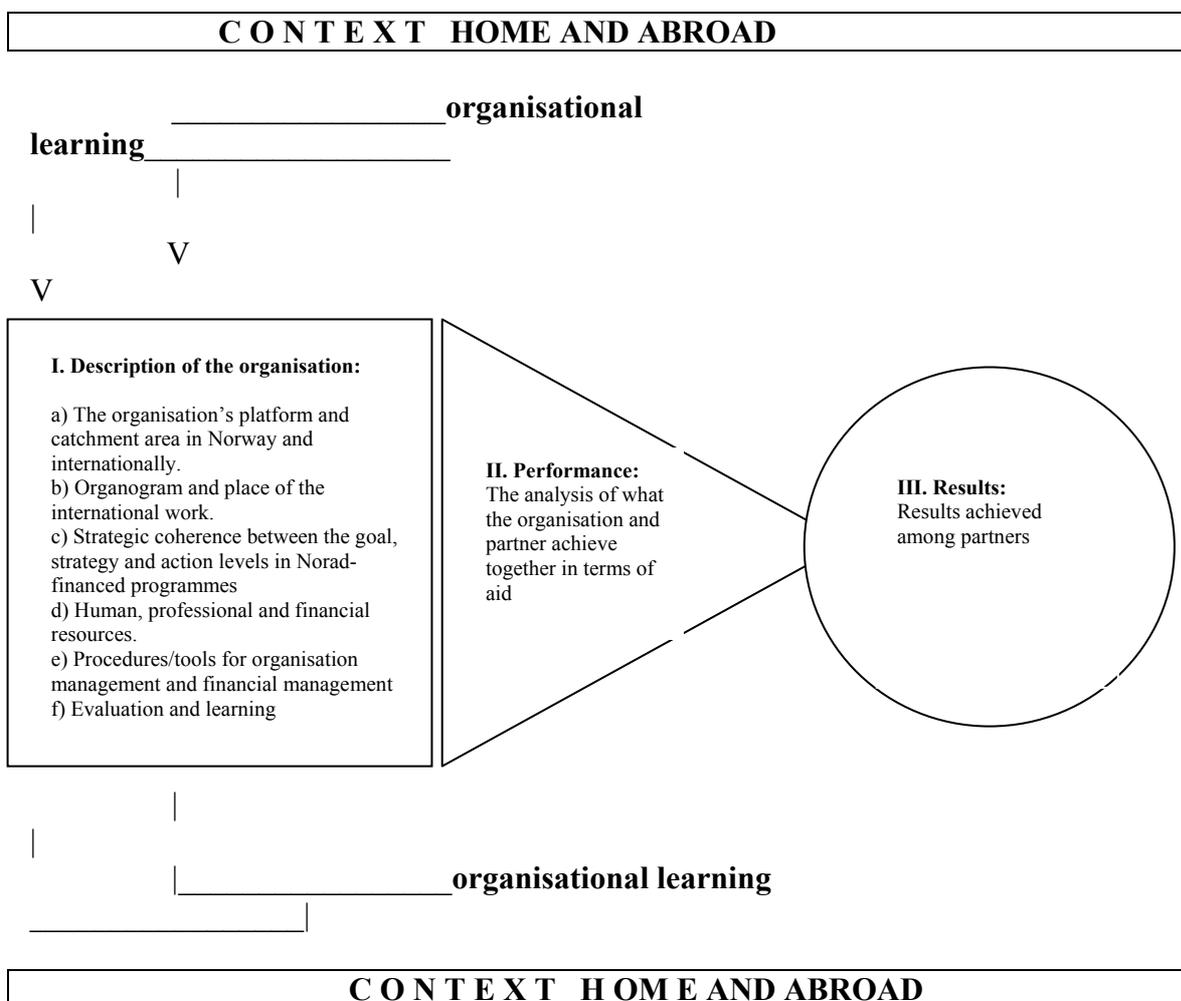
The guidelines are valid from April 2007.

TERMS OF REFERENCE (ToR)

Organisational Performance Review of Rainforest Foundation Norway

1. Model for work on the organisational review

In the figure on the following page, the main components of the review are illustrated by an open organisational system in which the different parts are dependent both on each other and on the surroundings. The organisational review will comprise a capacity analysis of the system's performance and find out where its strengths and weaknesses lie. Its performance, which is illustrated in **triangle (II)**, is specified in more detail in section 4 (pp. 8-10). The analysis also requires knowledge about *organisational matters* that must be taken from the **square (I)**, and *the results* achieved in the form of capacity development among the partners, illustrated by the contents of the **circle (III)**. The contents of these sub-figures are also described in more detail in section 4.



An organisational review concentrates on the services the Norwegian organisation delivers. This means services delivered to partners abroad as well as the extent to which the organisation is capable of meeting the terms

and conditions set out in the agreement with Norad. The review will also assess the partner organisations' ability to deliver towards its target groups and its ability to meet with its commitments towards the Norwegian organisation. It is the "*performance of the system for delivery services*" that is to be analysed, not the services themselves. An assessment of the partners' capacity may, however, be illustrated by results among the end-user of the partners' services.

The context at home influences the Norwegian organisation in Norway; the context abroad influences the organisation and partners in their joint work. By context is meant framework conditions which the organisation cannot influence itself, factors it can influence as a result of prolonged purposeful efforts, and factors in its surroundings which it can readily influence.

The organisational review will normally start with a description of the services delivered at different levels in the organisational chain. The description shall be related to the context in question. It shall also provide an overview of the distribution of resources in the organisational chain. As the analysis of the organisation's and partners' services progresses, the causes of the conditions that are uncovered will be examined in more depth, both factors of an organisational nature (**the square box I**), the partners' roles and resources, and factors that can be attributed to the context in which the work is done.

It is important not just to examine the results (**Circle III**) among partners. Also possible consequences of the organisation's and partners' work for other groups in the immediate environs and the local community may be examined. As illustrated by the arrows in the figure, there is continuous interaction between the organisational chain and the surroundings. In this interaction a great deal of communication and learning takes place at different organisational levels between the Norwegian organisation, partners and recipients, which is important to performance.

The capacity analysis of this organisational system shall assess both the services delivered and the quality of the ongoing interaction processes, which will require the use of different kinds of indicators.

The **square (I)** contains the actual description of the organisation, including the organisation's platform, organogram, strategic coherence, human and financial resources and procedures/tools, evaluation and learning.

The analysis of the organisation's ability, together with its local partner, to make use of its resources in order to achieve results takes place in the **triangle (II)**. **The analysis of performance is the most important part of the organisational review.**

The circle (III) contains the results which the organisation achieves together with its partners with respect to the development of the partners'

capacity and aid to final recipients. The results are divided into two parts in order to illustrate that most organisations have the twofold goal of strengthening local partners and thereby strengthening special target groups and/or civil society. The review shall focus on capacity development with the partner. Results with the end-user may serve to illustrate the partners' capacity, but is not subject to separate analysis. In addition to observations, interviews and the material available in the organisation's reports to Norad, the country visits will show whether the results among partners are actually in accordance with the picture painted by the organisation in its reports.

An organisational review shall thus assess an organisation's ability to achieve effective aid given its available financial, human and professional resources and work methods. The main question is whether the organisation – together with its partners – has the capacity and professional expertise required to achieve its goals and implement the measures and programmes supported by Norad or which Norad will support. This presupposes that the organisation is familiar with the socio-cultural context in which it operates and that it has a realistic ambition level for its work. Other important aspects include examining to what extent and how the organisation coordinates its work with other organisations, locally and in relation to the national authorities. And whether it is familiar with and utilises the same guidelines and standards in its work as other players do.

The team's assessment shall take account of Norad's experience of dialogue with the organisation, the annual meeting, country visits, the organisation's follow-up of previous grant letters, participation in various national and international forums etc.

After an overall assessment, Norad should be able to:

- Determine whether the organisation has the required system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.
- Determine whether the organisation's reports to Norad give a true picture of partner and provide Norad with an adequate basis on which to assess further support.
- Determine whether the organisation is capable of adapting goals and means to each other, and adapting means and goals to the situation and the context.

After the review the organisation should be able to:

- Decide the direction of the organisation's further work on development of its capacity.

2. Background

Rainforest Foundation Norway (RF) works in two highly prioritised areas in Norwegian Development Cooperation: Protection of biological diversity and protection of indigenous peoples' rights. RF has considerable experience from development cooperation in South America and South East Asia, and the last few years also from Central Africa (DR Congo).

The organisation is one of few Norwegian organisations with extensive experience of environment related work with a clear rights based approach. RF works for preservation of biological diversity in rainforests, in areas where the diversity is severely threatened by different businesses. Protection of biological diversity is seen as directly linked to meeting indigenous peoples' rights to land and territories and their access to the natural resources they need for survival.

To secure the rights of the local inhabitants is a goal in itself, but also the key to protection and sustainable preservation of the environment and utilization of the resources in the forests. RF's local partners are mainly pro-indigenous and indigenous peoples organisations.

RF has experience working towards national legislative processes. Rights based management of the rainforest and its natural resources presupposes that the legislations secures the territorial rights of the forest people, which again is important to secure local participation in management of natural resources and protection of the diversity of the forest. This is the core of RF's cooperation.

RF Norway was founded in 1989. RF Norway's vision is a world where the environment is protected and the human rights are respected. RF Norway supports projects in Brazil, Peru, Malaysia, Indonesia, Papua New Guinea and DR Congo. All projects are run by local NGOs in the countries themselves and are therefore founded on local capacity and knowledge.

To achieve its goal, RF supports indigenous peoples and other forest peoples that live in and of the forests in their struggle to protect the environment and attain respects for their human and collective rights. RF applies three different approaches to its work:

1. Financial support to local projects in close cooperation with indigenous- and forest peoples in rainforest countries.
2. Working to achieve necessary changes in the policies and practices of governments, international organisations, institutions and companies.
3. Mobilising and strengthening peoples concern and engagement for the rainforest nationally and internationally.

RF Norway has a staff of 18 people. RF has an extensive network of supporters and contacts both in the cooperating countries, in Norway and internationally. The board consists of expertise on rainforest and indigenous peoples issues. RF Norway is part of the international network "Rainforest Foundation International", with affiliates in the United Kingdom and the US. The organisation actively run information- and policy campaigns, and publish their newsmagazine quarterly. RF Norway

receives support from the Norwegian Government, the student's campaign "Operation Work Day" and individual supporters.

The organisation is valued and assessed as a specialized organisation with a clear focus on work against deforestation and the rights of indigenous peoples, both by Norad and the Embassies. RF has a multi annual cooperation agreement (2003-2007) with Norad, and received 32 million NOK for 2007. As RF is seen as a technically solid organisation with good administrative management and capacity, it has received a large increase in funding from Norad the last few years; RF accepted 24 million NOK for 2005 (increase of 4 million NOK from the previous year) and 25 million NOK for 2006.

RF will from 2008 apply for a new long-term agreement with Norad. The previous review was issued 1998/1999 and Norad again sees the need to assess the organisation's systems thoroughly. RF experienced an extensive growth in funding and development work in 2007, as a consequence of the political priority of environment, expressed in the Government's Action Plan for Environment in Development Cooperation. Thus capacity issues should be looked into.

Two external consultants will be hired, including field visits in DR Congo. One of the consultants will be team leader and responsible of writing the report. The work shall be realised within 12,5 weeks, from June to October, including one field visit.

3. Purpose

The purpose of the organisational review is to examine the organisation's ability to provide effective aid. By effective aid in this context is meant:

- The cost-efficient use of funds (that resources used are in accordance with results)
- Relevance to Norwegian political priorities on environment and indigenous peoples in 2007.
- Results in accordance with agreed goals in the multi year agreement.
- Relevance to the partners and the local and national political situation.
- The ability to achieve its own goals.

The review shall assess the organisation's professional, financial and administrative capacity to – together with its partners – carry out programmes that implement the organisation's Norad-financed measures and programmes.

4. The scope of the assignment

The review shall be based on the following reference material:

- The organisation's cooperation agreement and contract with Norad, its policy and strategy for aid work, reviews, annual

reports, website and applications, as well as research-based literature aimed in particular at the areas within which the organisation works, and documents with reference to 'best practices'

- Applicable guidelines for grants to civil society (2001)
- White paper no 35 (2003-2004)
- The grant letter for the year 1
- St. prp.no 1 (2006-2007)
- Norad's strategy towards 2010
- Guidelines: Norway's Efforts to Strengthen Support for Indigenous Peoples in Development Cooperation. A Human Rights-based Approach (2004).
- Norwegian Action Plan for Environment in Development Cooperation (2006)
- Other relevant documents

The organisational review shall form the basis for a general assessment of both RF's reporting to Norad and the quality of the organisation's internal communication. The analysis shall also include an assessment of the head office's organisational structure and dimension in relation to its own functions and tasks. The review shall cover the whole organisational chain from head office to local partner². The work will consist of studying, analysing, concluding and presenting recommendations and proposals for follow-up.

An overview of the factors it will be natural to examine in more detail follows below. It is not intended to be exhaustive, rather a checklist that will have to be adapted in each individual case. Most of the following points involve questions that cannot be answered in chronological order once and for all, but are more recurring questions that will follow the team in its assessments throughout all the phases of the work up until the final report.

Description of the organisation (The square I)

- The organisations catchment area, platform and structure:
 - ✓ In Norway and abroad
 - ✓ Remit, policy and strategy(ies)
 - ✓ Governing bodies, organisational structure and work methods
 - ✓ An organogram indicating the place of the international work
 - ✓ Strategic coherence between the goal, strategy and action levels
 - ✓ The organisation's partners/whether it operates on the basis of partnership (or is self-implementing)
 - ✓ The organisation's procedures for (a) monitoring and (b) formalised dialogue/collaboration with any partners in the South
- Capacity and professional competence

² The local partner can consist of a network of individuals, informal local community groups (CBOs), individual NGOs, NGO networks, government or semi-government organisations. The context in which such players operate is also highly variable, which strongly influences the critical variables for capacity building it will be most relevant to examine in the review.

- ✓ Procedures/tools for organisation management, financial management and the measurement of results
- ✓ Risk analysis of human, professional and financial resources
- ✓ Evaluation and learning
- Other aspects of the organisation which Norad or RF wishes to shed light on
 - ✓ Gender

Performance analysis (The triangle II)

Of the Norwegian organisation

- Policy, strategy and action programme for building partners' capacity:
 - ✓ How and on the basis of what principles does the organisation choose its partners?
 - ✓ To what extent and how does the organisation contribute to strengthening partners?
 - ✓ How does it contribute to the development of partners' knowledge?
 - ✓ How does the organisation endeavour to measure and monitor the attainment of goals?
 - ✓ What success indicators has it established/does it establish?
 - ✓ How is capacity relating to the planned programme checked?
 - ✓ To what extent are partners included in decision-making and strategy processes?
 - ✓ What other roles do the partners have in relation to the Norwegian organisation?
 - ✓ How does communication function between the head office, the organisation in the field and partners?
 - ✓ What are the timeframes for different partnerships? To what extent is an exit strategy prepared, with a view to sustainability?

Of local partners

- The quality of the partner's planning and implementation process:
 - ✓ To what extent are partners and target groups included in the planning and implementation phase?
 - ✓ How much local expertise and resources is mobilised in the programmes?
 - ✓ How realistic are the goals and the planned results during the planning phase?
 - ✓ How are indicators used in the planning phase?
 - ✓ How is risk analyses carried out in the planning phase?

Of both the Norwegian organisation and local partners

- Reporting and evaluation of capacity-building results:
 - ✓ What indicators and other instruments are used to report goal attainment at different levels?
 - ✓ What are the reporting requirements and how are they followed up?
 - ✓ What feedback is given on reports from partners?
 - ✓ What guidance is triggered by feedback on reports?
- Learning in the organisation and by local partners:
- The quality of communication when:

- ✓ A failure takes place in terms of quality and delivery date in relation to contractual obligations.
- ✓ Conflicts and corruption occur.

Results achieved among partners (The circle III)

- What has been achieved in terms of building partners' capacity that can be attributed to RF? This may also be illustrated by results among the final recipients.
- Has this contributed to strengthening civil society? How?
- How are results among the final recipients documented?
 - ✓ What is the level of the results (input, output, outcome)?
 - ✓ To what extent are indicators used in reporting?
 - ✓ How is the risk situation handled during the programmes?
 - ✓ To what extent is the target group involved in the reporting of goals?
- Has Norad's support to RF produced positive (preferable measurable) results for the environment and natural resources (less deforestation, preservation of the rainforests and of the biological diversity, less pollution etc)?

5. Work process and method ³

The main part of the review will be carried out in Norway, where RF Norway has its head office. One country visit will also be carried out as part of the review.

General information about the collection of data/information

The review shall be based on document studies, but also on the use of a self-evaluation form and interviews in order to ensure necessary participation in the process.

The self-evaluation form will preferably be used by board members and employees at head office and country level and possibly others. Interviews, which should be based on an interview guide, can be conducted with a sample of persons at all levels in the organisation, including partners (and possibly target groups or other stakeholders).

The study and documentation phase

The first part of the review will consist of document studies concerning the organisation and its cooperation with and reporting to Norad and its local partner.

The provisional results from this phase shall be presented to Norad and RF (and when applicable to the reference group). The status meeting shall propose focal points for the country visit to DR Congo. DR Congo is seen

3) Two good reference documents as regards organisational analysis are Stein-Erik Kruse's "How to Assess NGO Capacity: A Resource Book on Organisational Assessment", 1999, Bistandsnemnda and "Institutional Assessment and Capacity Development: Why, What and How", produced by EuropeAid for the European Commission, September 2005.

by Norad and RF as a new and important country for RF's development cooperation, with goals of a long term partnership with local partners in line with the Norwegian Action Plan for Environment in Development Cooperation (2006).

Country visits

During country visit focus will be on the quality assessment of the partnership and its capacity to deliver. In addition to conversations with project employees, it will also be necessary to speak to people who are not dependent on the organisation in any way. Examples of such persons are (a) peers, i.e. other players who work within the same field in the same country, and (b) players at the local level, for example residents in areas in the vicinity of where the organisation's activities take place, but who do not benefit directly from the organisation's work.

The team will hold a debriefing with the organisation and its partners before returning from country visits.

Interpretation of the data and observations

The consultant's subjective standpoint shall be explicitly stated in the report, and the methodological approach shall be systematic and analytical. As far as possible, conclusions shall be based on triangulation, i.e. elucidation of the same question from several angles using data from composite source material. The document studies and interviews shall be organised in a manner that ensures they are representative and that the analysis provides a basis for drawing tenable conclusions.

Analysis and conclusion

All assessment of the reliability and relevance of the management of the undertaking and its finances shall be based on documentation.

Recommendation and follow-up

The review shall provide Norad with new knowledge about the direction further cooperation with RF should take. The recommendations shall be structured with this in mind and contain proposals for improvements on which Norad should focus in its follow-up work.

The recommendations shall also contain proposals for measures to improve RF's organisational structure in order to optimise the organisation's aid activities. Otherwise, the team is free to include other recommendations that are deemed to be relevant to furthering the objective of the review.

The team leader is responsible for the final report, but any internal disagreement about its conclusions and recommendations should be stated in the report.

6. Reporting

In order to allow an opportunity for comment and for correction of any factual errors and misunderstandings, the team will send a draft of the final report to RF, local partners and Norad no later than 1st of October with a deadline for responding to the team two weeks later.

Final report

The final report will be structured in accordance with the Terms of Reference. It shall be written in English, contain a summary of approx. 3-4 pages and be maximum 40 pages long. Appendices can be added. 3 printed copies of the final report shall be sent to Norad as well as in electronic format.

RF may on its own or partners' behalf request that information that is considered particularly sensitive with respect to the life and safety of staff be included in separate appendices with restricted access.

Information, presentation and publication

In order to ensure that the report constitutes a good basis for follow-up, the team shall keep Norad's case administrator and (when applicable) the reference group informed about the progress of the work and include them in discussions about important findings, topics and issues before the country visits start, as well as during the concluding phase of the work.

At the request of the organisation or Norad, the team leader shall be available for discussions about recommendations and follow-up points.

As part of the assignment, the team leader and/or consultant shall make two presentations of the final result two months after the report is completed. One of the presentations will be made at RF's head office or other expedient venue, while the other will be made at a half-day seminar for RF and Norad personnel.

The report will normally be published on the internet. In special cases, and subject to relevant legal provisions, parts of the report may be exempted from general publication.

7. Time schedule and budget

Time schedule

The work will commence in June 2007.

The consultants, Norad and RF will meet the 13th of August to discuss the consultants' plans for solving the Terms of Reference. This will replace the inception report.

Draft final report will be presented no later than 1st of October 2007.

Final report will be presented no later than 22th of October 2007.

Budget

Budget is found as a separate appendix and includes two consultant's work within 12,5 weeks, from June to October, including one travel for two consultants.

LIST OF PEOPLE MET

Erling Eggen	Senior Advisor	Norad
Tone Slenes	Advisor	Norad
Gunvor Sckanke	Deputy Director	Norad
Helle Biseth	Advisor	Norad
Turid Arnegaard	Senior Advisor	Norad
Lars Løvold	Director	Rainforest Foundation
Yngve Kristiansen	Deputy Director	Rainforest Foundation
Anders Krogh	Project Coordinator	Rainforest Foundation
Anja Lillegraven	Project Coordinator	Rainforest Foundation
Hege Karsti Ragnhildstveit	Project Coordinator	Rainforest Foundation
Ingelin Årseth Ladsten	Project Coordinator	Rainforest Foundation
Lionel Diss	Project Coordinator	Rainforest Foundation
Maria Guzman-Gallegos	Project Coordinator	Rainforest Foundation
Nils Hermann Ranum	Project Coordinator	Rainforest Foundation
Rune Paulsen	Project Coordinator	Rainforest Foundation
Vemund Olsen	Policy	
Rune Paulsen	Project Coordinator	Rainforest Foundation
Siri Nerland	Administration	Rainforest Foundation
Torkjell Leira	Project Coordinator	Rainforest Foundation
Trond Berget	Project Coordinator	Rainforest Foundation
Jan Thomas Odegard	Former Coordinator	Rainforest Foundation
Regine Andersen	Chairperson, Board	Rainforest Foundation
Anne Hege Simonsen	Vice Chairperson, Board	Rainforest Foundation
Axel Borchrevink	Board member	Rainforest Foundation
Tormod Vaaland Burkey	Board member	Rainforest Foundation
Jon Magnar Haugen	Board member	Rainforest Foundation
Trygve K. Norman	Board member	Rainforest Foundation
Trond B. Solvang	Board member	Rainforest Foundation
Cath Long	Programme Director	Rainforest Foundation UK
Baudouin Hamuli	Directeur Général	CENADEP, Kinshasa
Joseph Bobia Bonkaw	Coordonnateur des Programmes	CENADEP, Kinshasa
Théophile Gata Dikulukila	Conseiller en foresterie	CENADEP, Kinshasa
All staff	CENADEP	CENADEP, Kinshasa
Didace Pembe Bokiaga	Minister of Environment	Ministry of Environment
Cyrille Adebu	Chargé des Programmes	OCEAN, Kisangani
Willy Loyombo	Président	OSAPY, Kisangani
Richard Lokoka	Mapping Specialist	OCEAN, Kisangani
Joseph Bangakya Angaze	Vice-gouverneur	Eastern Province, Kisangani
Mr. Somwe	Coordonnateur de l'Environnement	Eastern Province, Kisangani
Celestin Bagomoyo	Secrétaire Exécutif du Gouvernement	Eastern Province, Kisangani
Faustin Lokinda	Président de la commission	Eastern Province,

	de l'environnement	Kisangani
Mr. Honore	Directeur Provincial	Eastern Province, Kisangani
Members of the Comité d'Orientation	RRN	Eastern Province, Kisangani
Villagers	Alibuko	Eastern Province
Alphonse Muhindo Valivambene	CREF	North Kivu, Goma
Esthere	CREF	North Kivu, Goma
Lievin Shakanya	CREF	North Kivu, Goma
Villagers	Rubare Town	North Kivu
Jean de Dieu Wasso Milenge	Coordonnateur	Programme Africapacity, Bukavu, South Kivu
Adrien Sinafasi Makelo	Coordonnateur	DIPY, Bukavu, South Kivu
Adolphine Muley	Coordinatrice	UEFA, Bukavu, South Kivu
Pacifique Mukumba Isumbisho	Directeur Executif	CAMV Bukavu, South Kivu
Members of the Comité d'Orientation	RRN	South Kivu Province
Jef Dupain	Director	African Wildlife Foundation
Maxime Nzita	Deputy Director	African Wildlife Foundation
Kankonde Mukadi	Consultant Foret et Conservation	The World Bank, Kinshasa
Franck Kapa Batunyi	Expert Forestier National	FAO
Sebastien Malele Mbala	Directeur	SPIAF
Muzong Kodi	Associate Fellow	Chatham House

STRUCTURE OF FRAMEWORK AGREEMENT

RFN VISION					
RFN GOAL					
RFN MISSION					
RFN THEMATIC TARGET AREAS:					
1. SUSTAINABLE USE OF RAINFOREST RESOURCES	2. STRENGTHENING OF FOREST PEOPLES' RIGHTS			3. STRENGTHENING OF CIVIL SOCIETY	
OBJECTIVE TARGET AREA 1:	OBJECTIVE TARGET AREA 2:			OBJECTIVE TARGET AREA 2:	
EXPECTED RESULTS TO ACHIEVE OBJECTIVE 1	EXPECTED RESULTS TO ACHIEVE OBJECTIVE 2			EXPECTED RESULTS TO ACHIEVE OBJECTIVE 3	
SPECIFIC PROGRAMMES:					
AMAZON REGION: Program 1	AMAZON REGION: Program 2	AMAZON REGION: Program 3	SOUTH EAST ASIA Program 4	CENTRAL AFRICA Program 5	GLOBAL Program 6
PROGRAM OBJECTIVE	PROGRAM OBJECTIVE	PROGRAM OBJECTIVE	PROGRAM OBJECTIVE	PROGRAM OBJECTIVE	PROGRAM OBJECTIVE
EXPECTED RESULTS (3)	EXPECTED RESULTS (2)	EXPECTED RESULTS (3)	EXPECTED RESULTS (5)	EXPECTED RESULTS (5)	EXPECTED RESULTS (9)
INDICATORS FOR EACH RESULT	INDICATORS FOR EACH RESULT	INDICATORS FOR EACH RESULT	INDICATORS FOR EACH RESULT	INDICATORS FOR EACH RESULT	INDICATORS FOR EACH RESULT

FINANCIAL KEY FIGURES – FRAMEWORK AGREEMENT NORAD

Table 1 Budget Norad Framework Agreement 2003 - 2007

	Total budget 2003 – 2007 (including RFN and Norad)	
	NOK	%
Amazon	40 384 000	33,5
South- East Asia	38 114 000	31,2
Central Africa	844 500	0,70
Global	21 355 000	17,7
Plan reserve	19 722 000	16,4
Total	120 320 000	100,0

Table 2 Expenditure Norad Framework allocation in 2006

	NOK	%
AMAZON		
Sustainable management of rainforest in Amazonas		
• Brazil	2 286 000	
Rights based management of rainforest in Amazonas		
• Brazil	1 007 402	
• Peru	1 262 532	
Capacity building and institutional development		
• Brazil	4 992 151	
Total Amazonas	9 548 085	31,1
SOUTH EAST ASIA		
Rights based management of rainforest in South-East Asia		
• Papua New Guinea	5 230 021	
• Indonesia	6 261 884	
• Malaysia	838 510	
Total South East Asia	12 330 415	40,2
CENTRAL AFRICA		
Rights based management of rainforest in Central Africa		
• Congo	4 739 889	
Total Central Africa	4 739 889	15,5
GLOBAL CONDITIONS FOR SUSTAINABLE RAINFOREST MANAGEMENT		
Rainforest biological diversity	2 650 000	
Partner network	1 409 828	
Total Global	4 059 828	13,2
TOTAL	30 678 217	100,0

RFN REVENUES AND EXPENDITURES

Table 1 RFN revenues and expenses

	2 003	2 004	2 005	2 006	2007
Operating revenues					
Earmarked contributions	23 574 253	28 704 239	28 442 626	39 333 904	62 545 000
TV campaign 96	720 802	1 047 812	1 239 117	1 554 458	0
Transfers from last year	2 223 854	1 744 722	2 303 597	686 281	490 556
Provisions for next year	-1 744 682	-2 303 597	-686 281	-490 556	- 490 000
Fund raising private donors	2 095 176	2 727 807	3 365 172	4 104 787	3 600 000
Fund raising companies and others	582 238	1 227 244	1 140 778	829 165	1 750 000
Total operating revenues	27 451 641	33 148 227	35 805 009	46 018 039	67 895 556
Operating expenditures					
Personnel costs	1 283 150	1 864 595	2 840 916	3 207 077	3 885 000
Office expenses	722 638	1 027 875	1 356 044	1 390 959	1 810 000
Information and PR	1 825 513	1 818 852	1 101 278	1 372 477	2 725 000
Project costs	22 386 880	27 040 593	28 917 809	38 142 877	57 649 000
Total operating expenses	26 218 181	31 751 915	34 216 047	44 113 390	66 069 000
Balance	1 233 460	1 396 312	1 588 962	1 904 649	1 825 556

Table 2 Earmarked contributions 2006

Frame agreement Norad	19 800 000
Africa allocation Norad	5 200 000
Indigenous Peoples' Program Norad	7 560 000
Information Norad	920 000
Operation Dagsverk (OD)	6 781 844
Rainforest Foundation Fund	1 018 757
Ministry of Environment	150 000
Other	473 000
Transferred back to Norad and (OD)	-2 569 697
	39 333 904

Table 3 RFN fund raising and equity 2003 - 2007

	NOK
Totalt innsamling	21 920 700
Innsamlingskostnader	-8 928 849
Netto innsamling	12 991 851
TV-midler	4 076 389
Andre (Operasjon Dagsverk og lignende)*	14 418 418
Egenandel i hht Noradrapport	23 283 991
Overskudd Regnskogfondet	8 570 093
Driftsfond	2 646 000
Prosjektfond	9 676 000
Total egenkapital	13 322 000

SUMMARY DESCRIPTION OF RFN'S PROGRAMMES

6. AMAZON

Brazil

RFN started activities in the Amazon Region through a partnership with the Brazilian NGO Instituto Socioambiental (ISA) in 1989. The cooperation has included policy partnership, but also field projects in a number of indigenous territories throughout the country. From the start, the Xingu Indigenous Territory (an area of some 27 000 km² established in the 70's) became an area of concentration of efforts. This territory, which is now the homeland of 14 indigenous (Indian) groups, some that are not native to the region, but have been moved there following road development, has a population of approximately 5000 people. Xingu has for many years been a showcase for Brazilian efforts towards her indigenous peoples, through the state agency FUNAI. However, the efforts by RFN, particularly the demarcation of the territory and the supervision of boundaries, but also establishment and capacity building of the local indigenous organizations together with sustainable use of non- timber forest resource for income generation, have been decisive for development in this Indian Territory.

Later, activities expanded into several other areas in Brazil, notably Rio Negro where educational efforts in the vernacular languages were undertaken among 22 different indigenous groups with a total population of 30 000 people.

Also in the very large Yanomami territory in northern Brazil, culture sensitive education and support to organizational efforts have been carried out by RFN among some 12 500 Yanomami people, and has concentrated on education of Indian teachers as well as the development of vernacular curricula. This programme element has later been closed down as far as RFN financing is concerned and has been taken over by local authorities.

In Eastern and North- Eastern Brazil RFN has in the same manner supported education among Timbira and Wajapi Indians in two separate areas.

Finally, in the extreme Western part of the country, in the Acre province on the border to Peru and Bolivia RFN has undertaken education, organization building and supervision of Indian territories among a number of indigenous groups like Ashaininka, Manchinir and Kaxinawa. Some years back RFN also supported a project attempting to develop economic alternatives for rubber tappers in the Chico Mendes extractive reserve, after the bottom fell out of the Brazilian rubber market. This project has later been closed down.

Peru

In Peru activities started in 2004 with particular emphasis on protecting the homelands and rights of isolated Indian groups (i.e. Indian groups that have chosen to live in voluntary isolation without contact with the Peruvian society at large). There are some 350 000 Indians in the Peruvian Amazon, but only a minority of these live in

isolation. They are dispersed in separate cultural groups, mainly in the Javari valley bordering Brazil, but also in Northern Peru. On the Brazilian side of the border in the Javari valley, there is already a large indigenous territory, and much effort has been done by RFN to create an adjacent indigenous territory in this area on the Peruvian side of the border.

Under the 5 year cooperation agreement with NORAD (2003- 2007), all these activities have been have been organized into 3 specific programmes;

Pilot experiences for sustainable development in the Amazon rainforest
Rights based rainforest management in the Amazon
Capacity building and institutional development for partners in the Amazon.

For all these programmes, a number of results with indicators have been developed and reported on throughout the agreement period.

The total budget for the agreement period has been approx. 50 mill. NOK.

Norad's Indigenous Peoples Programme.

In January 2006 RFN assumed responsibility for this programme on behalf of NORAD. The programme had then been implemented for a number of years in Peru and Paraguay with 10 separate projects and 8 local partners, also in the Peruvian highlands. However, as from 2004 NORAD decided that continued activities in Peru under this programme should be concentrated in the Amazon. The annual budget stands at some 9.5 mill. NOK.

Amazon Programme - Ministry of Foreign Affairs (MFA)

In 2007 RFN also applied for and was granted a large programme for the Amazon Region by MFA. The main thrust of this programme is to establish and secure large contiguous Indian Territories, partly within the various countries, and partly transboundary areas in the Amazon region. These include the following: Xingu basin. This is planned as a northwards extension of the Xingu and Mekragnoti Indian territories following the Xingu catchment area almost to the confluence of the Xingu River with the Amazon river. Vulnerable areas have been defined in the border areas of Brazil, Peru and Bolivia. The North- Corridor is being planned including large areas in Brazil, Colombia and Venezuela. Finally the Guiana shield will include border areas in Brazil, Surinam, French Guyana and a smaller area in Guyana. All these areas are very large, and some are planned to become upwards of 500 000 km². Needless to say, this plan is very ambitious, and will require all the RFN and their partners can muster in terms of negotiation skills with governments in the various countries that are concerned. The budget for this programme for 2007 is 12 mill. NOK

7. ASIA

The Asia component covers activities in Indonesia, Malaysia and Papua New Guinea. For the purpose of the NORAD Agreement (2003-2007) all activities are subsumed under a single programme, namely programme no. 4, "Rights based Rainforest Management in South- East Asia"

As this programme thus covers three countries with very different conditions and many different planned results, it is in fact challenging to get a proper overview from the annual reports. Some crucial elements of work in the three countries are given below.

Malaysia:

Besides local organizing and educational efforts, bringing conflicts over land rights before the courts has been a measure towards securing rights for local populations. There has been considerable interest in the press on environmental and indigenous issues, but the government remains very defensive to all criticism. Generally speaking the repressive political system in the country is a great obstacle towards progress in the programme.

Indonesia:

Indonesia has undergone a democratization and decentralization process since the fall of the Suharto regime in 1998 which RFN and partners have tried to capitalize on. Partners have made some progress in bringing cases before the courts, and one case of illegal logging has been successfully litigated under the corruption law (the first of its kind). Following initiative from partners, media show considerable interest in environmental and indigenous issues in the country. Partners are also lobbying in relation to a possible new Forest Law pending in Parliament, but the outcome is uncertain. Local organizing is widening and yielding results. An indigenous newspaper is being published in the vernacular language. Indigenous rights within and around a National Park (Bukit Duabelas in Sumatra) has been secured and income generating activities among this group is being developed. Work on securing other local indigenous groups rights to land and resource use is in progress in the teeth of stern opposition from central and local authorities.

Papua New Guinea:

The country is peculiar in that it has very progressive forest laws in place. All forests in the country belong in principle to the local people who live in and around the forests. That is however the theory, and practice looks somewhat different. Foreign logging companies are encouraged by the authorities to establish themselves and will often buy cutting permits from local communities for a pittance. The measure of bringing bogus agreements before the courts is therefore important, and has met with some success, although mostly in cases of limited importance. RFN has for some years developed alternative (to logging) income generating activities on the Meaningless Plateau, and are now planning to expand such activities into new areas.

The total budget for the Asia programme under the existing NORAD agreement has developed from some 6.6 mill in 2003 to 13 mill in 2007.

In the new strategy (2008- 2017) activities in South East Asia have been organized differently in that activities in Malaysia and Indonesia have been consolidated in one programme, whereas activities in Papua New Guinea (Oceania) will be defined under a separate programme. Presumably this will bring more clarity to reporting.

8. AFRICA

The Africa component which in practical terms covers the Democratic Republic Congo(DRC) is the newest RFN programme, and was started in 2003 under the name Programme 5: “Regional survey, assessment and pilot experiences for protecting the rainforest in Central Africa”. Originally the budget was some 500 000 NOK.

This programme came about through a concerted effort by the Rain Forest Foundation UK (RFUK) and RFN back in 2002. A joint trip to both Cameroon and DRC revealed potentials and openings for activities, particularly in DRC following the end of the civil war and relative peace. A crucial discovery was the fact that DRC had adopted a new Forest Law in 2002, and also that the government introduced a moratorium on granting new forest cutting rights that same year. RFN and RFUK organized a one week workshop in DRC in November 2003 to discuss the new law. The workshop was attended by a large number of NGOs from all over the country, and became the starting point for partnerships and intense collaboration on forestry and indigenous issues which lasts to this day.

Activities have included lobbying at the national level with a view to include local populations in the implementation of the new forest law, and in particular the indigenous people in DRC, the pygmies. A number of policy demands were developed, and also denouncement of great shortcomings in the planned implementation of the law. This also included blatant breaches on the moratorium on granting new cutting permits. In order to be better equipped for such lobbying, activities have also been realized at local levels in all 11 provinces through collaboration with partners organized in so-called focal points. These organizations have in their turn built up networks of local NGOs at lower administrative levels (territories).

The publication of a guide to the new Forestry Law (Guide Code Forestier), has been a major effort with effects far beyond the forestry community. The guidebook has been published in all the four main national languages, Kikongo, Lingala, Tsiluba and Swahili, and has been disseminated very widely in the country. In fact, during the consultants visit to Congo, we were told that this document was the most widely spread, read and understood of all documents having an official relevance in that country.

At the local level initial participatory mapping with villagers has been another important activity. In these exercises technicians from partners have worked with villagers to identify customary forest use areas and produce maps of them. A methodology starting with drawing soil maps, later to be transferred to paper was applied. All reference points on the maps were thereafter identified in the field through the use of GPS, again with the villagers who thus learned how to use relatively sophisticated equipment. It is also envisaged that such maps, of which a score of drafts have already been produced, could be used in the national lobbying process, particularly with the aim to convince the government (and the World Bank) that a zoning plan for the forests of the country should be carried out as a first step in the implementation of the new forest law.

One important aspect of the new law is the planned conversion of the earlier cutting rights

“ titres forestiers”(by logging companies) into concessions.

The rationale for demanding that the zoning of the forests should have priority in the entire process is that only thus can customary users’ rights be taken into account. Earlier cutting rights have more often than not been superimposed on villagers’ customary lands and traditional hunting and gathering grounds for the pygmies. The participatory mapping is seen as a powerful tool and input into the zoning exercise in order to ensure that the new concessions are not imposed on such traditional rights.

One of the more spectacular preliminary results has been the success by pygmies’ organization to involve the World Bank Inspection Panel concretely to evaluate World Bank intervention in DRC. In fact preliminary conclusions of this evaluation agree that the complaints are legitimate.

Also, RFN was able to approach the Nordic/Baltic Executive Director in the World Bank. to withdraw from the vote for a loan to DRC’s forest reform. However, the loan was subsequently granted

The budget for this programme has expanded very dynamically over the years, from a mere 500 000 NOK in 2003 to nearly 8 mill. NOK in 2007.

9. POLICY

Policy work is defined as a separate programme in RFN, although many policy elements are also being addressed under the regional programmes as will be seen above. Policy work has been recognized as very important in the new (2008-2011) Strategy, and is in fact now listed at programme no. 1.

An attempt is made to avoid duplication of efforts in that the policy programme will engage in support of indigenous groups that are not addressed in other programmes and project work. However, the policy staff in RFN act as resource persons to programme staff in such efforts.

Ever since its inception, RFN has been lobbying actively vis a vis Norwegian authorities in order to increase efforts on environment and indigenous peoples in Norwegian development cooperation. RFN has been able to maintain its strategic vision over the years irrespective of fashions and changing “buzzwords” in the development industry. Thus, despite varying understanding and financing will from government donors (NORAD; MFA and the Ministry of Environment (MOE), RFN has been able to expand budgets steadily over the years. Another important achievement has been the decisive inputs into government white papers and other strategy documents on environment and indigenous peoples’ rights.

Norwegian authorities lend an easy ear to advice from RFN on the area of their concern. This is particularly true of the new Red/Green government, although earlier regimes have also cooperated to a varying degree. Prior to sessions in international conventions RFN has been able to give input, and the same has been the case as far as government White papers and other official documents are concerned. Recently and noteworthy was the input into the document “Environment in Development Cooperation” which RFN prepared together with WWF and the Development Fund.

Altogether RFN has pressurized the Norwegian government to greatly enhance efforts in support of indigenous peoples world wide. This has also translated into increased financial support from the government to RFN itself, particularly for the budget year 2007.

Using the UN Human Rights Convention and Norway's dialogue with Indonesia on such issues RFN has been able to develop leverage in relation to the rights of indigenous peoples in Indonesia.

In its policy work, RFN has successfully used the media and has been able to build a well recognised profile in the public eye.

Lobbying at the international level has been more sporadic and has not yielded the same results. RFN has participated in some international conferences and conferences of Parties to Conventions, notably CBD, but not very systematically. Lately RFN participated in a CITES meeting together with a Peruvian partner and was instrumental, in cooperation with Norwegian authorities, to list Mahogany (*Swietenia macrophylla*) on appendix A of CITES.

Cooperation in the Nordic and European theatre of action has proved cumbersome apart from the close cooperation with RFUK in DRC.

In cooperation with Peruvian partners RFN also launched a case to the US Court of Trade on the (irregular) import of mahogany from Peru to the US.

RFN has been critical towards the existing forest certification schemes, including FSC, but particularly the Malaysian scheme MTTC. This resistance has been noted internationally, and the Malaysian authorities have visited Norway twice in order to sway RFN and Norwegian authorities to accept the scheme. (Needless to say, to no avail).

Civil society in cooperating countries

The efforts to protect the rights of local populations and forests have had ramifications well beyond the primary concerns of RFN, and has no doubt had profound effects on building civil society influence in cooperating countries. This is particularly manifest in the use of networks which has mobilized a wide range of civil society organizations. Sometimes such activities take place in the teeth of strong resistance from central governments. Malaysia is a case in point here. In other cases, new democratic departures in many countries have opened up the field for more civil society involvement, and RFN and partners have been quick to capitalize on such opportunities. Indonesia and DRC would be typical examples. The major policy breakthrough in DRC is described under the Africa programme above. In the other countries, Brazil, Peru and Papua New Guinea, democratic structures have existed for some time, although the degree to which the governments are progressive and favourable to the cause of RFN varies, Brazil being at the positive side of the spectrum, Peru and Papua New Guinea less so. The support to a Brazilian NGO in order to successfully safeguard the Atlantic forest in that country should be mentioned.

In all countries partners make maximum use of the media, and have more often than not had good coverage. Both in Indonesia and DRC, partners publish their own regular newspapers or newsletters, and such departures have had undisputed impact on civil society mobilization.

Also, partners have taken care to include women in training and awareness raising activities, thus given impetus to gender mobilization. Particularly among local villagers and indigenous peoples women are often doubly marginalized. It is therefore increasingly important to include them in activities. This in itself is a contribution to building civil society.

The “Timber Campaign”

For a number of years RFN has run a campaign to stop or at least reduce the import of tropical timber to Norway. The campaign has partly been aimed at the authorities in order to introduce a ban on such imports, and partly on the private sector, both wholesale importers as well as retailers, to reduce the volume of such products. (typically garden furniture etc).

The campaign has met with relative success in that the overall import has been reduced. One difficult aspect of this work is that much as RFN in theory will accept timber that has been harvested in a sustainable manner, it does not trust existing certification schemes that guarantee such sustainability.

The policy programme in RFN envisages new departures in future, and an expansion of activities, both geographically and thematically and in terms of catchment areas. The Nordic and European theatres have proved very difficult, and no significant results have been achieved in terms of halting import of tropical timber into these markets. Cooperation with Norwegian authorities on EU related policy approaches would seem important in this regard, particularly the EU FLEGT exercise. More decisive action vis a vis international agreements and instruments like CBD, CITES, ITTO and the UN Permanent Forum on Forests would seem pertinent.

NAME OF PARTNERS AND PROJECTS

NAME OF PARTNER	NAME OF PROJECT	COUNTRY
CCPY (Comissão Pró-Yanomami) Støttekomiteen for Yanomami	Utdanning for Yanomami	Brasil
ISA	Skog og Biodiversitet	Brasil
CTI (Centro de Trabalho Indigenista) Senter for Urfolkspørsmål	Deltakende forvaltning av Javari-dalen	Brasil
CPI-Acre Comissão Pró-Índio do Acre (Indianerkomiteen i Acre) og	institusjonsutvikling og tospråklig utdanning	Brasil
OPIAC (Organização dos Professores Indígenas do Acre - Organisasjonen for indianske lærere i Acre).	Institusjonsutvikling og tospråklig utdanning	Brasil
ISA (Instituto Socioambiental)	Utdanning i Rio Negro	Brasil
FOIRN – Føderasjonen av Indianske Organisasjoner i Rio Negro)	Utdanning i Rio Negro	Brasil
AEITU (Organisasjonen for den indianske Tuyuka-skolen)	Utdanning i Rio Negro	Brasil
ACEP (Org. for den indianske Pamaali-skolen)	Utdanning i Rio Negro	Brasil
ISA (Instituto Socioambiental)	Xingu-programmet	Brasil
ATIX (Organisasjonen for ufolk i Xingu)	Xingu-programmet	Brasil
ISA	Skog og Biodiversitet (fortsettelse)	Brasil
RCA (Rede de Cooperação Alternativa) Regnskogfondets partnernettverk i Brasil	RCA - partnernettverket i Brasil	Brasil
Iepé - Instituto de Pesquisa e Formação em Educação Indígena (- institutt for forskning og indiansk utdanning)	Kompetanseheving og institusjonsutvikling for wajäpi-indianerne.	Brasil
Yayasan Citra Mandiri	Styrket kulturell identitet og demokrati i Mentawai distrikt	Indonesia
Aliansi Masyarakat Adat Sulawesi Tengah- AMASUTA	Skog og rettigheter	Indonesia
Yayasan Pendidikan Rakyat - YPR	Skog og rettigheter: Styrking av folk i Kamaliss stilling	Indonesia
Yayasan Merah Putih Palu- YMPP	Skog og rettigheter: Anerkjennelse av tau ta'a folket	Indonesia
Perkumpulan Pembaharuan Hukum - HUMA	Enhancing Community Participation in forest law reform processes in Indonesia	Indonesia
Komunitas Konservasi Indonesia WARSI	Education and resource management for Orang Rimba	Indonesia
Wahana Lingkungan Hidup Indonesia- WALHI	Enhancing Popular Support for Fundamental Reform of Natural Resource Management in Indonesia	Indonesia
Borneo Resources Institute - BRIMAS	Indigenous Peoples Legal Advocacy Program	Malaysia (delstaten Sarawak)

Center for Environmental Law and Community Rights, CELCOR	Promoting community based property rights and environmental law in Papua New Guinea	Papua Ny Guinea
Partners with Melanesians	Managalas conservation area support project	Papua Ny Guinea
Environmental Law Centre, ELC	Litigation support for freedom of speech and legal rights	Papua Ny Guinea
AIDSESEP - Asociación Interétnica de Desarrollo de la Selva Peruana	Beskyttelse og forsvar av isolerte urfolk i peruansk amazonas	Peru
Shiani (Urfolksprogrammet NORAD) og FENAP - Federación Nativa de los Achuar del Perú	Kart over Achuarenes sammenhengende territorium i Pastaza regionen	Peru
AIDSESEP - Asociación Interétnica de Desarrollo de la Selva Peruana (Urfolksprogrammet)	Institusjonell støtte	Peru
Racimos de Ungurahui	Legalisering av Achuarenes tradisjonelle territorium	Peru
Centre National d'Appui au Développement et à la Participation Populaire (CENADEP)	Renforcement du plaidoyer de la société civile congolaise pour le développement d'un cadre politique et juridique assurant une gestion durable des ressources forestières fondée sur le respect des droits et pratiques traditionnels des populations forestières	République Démocratique du Congo (RDC)
Réseau pour la Conservation et la Réhabilitation des Ecosystèmes Forestiers (Réseau CREF)	Méthode Accélérée de Recherche Participative - Méthodes participatives au service des communautés locales et peuples autochtones vers des plans stratégiques concertés des membres du Réseau CREF au Nord-Kivu	République Démocratique du Congo (RDC)
CED – Centre pour l'Environnement et le Développement	Renforcement du plaidoyer de la société civile congolaise pour le développement d'un cadre politique et juridique assurant une gestion durable des ressources forestières fondée sur le respect des droits et pratiques traditionnels des populations forestières	Kamerun
AMAN – Aliansi Masyarakat Adat Nusantara	Forutgående fritt og informert samtykke	Indonesia

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